An aerial photograph of a city street. A large banner with the text 'BLACK LIVES MATTER' is stretched across the street. The banner features various patterns and colors, including a rainbow flag and a black and white pattern. The street is lined with buildings and trees. A semi-transparent white box is overlaid on the right side of the image, containing the title and author information.

Planning Program Internal Review 2020-2021

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1. Introduction

This report summarizes the activities of an internal Program Review undertaken by the University of Toronto graduate Planning Program in 2020-2021. It aims to [a] update the archive of our ongoing efforts to manifest the principles of critical planning and social justice throughout our curriculum, admissions, mentorship and governance processes; [b] detail methods and findings; [c] identify issues arising, decisions taken and areas for future action that will guide the Graduate Planning Committee of the Department of Geography and Planning over the next five years; and [d] develop an anti-Black racism framework for planning pedagogy and a methodology rooted in the principles of critical race and decolonial theory.

The review was undertaken at a critical juncture—as urgent social movements to confront racism and colonialism consolidated in Canada and around the world and as the global COVID-19 pandemic took hold. In summer 2020, Black Lives Matter had galvanized around yet another massive incident of racist police violence in the killing of George Floyd in Minneapolis, MN. The movement succeeded in leveraging protest into a global imperative for mainstream institutions to reckon with the lethal force of anti-Black racism and white supremacy. In Canada, a string of violent incidents involving police officers—namely the deaths of Regis Korchinski-Paquet and Chantel Moore and the beating of Chief Allan Adam of Fort Chipewyan First Nation—demanded a particular reckoning with practices of reproducing racism and colonialism under the veil of multiculturalism. Ensuing protests aligned with ongoing Indigenous mobilizations to defend land and water resources against the construction of gas pipelines through unceded territories such as in the case of the Wet’suwet’en Nation in northern British Columbia. Meanwhile, the highly uneven response to the pandemic has intensified existing racial and economic inequalities at multiple scales and highlighted the complex totality of systemic oppressions within which planners work.

The institutional context for the Planning Program Review sits within and also extends beyond these conjunctural factors. In summer 2020 planning graduate students courageously wrote an open letter (Appendix 1) urging the Program to reflect on how anti-Black racism and injustice manifest in planning education and practice (including our own). The letter’s demands aligned with plans of the Graduate Planning Committee to conduct an internal review in relation to changes in our faculty complement and in planning practice over the last decade, and to grapple explicitly with the forces of anti-Black racism laid bare in summer 2020. It had been a full decade since we had taken stock of our curriculum and governance, and twelve years since we had systematically addressed the interface of “diversity and planning education” (Goonewardena, Rankin, & Weinstock, 2004) through internal reviews. Meanwhile, within the Department of Geography and Planning, an Equity and Diversity Committee (2020) had consolidated, and committed to long-term practices of diversifying faculty recruitment and enhancing equity and diversity in graduate admissions. The Department of Geography and Planning as a whole duly supported the graduate Planning Program with critical resources for year long, collective introspection.

Together, then, the incidents of and mobilizations against anti-Black racism, the movements in solidarity with Indigenous and racialized people, and student demands to confront the specific complicities of Planning and Geography in summer 2020, combined with longer-term institutional introspection around questions of race, class, disability, gender and sexual orientation coalesced to form the context for the 2020-2021 internal review. “Internal” denotes a process that is catalyzed by motivations within the Program—rather than by the requirements of outside regulatory bodies (such as the Ontario Council on Graduate Studies or the Professional Standards Board of the Canadian Institute of Planners). The decision to emphasize anti-Black racism in the 2020-2021 review reflects the momentum of contemporary social movements and the demands of students, as well as institutional and disciplinary silences (the University of Toronto, for example, has Women and Gender Studies and Indigenous Studies Programs but no explicit space for the study of Black experience and critical race theory; Planning theory has attended extensively to dynamics of capitalism, patriarchy and colonialism but less so to anti-Black racism). At the same time, we sought to forge a process that would engage an intersectional approach attentive to relations with other forms of racialized oppression and lived experience.

As we finalize this report one year after the review took place, both the graduate Planning Program and the Department of Geography and Planning within which it sits have taken key steps toward change, including the launch of a QTBIPOC and International Student mentorship program aiming to enhance equity and diversity in graduate admissions, a new core course on Communication in the Face of Power, and Black, Indigenous and International Student Awards. The report captures a significant and continuously emerging conjuncture within which we seek to both take stock of a critical process of self-study, as well as turn toward challenging work ahead.

2. Planning review committee and the inclusion of student and practitioner expertise

Review Committee

Alycia Doering
 Heather Dorries
 Kanishka Goonewardena
 Paul Hess
 Parveen Malli
 Sneha Mandhan
 Katharine Rankin
 Sue Ruddick
 Matti Siemiatycki
 Jason Spicer
 Lindsay Stephens
 Keisha St. Louis-McBurnie
 Alan Walks

Review Team

Kuni Kamizaki (PhD RA)
 Abigail Moriah (Black Professional Planner)
 Katharine Rankin (Director of Planning Program)
 Jhamela Stapleton (MScPI RA)
 Hazel Valenzuela (MScPI RA)

In a written response (Appendix 2) to the students' open letter, the Planning Program committed to a review process "with robust student participation that explicitly addresses inclusion and centers anti-Black racism as it pertains to planning, as well as material on NBPOC (Non-Black People of Colour) discrimination, SOGIE (Sexual Orientation, Gender Identity and Expression) equality, and equal opportunity for those with different accessibility and mobility needs." The emphasis on student participation reflected our wish to give due expression to students' knowledge of and experience with racism. In a field so explicitly oriented to practice and its politics, moreover, we committed to include practitioner expertise in the review process. An anti-Black racism audit led by a Black professional planner would be an integral part of the review.

To these ends we formed a Planning Review Committee tasked with overseeing the review. The committee was comprised of core planning and affiliated geography faculty and three Student Special Advisors, hired to participate on the basis of their unique and specialized knowledge of racism and the related academic fields of critical race studies, Black geographies, Indigenous Studies and/or decolonial theory. The hiring process was worked out and implemented in collaboration with the group of students who had previously written the open letter and had worked hard during the

previous year to build a ground of trust and a common language of anti-oppression within their cohort.

A Planning Review Team was responsible for developing and implementing the workplan, analyzing findings and drafting recommendations. The Team was comprised of the Director of Planning (and Associate Chair of the Department of Geography and Planning), a Black professional Planner hired to lead the anti-Black racism audit, and three research assistants (a doctoral and two MSc.PI. students). The Black professional planner, who is also an alumna of the MSc.PI. program, was hired on the basis of her extensive experience working on representation and racial equity in the planning field, in response to experiences and systemic barriers faced by Black and racialized planners in Canada. The Planning Review Committee ("Committee") met monthly from September 2020 to April 2021 to review plans and findings vetted by the Planning Review Team ("Team") and to make recommendations to the Planning Program and Department of Geography and Planning; the recommendations were advisory, with decisions about actions being the purview of the Department's existing governance structures (i.e., a Graduate Planning Committee advising the Director of Planning, the Department's Graduate Chair and the St. George Campus Chair).

3. Scope, objectives and mission statement

The 2020-2021 Planning Program Review Team identified the following objectives for its work:

- [a] to ensure that the graduate Planning Program at the University of Toronto takes steps to systematically address anti-Black and more generally anti-BIPOC racism in its (MSc.Pl. and Ph.D.) curricula and in its community life;
- [b] to identify core competencies within the Planning profession that are not adequately addressed in Planning curricula;
- [c] to assess the coherence of program structure and content in relation to changes in faculty complement and course offerings, as well as in the practice of planning over the last 10 years; and
- [d] to survey issues and points of improvement in program community life (e.g., governance, communication with students, admissions and mentorship).

Within the MSc.Pl. program, special attention was given to mapping core courses and pathways through the concentrations. The Ph.D. Program review could not be completed within the 2020-2021 timeframe; mapping of the Ph.D. curriculum and comparisons with peer institutions were completed and student consultations will be conducted and recommendations developed soon.

Throughout the review process, the Program Mission Statement served as a point of reference.

Planning Program Mission

We believe at the heart of planning lies a commitment to humane city-regions, healthy environments and social well-being for everyone (especially, for those who have been historically marginalized through traditional development practices); we strive to foster places that are livable, equitable, and sustainable.

Located within a large Geography Department, our approach to planning is interdisciplinary, critical and engaged, where students can pursue their interests in planning theory and history, political economy and public finance, social planning and policy analysis, urban design, environmental studies, and international development.

We are a community of scholars, practitioners and activists engaged in studying the dynamics of city-regions and committed to fostering places that are sustainable, accessible, beautiful and just. Our distinguished faculty bring an unusually wide variety of perspectives to bear on planning education – based on extensive research and outreach projects across the economic, social, urban, environmental and design dimensions of planning.

In all our programs, we welcome students with diverse educational backgrounds and work experiences aligned with planning; especially those who belong to groups that are currently underrepresented in planning academia and practice, from either domestic or international arenas. We take pride in our efforts to bring a true diversity of perspectives on planning and related issues into our classrooms to enrich our program by creating an intellectual environment where diverse opinions about what planning is and should be may thrive. We especially welcome applications from racialized persons / persons of colour, women, Indigenous / Aboriginal People of North America, persons with disabilities, LGBTQ persons, and others who may contribute to the further diversification of ideas.

We aim to:

- Emphasize issues of social justice, racism and environmental sustainability across all specializations of planning.
- Bridge the imagined gap between theory and practice.
- Advocate an interdisciplinary, critical and engaged approach to planning.
- Attract a varied, representative, experienced, creative and critical student body every year.

4. Methodology

The emphasis on anti-Black racism in the review demands some methodological considerations at the outset. We sought to adopt a critical-race lens that would account for the critical stance of planning theory vis à vis practice as well as its normative epistemology oriented to improving practice (Beauregard, 2020; Forester, 1989; Marcuse, 2009).

June Manning Thomas' (1996) advocacy for a “unified diversity” in planning education offers an early articulation of this vision for planning theory and planning academia from a perspective that sought to stake out space for marginalized views and experiences. Planning programs, she argues, should strive for a diverse faculty and student body, an “interactive and dialogue-based” style, an “inclusionary” academic environment with ample mentoring and support, and a curriculum that is “diverse, transformational, well-integrated and [providing] good preparation for effective social action.” Thomas astutely positions this vision as grappling with the dangers of “disjointed pluralism” accompanying postmodern preoccupations with hybridity and difference. The concept of “unified diversity” reflects well the view of planning put forth in our Program Mission Statement, as a dynamic interaction of research and action, theory and practice, oriented to challenging injustice and promoting just and sustainable futures.

At the same time, an engagement with critical race (and also decolonial) theory poses important opportunities to explore obstacles to the unity in “unified diversity” and the dangers of “inclusion” as a basis for envisioning effective social action. The term “racial planning” has been advanced, for example in an article by Rashad Akeem Williams (2020) on “Confronting the White side of planning” (a spin on Oren Yiftachel's (1998) injunction to explore the “dark side of planning”)—to denote how planning develops in specific contexts of “settler colonialism, slavery, white hysteria and colorblind racism” to produce racialized space “under the imperatives of white supremacy.” Heather Dorries (2022) similarly presents an interpretation of racial planning that underscores how settler colonialism, as a mode of racial capitalism, works through planning to produce racialized experiences of dispossession and displacement. We would have to modify Thomas' call for unified diversity in planning education with an imperative to confront the legacies and ongoing practices of racial planning. And we would have to trouble forms of inclusion that could amount to the incorporation of Black, Indigenous and other people of color into systems of racial capitalism that afford advantage to White people while enabling the dispossession and displacement of racialized others (as underscored in the work of planning theorists Ananya Roy (2010) and Faranak Miraftab (2009)).

When taken up in the context of academic planning, moreover, critical race and decolonial theory encompass not only critical-analytical but also normative dimensions that proved instructive for conceptualizing a praxis of anti-Black racism in planning. Racial planning, as Williams (2020) puts it, “begets alternative planning traditions rooted in reparation.” Williams adopts an expansive understanding of “repair” that involves challenging the “the affective, epistemic, and moral schema [allowing] ... illicit white advantage to remain unchecked,” while also promoting principles of Black self-determination and self-development in planning processes.

Among those who have advanced such an expansive vision of reparative planning, Heather Dorries (2022) advocates “understanding how Indigenous intellectual traditions...can serve as the foundation for decolonial and emancipatory approaches to planning;” UCLA students Thomas Abbot, Roxana Aslan, Riley O'Brien, Nathan Serafinet (2018) call for an abolitionist planning “to combat and reverse oppression of marginalized communities, while also deferring to the experiences and expertise of marginalized communities;” and Thomas herself (1994) insists on “recognizing the significance of black and indigenous history for the development of planning theory.” Reparative planning thus serves as a normative theory oriented to engaging the experiences and epistemologies (and ontologies) of Black, Indigenous and other racialized groups, in order to identify and advocate alternatives to racial capitalism rooted in promoting conditions that will support the flourishing of life.

From the point of view of implementing an internal Planning Program review, two points—or tensions—emerge from this discussion. First, our review must integrate methods that manifest a dialectic of critique and reparation. Our review should entail [a] a commitment to critique the legacies of racial planning both within and beyond our own program; and [b] a commitment to repair that foregrounds alternative paradigms and ways of knowing that have not found expression within official planning institutions. . Second, we must remain alert to the problems of inclusion as incorporation. This latter point requires keeping in view the tension between seeking greater inclusion and representation of Black and other marginalized constituencies in the Planning profession (an absolute imperative), and addressing the wider problematic of racial capitalism (which on the contrary demands transformation and cautions against incorporation).

Five approaches and methods follow from these methodological considerations.

4.1 Anti-Black racism audit

We determined to integrate the anti-Black racism (ABR) audit throughout the review process in three ways: [a] by engaging the Planning Review Committee in preparing an anti-Black racism framework, in the form of a working definition to be used both internally within the department and as a public-facing statement about our commitments to students and the profession; [b] by involving the Black professional planner in planning all stages of the review, and including her in Committee meetings and as a full member of the review Team; and [c] by staking out some separate spaces for the Black professional planner to consult (all) students and faculty of color in the Planning Program and wider Department, as well as planners of color in the profession. After the data-gathering stages of the Program review were completed, both the Planning Review Report and the anti-Black racism audit would contribute to the anti-Black racism framework, with the former emphasizing the dialectics of critique and reparation, and the tension between inclusion and incorporation, and the latter emphasizing the specific violences and histories of anti-Black racism in Canada, in Toronto, and in planning, while also acknowledging the intersectionalities of multiple forms of oppression and the imperatives of afro-futurism, Black excellence, Black inclusion. The anti-Black racism audit was also tasked with reporting on findings of the student and faculty consultations and making recommendations to the Planning Program.

4.2 Internal curriculum review

Syllabi for all core courses, concentration gateway courses, and JPG (Joint Geography-Planning) elective courses were assembled, going back five years. Kuni Kamizaki prepared a course mapping tool, through which to identify where in the curriculum “relevance to practice” sits in relation to “critical thinking about planning and the world,” and how courses have transitioned over the last five years. Hazel Valenzuela prepared a tool for analyzing anti-Black racism content in all PLA and JPG courses, which allowed us to assess course titles, course themes and course readings through a critical-race lens; the tool seeks to explore how and whether Anti-Black racism and anti-racism content is concentrated in particular courses, and/or embedded throughout the curriculum.¹ Jason Spicer prepared a decision tree for assessing BIPOC content in courses, through which we could assess whether and when BIPOC content is signposted and/or absent, with and without the conscious intent of the instructor; this tool was designed for use by individual instructors when planning their courses. See Appendix 3 for review tools

Finally, Planning Review Committee members participated in a day-long MSc.Pl. curriculum workshop to review MScPl core and concentration gateway syllabi one-by-one. Our objectives were as follows:

- To name competencies that we believe are essential to achieving the Program mission (and especially those that are “missing” from our curriculum). Competencies encompass knowledge (history, theory, technical, substantial), skills (tools and techniques), and approaches (positionality and values). Through external review by the Professional Standards Board of the Canadian Institute of Planners we had already established that our program fulfills the functional and enabling competencies of the Canadian Institute of Planners (2011). Our aim was rather to identify our own set of competencies in order to articulate and advocate what we collectively mean by “planning.”
- To review how those competencies are taught, with a particular focus on ABR perspectives. This objective directs attention not only to what themes are covered in each course but also to how other components (course goals, assignments, learning outcomes) are structured and how they are presented in relation to the main argument of the course.
- To develop a collective understanding of our program as a totality and where we want to take it in the future, by understanding the role of each course in relation with other courses and the program.
- To support one another in a common goal of strengthening the commitments of the Program to anti-Black racism and to challenging intersecting forms of oppression as well as posing and exploring socially just, transformative planning practices.

¹ This tool draws on an audit framework developed by Dr. Dori Tunstall, OCAD University, to assess Indigenous/Black and racialized content of courses in the Faculty of Design. Keywords used in the search include Black, Indigenous, racialized People of color, race, racial, Black and Indigenous. The analysis covers core planning courses over the last 5 years (2015-2020) and elective planning (PLA) and joining Geography-Planning (JPG) courses within the previous year (fall 2019/winter 2020), as well as a few JPG elective courses from Fall 2020.

4.3 Comparison with Curricula of peer North American graduate programs

The Planning curricula and core course syllabi of ten other Masters planning programs—seven Canadian and three American—were assembled and their websites reviewed. They included: University of British Columbia; McGill University; University of Waterloo; Queen’s University; Dalhousie University; York University; Ryerson University; MIT, University of California Berkeley, University of California Los Angeles; and University of Illinois at Urbana-Champaign. Additionally, as part of the anti-Black racism audit, the anti-Black racism content in three non-planning professional Masters graduate programs were also reviewed; these programs were selected by the Black professional planner based on their established record of institutional commitment to anti-Black racism. Analysis of the non-planning professional Masters graduate programs was designated to the anti-Black racism audit.

Kuni Kamizaki and Hazel Valenzuela prepared a comparative mapping tool (Appendix 3), through which to visualize comparisons of the ten selected Masters of Planning programs. The tool encompasses comparisons of core courses, concentrations, capstone courses and approaches to anti-Black racism (via a review of titles of concentrations and core/concentration gateway courses). The comparative mapping tool is a spreadsheet consisting of three tables:

- Appendix Table 1: Adapts Edwards and Bates’ (2011) analysis of core curricula of graduate planning programs combined with Friedmann’s (1988) analysis of planning knowledge, to compare the distribution of courses by major planning areas of knowledge.
- Appendix Table 2: Compares the number of concentrations, types of concentrations and if there are gateway courses to each of these concentrations
- Appendix Table 3: Applies an abridged version of the tool for assessing anti-Black racism content of courses, to analyze core and concentrations courses with social justice or community development themes or principles of ABR and racial justice.

Kuni Kamizaki subsequently prepared a comparative tool for mapping planning methods courses (Appendix 3), which we used to explore several scenarios for integrating planning methods into our core curriculum. The comparative tool for mapping planning methods courses is a spreadsheet that maps out several scenarios for teaching planning and research methods in the core curriculum, which includes a table charting approaches to methods in comparator planning programs.

4.4 Consultations, interviews and survey

Through consultations, interviews and surveys, we sought feedback on key issues and themes that had arisen during the curriculum review processes, as well as on aspects of the Program review that fall outside of curriculum, namely, admissions, mentoring and community life. In doing so we cast our net widely, in order to glean the widest possible range of perspectives on our Program within the available time and resources.

Consultations were held over zoom with the following constituencies of our large U of T Planning Program community:

- 1st-year MSc.Pl. students – Moriah and Valenzueala
- 2nd-year MSc.Pl. students – Moriah and Valenzueala
- BIPOC MSc.Pl. students – Moriah and Valenzueala
- Part-time MSc.Pl. students – Rankin and Kamizaki
- Alumni of social planning concentration – Rankin and Kamizaki
- Black faculty in the Department of Geography and Planning – Moriah

One-on-one interviews were held with colleagues occupying the following positions in the Planning profession; these colleagues had no necessary prior relationship with the program but were identified on the basis of their leadership and prominence within their sector of practice (see Appendix 4 for interview questions and notes):

- Senior planners from the public and private sectors – John Farrow, adjunct professor, Department of Geography and Planning²
- Community-based planners in Toronto – Kamizaki
- Black and Indigenous professional and community-based planners – Moriah

A survey was distributed to Planning Alumni Committee members by the Committee Chair, John Kemp. Consultation, interview and survey questions, as well as results, can be found in Appendix 4.

4.5 Analysis meetings

Analysis proceeded iteratively, beginning with meetings of the Planning Review Team to consolidate findings and emergent themes, to meetings of the Planning Review Committee to make recommendations about curriculum. These recommendations were then vetted through normal Department of Geography governance processes—by the Graduate Planning Program Committee, the Graduate Chair and St. George Department of Geography and Planning Chair.

An additional layer of analysis took place through the anti-Black racism audit, which focused primarily on non-curricular elements of the review objectives. After discussions with the Planning Director and a Black academic curriculum specialist, the anti-Black racism audit was submitted on 22 February 2022, and its recommendations were deliberated at a town hall in March 2022.

The Anti-Black Racism Framework included here was prepared as an inward-facing document reflecting an

² John Farrow kindly volunteered to contribute these interviews to our review process.

5. Anti-Black racism framework

orientation encompassing both critique and reparation, as well as attentive to the tension between the necessary inclusion (of Black students and planners within the profession) and the problematics of incorporation (of all involved in planning education and practice) within the structures of racial capitalism. It aims to develop a definition of anti-Black racism that reflects structural and systemic nature of racism, while also pointing to the importance of understanding how racism works through specific institutions and geographies to exclude and marginalize people of Black-African descent and other People of Color in specific ways. And it points to the specific imperatives for Planning as a profession and discipline to confront anti-Black racism given its role in institutionalizing racism through the build environment and planning practice, and given the opportunity to “partner with Black-led communities and organizations to support a more informed practice.”³ Note that an outward-facing statement will also be developed to be featured on the Program’s home web page.

Planning Program Anti-Black Racism Framework

The Planning Program at the University of Toronto conducted a wide-ranging internal review during the 2020-2021 academic year, addressing issues related to curriculum, recruitment and community relations. The review coincides with organizing by students in the Department of Geography and Planning, who urged us to address anti-Black racism and other forms of injustice in our programs and beyond, in the wake of recent waves of police violence against Black and Indigenous peoples, and the historic political mobilizations by Black Lives Matter as well as Indigenous movements. The present conjuncture of Covid-19 within which the Planning Program review is progressing has further highlighted the complex totality of systemic oppressions within which planners work, in academic, professional and broader social contexts. More generally, official planning practices in Toronto transpire on colonized lands and contribute to well-documented processes of racialized spatial inequality. Under such circumstances, we wish to raise the question: how must critical planning educators respond to today’s urgent yet contested demands for justice.

In the current moment, we suggest, the answer to this question must begin with a critical exploration of the relationships among planning, racial capitalism and settler colonialism. The task must be one not only of highlighting Black identity and experience, but also—as Black planning scholar Rashad Williams (2020) has advocated—of de-privileging the centrality of whiteness in accounts of planning history and expertise, while giving special attention to the role of planning in structures of racialized dispossession.

For us, this injunction creates an opportunity to confront how anti-Black, anti-Indigenous and other racisms

³ This latter point aligns with the definition of Anti-Black racism developed by Leela Visvanathan (2021), consultant to the Ontario Professional Planners’ Institute Task Force on Anti-Black Racism, as follows: From <https://blackhealthalliance.ca/home/antiblack-racism/> Accessed on August 16, 2021: “Anti-Black Racism is defined here as policies and practices rooted in Canadian institutions such as, education, health care, and justice that mirror and reinforce beliefs, attitudes, prejudice, stereotyping and/or discrimination towards people of Black-African descent. The term ‘Anti-Black Racism’ was first expressed by Dr. Akua Benjamin, a Ryerson Social Work Professor. It seeks to highlight the unique nature of systemic racism on Black-Canadians and the history as well as experiences of slavery and colonization of people of Black-African descent in Canada.” In expanding this definition to the context of planning, anti-Black racism is also linked to barriers to employment and higher education and the need for an increased and sustained awareness of Black experiences, in particular, those related to the practice of planning and to strengthening and partnering with Black-led communities and organizations to support a more informed practice.

manifest in our own curriculum, recruitment and community relations.

The concept of racial capitalism proposed by Cedric Robinson's influential book *Black Marxism* (1983) becomes useful for us in the present context, because it underscores the central roles slavery and colonialism have played in the development of capitalism. The "racial" in front of "capitalism" denotes these articulations, and how in turn racialized populations made "surplus" by capital (that is, both necessary and disposable) have historically been policed, surveilled and incarcerated.

Under these circumstances racism may be understood, in geographer Ruth Wilson Gilmore's (2002: 261) famous words, as "the state-sanctioned or extralegal production and exploitation of group-differentiated vulnerability to premature death in distinct yet densely interconnected political geographies." As the work of cultural theorist Stuart Hall (date) underscores, we must thus think in terms of, not one, but many, conjuncturally specific, interconnected racisms.

Anti-Black racism, a term used by Black activists in Toronto to describe the specific racism experienced by Black peoples, and introduced in scholarship by Akua Benjamin (1993), refers to the practices, policies and procedures embedded within official institutions, including planning agencies, that promote the reproduction of racial capitalism; anti-Black racism has an ideological dimension that reinforces discrimination directed at people of African descent and erases their unique history and experience of enslavement and colonization.

We recognize the imperative to consider how anti-Black racism intersects with other forms of racialized oppression, while also recognizing distinct experiences with inequality and injustice. In Canada, as scholars of colonial urbanism and Indigenous resurgence, Heather Dorries, David Hugill, and Julie Tamiakl (2019) have demonstrated, settler colonialism is a key form of racial capitalism, which relies on the on-going dispossession of Indigenous peoples. Meanwhile, we acknowledge that different forms of inequality and injustice—race, gender, class, sexuality, immigrant status, (im)mobility—interact to compound experiences of racialized oppression (and here of course Kimberle Crenshaw's (1990) theory of intersectionality proves indispensable).

Planning programs face a special imperative to confront systemic anti-Black racism (and interlocking forms of oppression) given their role in training professionals and others who must plan cities and regions in the public interest. In so doing, they also have a special responsibility to create successful pathways in planning education for Black, Indigenous and other POC students, and to recognize and account for alternative planning paradigms rooted in Black, Indigenous and other sources of knowledge.

As a first course of action, we take inspiration from calls from abolitionist and anti-colonial planning—for self-study—of our own Planning Program, its sources of knowledge, purpose and internal and external relations—as a key part of an anti-racist-anti-colonial praxis, and as a means of fostering a collective sense of humility and accountability (Dorries and Ruddick 2018, Latulippe 2015, Daigle 2018 and 2019, Abbot et al 2018).

Building on, and as part of ongoing self-study, we commit to [a] querying the complicity of planning tools and methods in the production of racial hierarchies, [b] engaging the scholarship, practice and activism of Black, Indigenous and other specific marginalized and racialized groups to consider how core planning concepts

and practices might be challenged and reformulated, [c] challenging systemic racism, along with interlocking systems of social oppression, and [d] developing mechanisms of support for Black, Indigenous and other planning students of color (Dorries, 2021 (JPG 1835, *Anti-Colonial Planning: Theory and Practice* syllabus); *Abolitionist planning UCLA in Progressive Planning*, Lopes and Thomas (2006)). In so doing, we adopt a broad understanding of planning, encompassing the social movements and community organizations as much as the official planning agencies that produce and shape space.

6. Findings

This section details findings. It is organized thematically, with data from different methods brought to bear on specific review areas, namely (6.1) missing competencies, (6.2) overall curriculum, (6.3) anti-Black racism, (6.4) core courses, (6.5) concentrations.

6.1 Missing competencies in the program

Based on the curriculum mapping and in relation to the program Mission Statement, we identified a range of competencies in planning theory and practice deemed “missing” from our curriculum, and these were dubbed “missing competencies.” We also consulted competencies specified for program accreditation by the Professional Standards Board of the Canadian Institute of Planners and found these competencies to be absent from their rubrics too.

We distinguished between competencies that are broadly about “what” planners need to know and those that are about “how” planners can use their knowledge effectively. This distinction corresponds to the “functional” competencies (common knowledge and skill base of all planners) and “enabling” competencies (capacities required of a planner to practice effectively, professionally and ethically) as defined by the Canadian Institute of Planners Competency Standards (2011). Most of our “missing competencies” fall into the “how” category.

What, or functional competencies:

- Planning for climate change and environmental justice
- Knowledge of racial capitalism—its histories and dynamics
- Knowledge of reparative and abolitionist planning, and planning rooted in Indigenous resurgence
- Municipal finance, housing development

How, or enabling competencies:

- How to work with and in communities, especially marginalized communities, including community engagement, community-based research, and participatory action research organizing, political strategy, participatory planning (not same as public consultation), anti-oppression thinking, decolonial thinking.
- Creative communication skills including the use of digital tools, writing for non-professional audiences (e.g. op-edits), story-telling, and creative methods that might include creative writing, theater or making podcasts.
- Indigenous planning and working with indigenous rights holders.
- Planning in the face of structural inequality and oppression, including race, class, gender, and sexuality.
- Elements of professionalism necessary for an anti-racist planning practice, including understanding privilege, avoiding microaggression, understanding how racism manifests in interpersonal communication (including among planners), employing anti-racism and de-colonial methods in daily practice, reflective practice.
- Emotional competencies and dealing with emotions and trauma in planning
- Skills for social entrepreneurship, including pitching ideas for funding, grant writing, program evaluation, organizational development plans, alternative financing techniques
- Methods for social impact assessment

6.2 Overall curriculum

There are an impressive number of course offerings in the graduate Planning Program—30 PLA courses and 49 JPG courses. The breadth of courses available to students results from the advantageous location of the Planning Program within a Department of Geography and Planning. It also supports the key pedagogical objective of promoting critical thinking in planning education. All of the constituencies we consulted outside the program—the planning alumni, the social planning alumni, the community-based planners and the senior planners—commented on the significance of critical thinking; what distinguishes graduates coming out of different planning programs is not skills, but the ability to think critically. The positioning of the Planning Program in the Department of Geography and Planning also gives planning students access to supervision and mentorship from a large, tri-campus faculty (with over 70 full-time, permanent professors), in addition to the 8 core Planning faculty whose teaching appointments include core and concentration gateway courses.

The Planning Program has 7 required core courses, and students can therefore choose 9 elective courses (See Table 1). Some of the elective courses are required, as “gateway courses,” for fulfilling one of 6 concentrations. Classes meet one time per week, with the exception of Urban Design studio courses. Currently, core and concentration-gateway classes run for either 2 or 3 hours, creating an inconsistent experience for students and faculty; courses that are allocated the longer time period are better able to accommodate a range of pedagogical approaches needed for delivering the core curriculum, including instructor lectures, student participation, and structured interactive activity, such as a guest speaker, a film or an in-class exercise. We concluded that core and concentration gateway courses should all run for 3 hours. Each core and concentration gateway course should be explicitly linked to the mission of the Planning Program, and student reflection on these links should be invited at the end of the courses.

Table 1: Curriculum map

Core courses	PLA1101H Planning History, Thought & Practice
	PLA1102H Planning Methods I
	PLA1103H The Legal Basis of Planning
	PLA1105H Planning Methods II
	PLA1520H Project Management & Conflict Resolution
	PLA1106H Workshop in Planning Practice
	PLA1107Y Current Issues Paper
Gateway courses	Urban Planning and Development Concentration PLA1656H Land Use Planning
	Social Planning and Policy Concentration JPG1813H Planning and Social Policy
	Economic Development Planning Concentration PLA1525H Urban, Regional and Community Economic Development
	Environmental Planning Concentration PLA1601H Environmental Planning
	Transportation Planning and Infrastructure Concentration PLA1703H Transportation Planning
	Urban Design Concentration PLA1652H Introductory Studio in Urban Design and Planning

The day-long workshop allowed us to review the core and concentration gateway courses in a relational way. We could appreciate how each course coheres with its own objectives but it was less apparent how the courses relate to the overall curriculum or Program Mission. And given that some courses are taught by sessionals, we also wondered if in practice the program was experiencing some mission drift. Many of the observations about the curriculum during the review are rooted in the challenge of the Planning Program having perennially had faculty members seconded to administrative positions in the University, and thus having to hire colleagues on short-term contracts to teach core and concentration gateway courses, as “sessional instructors.” Sessional instructors do not typically participate in Program governance or sit on the Graduate Planning Committee, and are thus not aware of ongoing pedagogical and programmatic debates and commitments. In recent years, 5 out of 7 core courses have been taught by sessional instructors or faculty on Contract Limited Term Appointments. The resulting inconsistency has created a disjointed effect on the core curriculum.

At the same time, sessional instructors will always remain integral members of the Planning Program, and infuse the program with critical links to professional practice. Here we find a thus-far inadequately explored two-way opportunity for the Program. On the one hand, the Program can more systematically support sessional instructors to reflect the Program’s mission in their teaching and to integrate their courses within the logics of the overall curriculum. On the other hand, the Program can more systematically seek out sessional instructors who will explicitly bring Black, Indigenous and other marginalized perspectives into the centre of our pedagogy. Doing so can help contribute to Program-wide priorities and initiatives to strengthen ties with communities of color, as well as build resources to support instructors in their own pedagogical development in the areas of anti-racism and movements for social transformation (see next section, 6.3, for further detail). Including sessionals in delivery of the curriculum also involves responsibilities. Currently, sessionals plan their courses in an ad-hoc fashion, with little orientation to the overall program framework. Steps could be taken to better integrate their contributions, for example by providing them with a resource featuring the Program mission, anti-Black racism framework, and curriculum map.

A distinctive feature of planning pedagogy is that it must move across the imagined gap between theory and practice by providing students opportunities to apply skills and engage theory in case studies, studios, internships and other engagements with planning practice. The interviews with senior planners corroborated this view of planning education. Our review suggests that core and concentration gateway courses and faculty research manifest this commitment. And yet we noted that the program does not adequately communicate about this feature of student experience and student/faculty contributions. In order to reflect this pedagogical commitment in our outward-facing communications, we can do more to feature faculty and student research with ties to community-based practice and critical theory. We can also support faculty in community engagement initiatives, which often involve students and sometimes whole classes, by valuing community-based work and contributions in annual faculty evaluation and promotion processes.

Here we must acknowledge the role of the Planning Alumni committee in enriching the student experience through contributions to sessional instruction, professional development modules, and support of a student cohort field trip. PAC is also a key constituency of the Program that we can consider from the point of view of diversity. Of 38 respondents, almost two thirds identify as land use planners working in the public sector, and over 80% of respondents identified as White/Caucasian. Very few are working in the non-profit sector (4%) or identify as non-White. Social Planning focus group participants explicitly noted a challenge for PAC in diversifying its constituency, while also acknowledging the potential for engaging alumni who went through the social planning concentration and are working in a wide scope of planning action.

A key feature of the Planning Program that came up in the review is the option for a part-time MSc.Pl. degree. The part-time option allows students to pursue work or other professional development while enrolled. The program benefits by attracting mature students who are able to bring their professional engagements to bear on their work in the program and on their relationships with student peers and faculty. Part-time student FG participants expressed appreciation for the availability of a part-time option, and indicated that it was the major reason for selecting U of T for their graduate planning studies. Participants also noted that the part-time option could play a key role in the Program’s objective to attract a diverse student body, and particularly to recruit and support Black, Indigenous and other students of colour.

The Program has given limited attention, however, to the special needs of part-time students, particularly around scheduling. At least some core and concentration gateway courses could, for example, be scheduled in early morning or late afternoon time slots. A course that meets two times per week, like Urban Design Studio, would be more accessible if one of the meetings were in the evening. Intensive one-week courses were also suggested as a possible gathering point for part-time students who sometimes feel as though they pass through the program like ships in the night, not getting much opportunity to meet one another. Part time students also raised the possibility of recording Intersections talks to allow for participation in the wider intellectual life of the Program.

6.3 Anti-Black racism

We acknowledge a need to embed anti-Black and intersectional racism content more extensively across the curriculum, consistent with the findings of the Anti-Black racism audit. There is no core or elective course dedicated to anti-Black racism/Black content. Three PLA core courses make reference to Black, Indigenous and/or racialized communities in their description. Elective JPG courses show the highest “hits” in relation to all the indicators—course title, course themes and course readings. ABR/Black content is concentrated in 3 JPG courses, JPG 1825, Black Geographies of the Atlantic (Rachel Goffe); JPG 1520, Contested Geographies of Class-Race formation (Mark Hunter); and JPG 1706, Geographies of Violence and Security (Deb Cowen). Three JPG courses specify anti-Indigenous racism in their titles: (JPG 1825, Black Geographies of the Atlantic; JPG 1828, Place and Indigenous Research; and JPG 1835, Anti-Colonial Planning: Theory and Practice). Anti-racism content is shown to be embedded in an additional 7 JPG courses via their stated objectives, themes and readings. The results of the analysis of anti-Black racism content in courses can be found in the Table 2 below. Thus the tool for assessing ABR content in courses is useful for underscoring the imperative to: [a] include BIPOC authors, [b] explore both ABR and resurgence/resistance in case examples and [c] not put ABR content in the last week of the course.

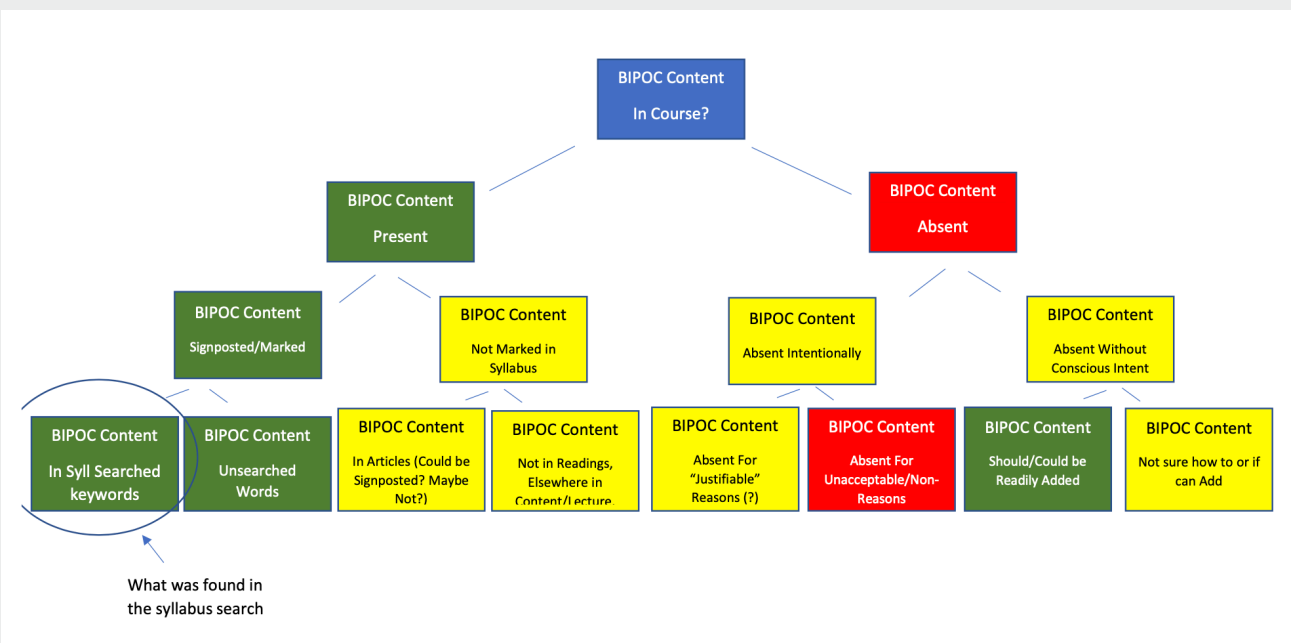
Table 2: ABR Framework: Analysis of Course Titles and Content

Type of Course	Does the course title or description/objective include any reference to Black, Indigenous, or racialized/POC communities? (Y/N)			
	Course title	Reference to Black communities / individuals	Description / Objectives	Reference to Black communities / individuals
Core courses	0	0	3	0
Concentration gateway	0	0	0	0
Elective courses (PLA)	0	0	0	0
Elective courses (JPG)	6	1	11	2
TOTAL	6	1*	14	2*

Type of Course	Does the course include any themes or principles that address or focus on Black, Indigenous or racialized / POC communities? (Y/N)			Does the course reading title include the key words (Race / Racial, Black, or Indigenous)? (Y/N)	
	Topics	Principles / Approach	Reference to Black communities / individuals	# of readings title with key words	Reference to Black communities / individuals
Core courses	8	0	0	12	1
Concentration gateway	1	0	0	2	0
Elective courses (PLA)	0	0	0	0	0
Elective courses (JPG)	14	10	0	100	22
TOTAL	23	10	0	114	23*

A numeric count of references and titles must of course be seen as one among several “indicators” of a course’s commitment to anti-Black racism. It would also be necessary to evaluate the content and assignments of the course, and the extent and ways they reflect the Anti-Black Racism framework. Content, for example, could be assessed in relation to its effectiveness in addressing the dialectics of critique and reparation as well as inclusion and incorporation. Thus we referred to the ABR decision tree tool (Figure 1) to acknowledge the possibilities that syllabi contain ABR and anti-racism content not covered in the keyword search, or include ABR and anti-racism readings not detected by the tool, or cover anti-Black and anti-racism in lectures, guest speakers and other course materials, or in fact intentionally do not include anti-Black and anti-racism content in view of an understanding of the Program’s overall curriculum.

Figure 1: ABR decision tree tool



A numeric count of references and titles must of course be seen as one among several “indicators” of a course’s commitment to anti-Black racism. It would also be necessary to evaluate the content and assignments of the course, and the extent and ways they reflect the Anti-Black Racism framework. Content, for example, could be assessed in relation to its effectiveness in addressing the dialectics of critique and reparation as well as inclusion and incorporation. Thus we referred to the ABR decision tree tool (Figure 1) to acknowledge the possibilities that syllabi contain ABR and anti-racism content not covered in the keyword search, or include ABR and anti-racism readings not detected by the tool, or cover anti-Black and anti-racism in lectures, guest speakers and other course materials, or in fact intentionally do not include anti-Black and anti-racism content in view of an understanding of the Program’s overall curriculum.

The curriculum does address the dialectic of critique and reparation; it considers both the progressive and the “dark” sides of planning (complicity with settler colonialism, racism, capitalism, and other systemic forms of injustice)—with a greater emphasis on critiquing existing systems that create unjust conditions for marginalized, racialized and other oppressed groups. It encompasses courses on the production of space à la Henri Lefebvre analyzing how racial capitalism manifests spatially, as well as urban design studios oriented to building spaces that seek to subvert the workings of capital. It encompasses courses on economic development tracing the logics and processes of economic development and its implications for progressive planning, as well as on social economy, oriented explicitly to bringing the imperatives of social planning to bear on economic development. At the same time, the curriculum could do more to consistently centre a critique of racial capitalism and its antithesis in alternative paradigms rooted in recent calls for reparative and abolitionist planning foregrounding the experiences and knowledge of marginalized communities (as identified in the missing competencies, 6.1).

Some areas for further development in relation to anti-Black racism include:

- We can consider making available a resource for course instructors seeking to thicken ABR content, which would include a bibliography of progressive and specifically anti-racist planning theory and cases.
- Similarly we can work collectively to add more non-western cases/theoretical contributions from global South to core courses; this could be part of an initiative to more explicitly build up an orientation to decolonization into the curriculum.
- Methods courses present an interesting opportunity from an anti-Black racism perspective. On the one hand, methods courses may opt to leave pedagogical engagements with anti-Black racism to other courses in the curriculum. On the other hand, they have scope to include case studies and problems centring the experience of Black, Indigenous and other People of Colour. And they have a mandate to grapple with epistemological foundations, and thus create opportunities to recognize hegemonic and counter-hegemonic ways of knowing.
- In the context of the wider Departmental objective of hiring more Black faculty, we can consider how the engagement of sessional and CLTA instructors in the Planning program presents an opportunity to recruit more Black, Indigenous and POC instructors. Pursuing these opportunities may of course result in transitioning away from some existing sessionals, and thus foregoing the associated networks and relationships. At the same time, hiring Black, Indigenous and POC colleagues to teach sessional courses in our program will introduce a different set of critical networks and spheres of influence.
- As it becomes possible to fill new faculty lines, the Program should seek to hire candidates with an emphasis on anti-Black racism, anti-oppression more generally, and the movements for alternatives associated with these critiques.

6.4 Core courses

Most professional Masters in Planning programs have core requirements in the areas of planning theory/history, quantitative and qualitative methods, a workshop/studio and a capstone course. The U of T program falls in the middle of the pack by several rubrics -- elective courses as a percentage of total courses, number of concentrations, and courses with ABR and racial justice content. The number of required courses across the reviewed planning programs varies considerably (Table 3). York University’s program has the fewest, with only 2 core courses; in three programs, required courses comprise a majority of courses—Ryerson, McGill and Dalhousie, with Ryerson’s core taking up 11 out of a total of 14 courses in a student’s Masters program. Among the remaining, including University of Toronto, core courses comprise approximately half of the Masters curriculum. Berkeley offers a relatively flexible core, allowing selections among courses in each of four core areas, on top of two universally required core courses.

Table 3: Master’s Planning Programs Core Courses (adapted Edwards and Bates; Friedmann)

	Planning History, Theory & Practice	Public Finance or Economics	Legal Aspects of Planning	Workshop	Design Studio	Quantitative Methods	Qualitative Methods	Internship Required
Berkeley	1	1*	1*	1	1*	1	1	Y
Dalhousie	1	0	1	1	1	2	1	Y
Illinois, Urbana-Champaign	1	1	1	0	0	0	0	Y
MIT	1	1	0	1*	0	2	1	Y
McGill	1	0	1	1	3	2	1	Y
Queen's	1	0	1	1	0	1	1	Y
Ryerson	1	1	1	1	1	1	1	Y
UBC	1	0	1	0	0	1	1	Y
UCLA	1	1	1	0	0	2	0	Y
UoT	1	0	1	1	0	1	1	Y
York	0	0	0	0	0	**	**	Y
Totals	10	4	8	6	5	13	8	11

* = refers to must choose from list of courses, ** as part of core credit must choose either 1 method/research design course
Green cells denote more than 1 course in the category

Our review of specific core courses in relation to the overall core and wider curriculum can be specified as follows:

PLA 1101, Planning History, Thought and Practice

This course is currently set up to cover both genealogy of the academic discipline of planning and to touch on key hot-button themes, like the climate crisis. Other models evident in previous five years of syllabi include [a] genealogical focus – successive emergence of epistemologies of planning (Rankin, Ruddick), [b] thematic focus based on key concepts in critical political/urban theory, like aesthetics or ethics (Goonewardena/Rankin), [c] thematic focus based on key hot-button issues, like climate change and housing (Kramer). Our workshop discussion concluded that in order to make space more for planning theory and practice, we could consider reducing/removing planning issues like housing or transit that are covered in elective or concentration gateway courses. We emphasized the need to cover a ‘critical’ as well as ‘traditional’ canon, and specifically noted that PLA 1101 is a good place in curriculum to include a paper by June Manning Thomas, given her pioneering role as a Black woman planning academic.

Planning methods courses

Core course PLA 1102, Planning Methods I, has morphed from encompassing both qualitative research and qualitative practice methods (Siemiatycki), to concentrating on qualitative practice methods (Adiv). Core course PLA 1105, Planning Methods II, introduces students to how planners, policymakers and activists can

and do use numbers in planning practice. Since Spicer has taken over the course in 2018, it has consolidated around 4 specific areas of quantitative analysis: GIS, Finance, Economics and Statistics. The current logic of the methods courses is that they cover qualitative and quantitative methods in separate courses. But there is some ambiguity and variation in how the courses distinguish between and cover research methods versus planning methods.

As a result, our methods courses face the challenge of covering both research and planning methods, which may but do not always overlap. We considered whether to introduce an additional research methods requirements, introduce choice in methods courses, or maintain the existing practice of combining research and practice methods within a qualitative- and a quantitative-oriented course. In any case, research design and methods could be more systematically structured across the curriculum; in addition to instituting a separate course, another way to do this would be to explicitly plot pathways through from the methods courses, to Workshop and CIP where those methods are applied. As a program we should ensure that we are “covering” epistemology for the purpose of specifying multiple ways of knowing, beyond rational and western scientific methods.

We drew extensively on the comparisons with other Planning Programs to reflect on our own treatment of methods courses. Five comparator programs require an economics course in their core programs; all but two (eight) require quantitative methods courses—four requiring two; seven require qualitative methods and three do not. Only one program, Ryerson has a research methods in their core program, but we found excellent examples of planning research methods in elective options (not evident in the tables): UCLA Kian Goh’s course on Socio-Spatial Research for Planners and Cornell’s Research Design and Qualitative Methods. Finally, four programs include a design studio in their core, with 1 (McGill), requiring 3 design focused courses. The comparative review, too, raises questions about where our program covers research methods and we took note of the key role a research methods course could take in broaching issues of epistemology, multiple sources and theories of knowledge, that would be needed to engage substantively with anti-Black racism, colonialism, and other systems of injustice and reparative, resurgent to confront and subvert injustice.

Ultimately we considered 4 scenarios for covering methods in the core, visualized in the [Planning methods decision map](#). We decided to retain PLA 1102 and 1105 in their current configuration. Research methods is to be covered in PLA 1102; some of the qualitative PLA methods can be moved into other courses so that PLA 1102 will be less packed (see discussion of PLA 1652). No new research methods for planners course will be developed.

PLA 1103, The Legal Basis of Planning

Core course PLA 1103, The Legal Basis of Planning, had recently been designed in a manner that explicitly encompassed legal theory as it relates to equity and social justice commitments (Flynn). But in more recent years the course has adopted a more technocratic orientation that treats Indigenous experience as one among several other issues (Andres and Laskin). Student consultations and the syllabus workshop revealed significant overlap between PLA 1103 and PLA 1656, Land Use Planning. This overlap results from administrative challenges and adjustments to the core dating from over a decade ago that currently have no relevance. We also acknowledged the trajectories in these two courses toward professionalization, or toward presenting planning as a technical body of knowledge, assumed to exist independently from institutional setting and political dynamics (Healey, 1985). For courses that teach planning skills, such as the methods courses, planning law or land use planning, it would be important to consider how and to what extent these courses centre issues of epistemology and the politics of knowledge.

Thus we must not only address the overlap of PLA 1103 and PLA 1656, but explicitly seek to position these courses as a space for treating law and land use as domains of power, and not merely as technical domains. We also considered the possibility of integrating JPG 1835, Anti-Colonial Planning: Theory and Practice, with PLA 1103.

We decided more specifically, that PLA 1103 should be taught in a progressive orientation (with Alex Flynn’s syllabus standing in as a model for now) and remain in the core. Simple commitments in the short term can include [a] resuming/adding content on duty to consult, treaty relations, legal frameworks for human rights; and [b] not leaving to the end of the course, content related to indigenous–municipal relations, social housing innovations like CLTs, and other explicitly social justice-orientated matters. Land Use Planning (PLA 1656) will remain an elective, which the program will encourage students to take in Fall of first year, without making it a requirement, so that PLA 1103 doesn’t get so many students who do not know basic land use planning principles. We can note the specific comments from interviewed senior planners that the core curriculum should cover knowledge of policy contexts at all three levels of government, as well as of distinctive planning regimes associated with different jurisdictions. PLA 1656 instructors can be asked to “scale up” the already-existing messaging in their course on how land use planning can be a site from which to practice progressive, or social justice planning, in a kind of everyday, mundane way. Instructors of PLA 1103 and 1656 can collaborate more closely to minimize duplication of content across courses.

PLA 1502, Project Management and Conflict Resolution

Core course PLA 1502, Project Management and Conflict Resolution, covers practices entailed in managing planning projects from beginning to end, as well as issues and techniques in resolving conflicts that commonly arise in the practice of planning. None of the comparator planning programs include a course on Project Management in their core. Our discussion of the course centred on the issue of professionalization, and the need for a critical perspective on the role of planning projects in promoting systems of injustice like anti-Black racism or settler colonialism. In this sense it would be necessary to consider how courses like project management could work inadvertently to reproduce structural racism and settler colonialism in planning education, for example, by treating planning issues on Indigenous lands as projects to be managed as opposed to manifestations of indigenous rights and knowledge.

The committee acknowledged the tendency to dwell on the “opportunity costs” of “letting go” of some curricular areas in order to accommodate new directions. The course on project management was a key focus of the discussion, because it reflects a particular trajectory of professionalization that aligns with OPPI and PSB conceptions of planning competencies and gives our students access to associated professional networks. At the same time, it was also acknowledged that the profession’s own sense of its mission is currently in motion (as evidenced by OPPI’s anti-Black Racism and Anti-Indigenous Racism Task Forces and the current Professional Standards Board competency review), and that core courses in the program must meet a high standard of reflecting the Program’s own pedagogical priorities including its commitment to anti-Black racism and anti-oppression. While there is certainly scope to encompass these priorities in the context of a course on project management, the scope of project management itself did not seem to warrant a full course in the core program. Planning law and legal frameworks for planning, on the other hand, were acknowledged to be a more capacious space for addressing law and land use as both technical/professionalized domains as well as domains of power requiring more political and epistemological inquiry.

We thus decided to remove project management from the core. We can retain a management course but

combine project management within a wider scope of “Management for Planners,” which could become the title of the course currently taught as PLA 1552, Planning and City Management (John Farrow). In order to foreground some of the missing competencies and a critique of anti-Black racism and decolonization within the core, we considered introducing a new course, Communications in the Face of Power, to be required in first year for MScPl students and open to PhD students.

Capstone courses

The program has two capstone courses, PLA 1106, Workshop in Planning Practice (a semester-long, group research project conducted on behalf of a designated client) and PLA 1107, Current Issues Paper (a year-long independent research project involving an outside reader). These courses can be considered as places to cover “missing competencies,” like community organizing and planning ethics related to working with low-income/racialized communities. Research design and methods can also be more systematically covered and signposted in these courses. Relative to the capstones in comparator programs, our PLA 1107, Current Issues Paper, is more heavily structured and more onerous for both students and faculty—in terms of length of the paper, length of the course, number of committee members involved and number of incremental assignments. The course instructor delivers content over a full year (two half courses), and each CIP is supported by a faculty supervisor, a second reader, and an outside advisor. See Appendix 7 for a comparison of the CIP to capstone projects at peer institutions in Planning.

6.5 Concentrations

In the U of T Planning Program, concentrations are generally structured such that students take 1 required gateway course and select among a cluster of designated elective courses with the following exceptions: [a] The Social Planning and Policy concentration lacked a gateway course at the time of the review and [b] The Transportation and Infrastructure concentration requires 3 courses. The Urban Planning and Development concentration encompasses the most elective courses. Transportation and Infrastructure encompasses the least. There is considerable overlap—many elective courses can be put toward more than one concentration.

Of the 10 comparator programs we considered, there are 7 with concentrations, whereas 3 schools (Dalhousie, Ryerson and York) do not have concentrations. The average number of concentrations is 4 (Table 4). MIT, Berkeley and UCLA embed concentration gateway courses within their core curriculum. The two most common concentrations include environmental planning (7 programs), and urban design and development (6 programs), followed by transportation and economic development (5 programs).

UBC is the only program with a concentration reflecting the principles and themes of anti-Black racism and racial justice, with its Indigenous Community Planning concentration. Within this concentration, it offers 6 courses that specify the themes of ABR or racial justice in their title. U of T, York and MIT also offer courses with the themes of ABR or racial justice specified in their titles, although they lack a concentration with this focus. More programs offer concentrations with an explicit social justice and community development focus – 6 programs (including U Illinois-Champaign-Urbana’s concentration with the title, Community Development for Social Justice); cumulatively the programs offer 29 courses with an explicit community development or social justice focus, with McGill and Ryerson offering the fewest, at one each.

Based on the comparative analysis, we did consider eliminating concentrations, though students could still be required to take a gateway course in a major planning sub-area. This option would obviously allow maximum flexibility within the context of an extensive core program, and also remove the challenge maintaining consistent offerings in the face of faculty leaves and secondments. We decided to retain concentrations, as they are

considered by students to be a credential and they usefully signpost pathways through the massive course offerings in the program. But we recognized that offering concentrations also entails a responsibility to ensure each concentration has a gateway course that can be offered annually, as well as a clear list of elective courses that can be taken to fulfill concentration requirements. Currently, concentrations are comprised of 5 half courses; we decided to reduce the requirement to 4 half courses, in order to allow for more flexibility in the selection of the remaining electives (now there would be 6 elective courses not structured by a concentration pathway).

We considered the possibility of eliminating the urban planning and development concentration; blending it with the urban design concentration, or eliminating it entirely. We opted for the latter; and also introduced a no-concentration option with a breadth requirement comprised of 3 concentration gateway courses. In order to meet the needs of students with interests in land use planning, we changed the name of the Urban Design concentration to Urban Design and Spatial Planning; spatial planning encompasses land use planning—the efficient allocation of land uses in relation to planning objectives—but also transcends it broach competing claims on space by the state, market and communities.

The “Social Planning and Policy” and “Economic Planning and Policy” concentrations were also topics of considerable deliberation. The former had not offered its gateway course of the same name for several years, and thus did not function as a concentration. The latter title was not adequately legible to students with interests in community economic development. The titles of social-planning and economic-planning related concentrations in comparator programs include: Illinois—Community Development for Social Justice and Local and Regional Economic development; MIT—Housing and Community Development; UCLA—Community Economic Development and Housing.

The social planning alumni focus group and community-based planner interviews characterized social planning as planning action oriented to people (as opposed to the economy or development), and especially to those needing advocacy as a result of their positioning within inequitable and unjust systems. In this way, social planning can be seen as stepping in where land use planning fails, to document and correct how those failures impact low-income communities, communities of color and other marginalized groups—or as responding to development pressure from an equity perspective. Social planning requires community-engaged research. Social planning also encompasses an explicit orientation to social justice and transformation. It is a domain for imagining alternatives and forging connections among social movements and other sectors of progressive action to make change.

FG Participants expressed appreciation for opportunities to practice mediation and community-based action research in the U of T Planning Program, and encouraged institutionalizing these skills in the core courses. They appreciated the availability of critical-thinking courses, which they favored more than skills courses and which still in form their work. They would have liked to have more opportunities in the areas of indigenous planning, service system planning and social system design. All participants felt it important to retain a social planning concentration. Some chose U of T for the social planning concentration, which is not available at other schools they considered.

The competencies these groups associated with social planning include:

- Communication skills (facilitation, conflict resolution, negotiation, mediation, relationship building, presentation, knowledge translation, popular education, public writing such as op-eds, council deputation)
- Structural analysis of power dynamics, racism and capitalism
- Community organizing as it intersects with planning
- Grant writing

- Critiquing an existing system as well as navigating within it to find space for “non-reformist reforms,” a concept that Susan Fainstein introduced to planning theory.
- Strategic planning, strategic thinking, conjunctural analysis
- Critique of mainstream Planning tools, combined with how to repurpose them for social transformation
- Participatory, community-based research design and methods.

We decided to retain the Social Planning and Policy concentration, and to re-introduce its gateway course, JPG1813H, Social Planning and Policy. In relation to the “economic” concentration, we decided to change the name to Economic Development Planning in order to reflect the terrain of planning practice concerned with promoting economic development as an incremental step toward change. In the longer term, we intend to again change the name to Community Economic Development and Housing, in order to reflect the preponderance of courses oriented to community and local economic development as well as alternative modes of economic organization and housing.

No changes were discussed in relation to the Environmental Planning and Policy or Transportation and Infrastructure concentrations.

Table 4: Master's planning program concentrations

	Total Number	Community Development	Economic Development	Environment	International Development	Social Planning
Berkeley	4	X	X	X		
Dalhousie*	0					
Illinois, Urbana-Champaign	4	X	X	X	X	
MIT	4	X	X	X	X	
McGill	2					
Queen's	3			X		X
Ryerson*	0					
UBC	2			X		
UCLA	5	X	X	X	X	
UofT	6		X	X		X
York*	0					
Totals	30	4	5	7	3	2

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	Transportation	Urban Design or Urban Development	Other	Concentration with themes of ABR and Racial Justice	Gateway to concentration
Berkeley	X	X	Option for self-defined concentrations		Y
Dalhousie*					N
Illinois, Urbana-Champaign	X				Y
MIT		X			Y
McGill	X	X			Y
Queen's			Land Use and Real Estate Development		Y
Ryerson*					N
UBC		X	Option for customized concentrations	Indigenous Community Planning	Y
UCLA	X	X			Y
UofT	X	XX			Y
York*					N
Totals	5	6	3	1	8

7. Decisions and actions

Overall		
Description	Status	Notes
Include a statement about how the course relates to/ advances the mission of the Planning Program in the syllabi of core and concentration gateway courses.	Completed	For core courses; gateway courses will be included from Fall 2023
Schedule core and concentration gateway courses for 3 hours	Completed	
Develop a guide and support system for sessional instructors oriented to achieving curricular coherence and commitments to addressing anti-Black racism and related intersectional injustices. Explore a potential syllabus framework that aligns with the program mission, offering mentorship for sessional instructors.	Partially completed. Requires further deliberation	Goal to prepare guide by 2023-2024 academic year. For 2021-2022, mentorship for sessionals provided through meetings with Planning Director and Graduate Chair.
Publicly feature faculty and student research with ties to community-based practice and critical theory.	Completed	Template for featuring Workshop and CIPs developed by Spicer.
Value community-based work and contributions in annual faculty evaluation (PTR) and promotion processes.	Ongoing	
Conduct PhD program review.	Not yet implemented	Most of research completed; consultations pending
Disseminate the Anti-Black Racism Framework.	Completed	Planning Program website
Collect data about our students and alumni so that we can track recruitment and retention outcomes plus career trajectories.	Ongoing	Planning Committee and Planning Program Administrator
Develop more communications and supports promote community among students and especially students of color.	In progress	Planning Committee, Planning Program Administrator
Address overlap and/or synergies with the Masters in Innovation program at UTM—especially heavy pressure on our courses and heavy planning content in theirs— implications for our mission and student experience	Ongoing	Planning Director met with MUI director before she went on leave in Fall 2021 to raise concerns.
Review governance structure and process of the Planning Program with an orientation toward tasking committees with advancing strategic areas like ongoing curriculum review, doctoral program review, Bousfield program, alumni relations and so on.	This can wait until we have a full complement of faculty resulting from anticipated post-retirement hires (Ruddick and Daniere)	Core planning faculty
Consider posting planning-related Intersections talks online for the sake of part-time students	Requires further deliberation	Planning Committee

ABR		
Description	Status	Notes
Develop an anti-Black racism framework to guide program planning, as well as a plan for dissemination	Completed	Posted on Planning Program website
Encourage faculty to use the ABR decision tree and decide whether this becomes a reporting task	Ongoing	
Use the ABR content assessment tool on a regular basis in curriculum review	Requires further deliberation	Every 5 years
Build up an explicit orientation to decolonization in the curriculum	Ongoing	A summer RAship Analogous to process for anti-Black racism review
Develop a resource for course instructors seeking to thicken ABR content, including a bibliography of progressive and specifically anti-racist planning theory and cases, and the ABR decision tree.	Requires further deliberation	RAship involving PhD student/s
Recruit Black, Indigenous and POC instructors through sessional and CLTA hires	Ongoing	
As new faculty lines open, seek to hire candidates with an emphasis on anti-Black racism, anti-oppression more generally, and the movements for alternatives associated with these critiques	Ongoing	
Consider recommendations from Anti-Black Racism audit, that cover community life, student recruitment and support, faculty experience, as well as curriculum	Requires further deliberation	
Revisit role of Bousfield fellowships in relation to ABR and curricular objectives	Ongoing	2022 selection committee has acknowledged the opportunity to recruit on the basis of anti-racism and decolonization.
Develop mechanisms to enhance recruitment and mentorship of Black, Indigenous and students of color	Ongoing	Department has initiated a QTBIPOC and International Student Mentorship program , Black Graduate Scholar Admissions Award in Geography and Planning, Indigenous Graduate Scholar Admissions Award, and Geography and Planning Awards for Black Students, Indigenous Students and International Students
Include a more explicit statement (both internal & external) about the role of the diversity statement in the admissions process	Requires further deliberation	
Explore whether GGR 1832, Geographies of Decolonization and Liberation, Daigle, could become a JPG course	Not yet implemented	

Core Courses		
Description	Status	Notes
Propose and introduce PLA 1108, Communications in the Face of Power, required in first year for MScPl students and open to PhD students	Completed	The course introduced from 2021-2022 academic year
Reorient Legal Basis of Planning (PLA 1103) to be taught in a progressive orientation	Ongoing	Land Use Planning (PLA 1520) to remain as an elective. Instructors of PLA 1103 and 1520 should collaborate to minimize content duplication.
Remove PLA 1502, Project Management and Conflict Resolution from the core	Completed	
Retain a management course but integrate project management into PLA 1552, Planning and City Management (John Farrow)		Title of PLA 1552 changed to Management for Planners, starting 2022-2023, to allow for the wider scope
Retain PLA 1102 and 1105 in their current configuration. Cover research methods in PLA 1102.	Completed and Ongoing	No new research methods for planners course will be developed. Some of the qualitative planning methods can be moved into other courses so that PLA 1102 will be less packed.
Offer alternatives to the research paper and planning report models in PLA 1107, Current Issues Paper, with guidelines for available alternatives in consideration of the following issues: 1) Equity of workload among the options; 2) capacity of faculty to supervise and evaluate the different options; and 3) the inclusion of substantive writing and research as part of each option	Completed	Alternatives now include: [a] An urban design project or architectural model; [b] a popular/community-based communication tool (e.g., zine); [c] original software, GIS program, or app; and [d] a multimedia investigative/creative project, report, or film
Changes in CIP supervision to achieve a more equitable distribution include: [a] offer students the opportunity to be assigned a supervisor without stigma [b] expect 2-3 CIP supervisions for core Planning faculty supervisors each year, including some outside their immediate areas of expertise. [c] retain the 4-member committee structure, with an option to reduce to 3 at discretion of supervisor (eliminate 2nd reader or outside reader) [d] allow the 2nd reader role to be scaled back to reading and commenting on the second draft and presentation [e] SGS rules prohibit PhD students from graduate student supervision so they cannot supervise CIPs.	Completed	

Core Courses		
Description	Status	Notes
Conduct additional review on the content of PLA 1106 (Workshop) and PLA 1107 (CIP) in relation to methods courses	Not yet implemented	Planning Committee; how could 1106 and 1107 support instruction in research design/methods and/or cover missing competencies like working with communities
Move some core courses each year to 9a or 4p time blocks to accommodate the need of part-time students	Completed	PLA1101 and 1107 for 2021
Mobilize JPG courses and suburban faculty members to contribute to core planning courses	Requires further deliberation	

Concentration		
Description	Status	Notes
Reduce the number of courses required to fulfill a concentration from 2.5 to 2 FCE	Completed	Approved by Graduate Curriculum Committee, April 2022
Introduce a no-concentration option with a breadth requirement comprised of 3 concentration gateway courses	Completed	Approved by Graduate Curriculum Committee, April 2022
Change the name of the Urban Design concentration to Urban Design and Spatial Planning in order to meet the needs of students with interests in land use planning	Completed	Approved by Graduate Curriculum Committee, April 2022
Retain the Social Planning and Policy concentration and re-introduce its gateway course, JPG1813H, Social Planning and Policy	Completed	Department provided TA support in 2022
Change the name of Economic Planning and Policy concentration to Economic Development Planning, in order to reflect the terrain of planning practice concerned with promoting economic development as an incremental step toward change	Completed	Under review by Graduate Curriculum Committee, April 2022
Consider changing the name of Economic Development Planning concentration to Community Economic Development and Housing, to better reflect actual content of the concentration	Requires further deliberation	After Social Planning hire has been made.

Missing competencies		
Description	Status	Notes
Competencies deemed critical for planning education but not adequately covered in the core curriculum were identified	Ongoing	Revisiting the missing competencies should be an annual job of the Planning Committee. Many of the changes below address missing competencies.

8. Conclusion

This report aims to communicate the methodologies, findings and actions deriving from an internal Program Review undertaken by the University of Toronto Planning Program in 2020-2021. It aims to express an explicit commitment to anti-Black racism in relation to contemporary social movements confronting racism and colonialism, a global pandemic exacerbating systemic inequities, and calls from students and practitioners to critically assess the complicity of planning education and practice in reproducing structural racisms. It emphasizes curriculum in particular, while also touching on faculty complement and community life, and acknowledging the role of an integral anti-Black racism audit in probing the latter more deeply. The report takes an exhaustive approach for the sake of updating the archive of our ongoing efforts to fulfill a Program mission expressing a view of Planning as manifesting a dialectic of research and action oriented to promoting just and sustainable futures.

The report identifies several key issues and tensions that could animate ongoing evaluation of curriculum, pedagogy and community life. Among these are the somewhat contradictory imperatives to develop spaces and processes that would promote the inclusion of Black and other systemically marginalized students and faculty in Planning academia, while also critically assessing the tools, procedures and concepts by which planning has played a role in shoring up structures of racial capitalism and intersecting modes of injustice. Inclusion, in other words, must be advanced critically in relation to the problems of incorporation. Critique, moreover, must lay the grounds for reparation, reformulation and transformation. Another key “lesson” from adopting an anti-Black racism framework for this review has thus been to underscore the imperative for planning education to engage diverse epistemological perspectives in the articulation of alternative futures. The challenge is to keep these ambitions—and contradictions—in view across all sectors of the discipline, in the teaching of methods as well as of theory, history and practice. Our hope is that these insights could in turn contribute to the development of planning pedagogy.

In fact the program review created several key opportunities along these lines. One significant outcome has been the development of a new core course, *Communication in the Face of Power*. The course takes inspiration from the formulation, *Planning in the Face of Power*, developed by John Forester (1982) to specify opportunities for planners in the public sector to subvert hegemonic power through communicative praxis. *Communication in the Face of Power*, in turn, picks up on several missing competencies identified in our review as the foundation for a new course addressing communication skills that planners committed to justice-oriented, anti-racist and decolonial approaches must develop in order to promote progressive planning objectives in the face of power (racial capitalism, racism, sexism, ableism, colonialism, and so on). The course thus extends a conception of planning in the public domain to encompassing practices of community organizing, political strategy, community-based and participatory action research, Indigenous planning, working with Indigenous rights-holders, facilitation, consultation and other engagement work that progressive planners often do. To do all of this communication labour effectively, planners require skills oriented to communicating strategy and results, including the use of digital tools, writing for non-professional audiences (e.g., op-edits), story-telling, and making podcasts, creative writing or theatre, and so on.

The conception of the course transpired collectively during our curriculum review workshop, which marked the first time we had sat together as a faculty to go through one another’s syllabi and discuss the curriculum in a grounded and relational way. In so doing we benefited from the skills and critical sensibilities of research assistants who had developed visual representations of our curriculum as shared platforms of knowledge. Such tools can always be criticized for their imperfections, but they played a key role in allowing us to take seriously the injunctions of critical race and feminist theories to trouble our institutional and epistemological homes through processes of self-study—and to do so in a way that would support one another in a common commitment to addressing anti-Black racism in planning education. What was promising about this process goes back to what we already know about collaborative modes of knowledge production informed by critical theory. And yet, it is worth noting the significance of the moment—in the rarefied context of North American academia, faculty agreeing to some form of group censorship, whereby norms of academic freedom give way to a collective accountability to a central mission oriented to planning education for social justice.

Finally, we must acknowledge that our own Program review proceeded in relation to wider movements to assess and transform planning education in Ontario, Canada. Two Planning Review Committee members were invited to sit on an Anti-Black Racism Task Force struck by the Ontario Professional Planners’ Institute for its own year-long review process. OPPI assembled practitioners, students and faculty to find common ground in naming structural racism and racial capitalism, while also, in a more resurgent vein, exploring together, [a] how to remove barriers to becoming a professional planner in order to address the lack of Black representation in the planning profession, [b] how to build and share knowledge about Black histories and histories of systemic anti-Black racism with all planners, [c] how to promote a more informed planning practice that recognizes diverse publics, and [d] how to better engage with Black communities to address issues arising from their lived experiences. Another Planning Review Committee member convened an event featuring the reflections of the directors of Toronto’s three graduate planning programs about the imperative of anti-Black racism in planning education. Meanwhile at Columbia University, Hiba Akbar organized an international symposium titled “Planning Futures? On Decolonial, Postcolonial, and Abolitionist Planning,” March 2021, at which the Planning Director gave a paper reflecting on the internal review at U of T, and especially the humility that comes with confronting how racism and colonialism operate within our own institutions, rather than only, as we commonly assume, outside them. In these networked events and processes we find an abundance of opportunity. What is heartening here is to recognize the opportunity for exchange and collaboration across planning schools and professional bodies to build a movement for critical, anti-racist and decolonial planning education—a possibility that hinges on continuing the work of self-study, accountable to and in solidarity with marginalized and racialized communities.

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