

The Healthy Communities Toolkit: Tools to Implement and Finance Healthy Communities



Friends of Harbors, Beaches and Parks

Friends of Harbors, Beaches and Parks (FHBP) is a non-profit organization founded in 1997. FHBP's mission is "to promote, protect, and enhance the harbors, beaches, parks, trails, open spaces, natural preserves, and historic sites in Orange County."

Since 2000, FHBP has united conservation and community voices throughout Orange County through its Green Vision Project. Currently more than 80 organizations support the effort to increase the funding for parks, water quality, and open spaces in the region. One of the first tasks of the Coalition was to map conservation target lands. Known as the Green Vision Map, this map lays out the knowledge and efforts of the Coalition to preserve important landscapes.

The next major accomplishment of the Coalition was negotiating a comprehensive mitigation program. OCTA's Renewed Measure M includes approximately \$243.5 million (in 2005 dollars) or 5% of the freeway program to mitigate habitat impacts from freeway projects. The transportation sales tax measure was approved by a two-thirds majority of voters in 2006. The measure included funds to acquire, restore, and manage lands. This landscape level approach, with streamlined permitting, is a departure from the earlier piecemeal or project-by-project approach. With this funding, important acquisitions have begun to fill in the gaps in conservation in the County.

In these challenging economic times, other approaches are necessary and we embarked on an effort to include policy language in planning documents that can provide a more sustainable and conservation-oriented future for the County and its 34 cities. This realization led to the creation of the General Plan Resource Directory, which provides assistance to cities and planners by providing policy examples about complying with AB 32—the Global Warming Solutions Act and SB 375—the legislation that ties land use, transportation, and housing together to reduce vehicle miles travelled.

The health of residents is directly linked to community design, amenities, and planning. This Healthy Communities Toolkit is essentially an addendum to the Resource Directory and provides thoughtful examples of tools, policies, and funding mechanisms that help create healthy communities.

To Get a Copy of This Toolkit

The Healthy Communities Toolkit can be downloaded for free from Friends of Harbors, Beaches, and Parks website at: www.FHBP.org.

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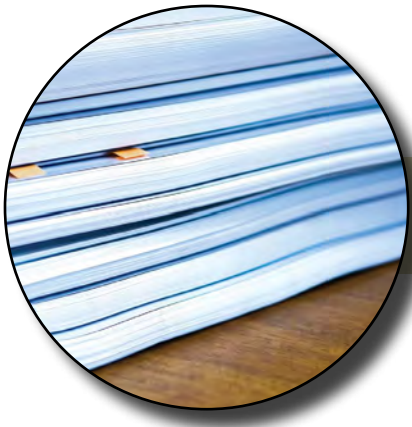


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Acronyms

AB 1532	Assembly Bill 1532
AB 32	Assembly Bill 32
ARB	Air Resources Board
BRT	Bus Rapid Transit
COSCA	Conejo Open Space Conservation Agency
CURB	City Urban Restriction Boundary
EACCS	East Alameda County Conservation Strategy
EMP	Environmental Mitigation Program
GCCOG	Gateway Cities Council of Governments
GHG	Greenhouse Gas
HCP	Habitat Conservation Plan
HIA	Health Impact Assessment
HiAP	Health in All Policies
HVPA	HVPA
JOBS	Jumpstart Our Business Startups Act
LAFCo	Local Area Formation Commission
LGC	Local Government Commission
M2	Orange County's Measure M2
MTC	Metropolitan Transportation Commission
NCCP	Natural Communities Conservation Plan
OCCOG	Orange County Council of Governments
OCTA	Orange County Transportation Authority
PDC	Purchase of Development Credits
PDR	Purchase of Development Rights
RAMP	Regional Advanced Mitigation Program
RTP	Regional Transportation Plan
RUCS	Rural-Urban Connections Strategy
SACOG	Sacramento Area Council of Governments
SANDAG	San Diego Association of Governments
SCAG	Southern California Association of Governments
SCS	Sustainable Communities Strategy
SB 375	Senate Bill 375
SFDPH	San Francisco Department of Public Health
SGC	Strategic Growth Council
SOAR	Save Open Space and Agricultural Resources
TDC	Transfer of Development Credits
TDR	Transfer of Development Rights
TOD	Transit Oriented Development
UGB	Urban Growth Boundary
VMT	Vehicle Miles Travelled



Introduction

Chapter 1

"Our bodies, our health, and buildings are forever connected. The links between architecture and well-being are richer than merely affording safety from injury: buildings can be, should be, agents of health—physical, mental, and social health. Good buildings and urban plans do precisely that."

— Dr. Richard Jackson, UCLA Professor of Public Health

Development patterns and health are inexorably linked. Promoting active lifestyles and improving health must be strategy number one for the design of our communities and neighborhoods. Planning, building, and revitalizing our cities and neighborhoods to be more compact, and therefore walkable and transit friendly, where people can work, live, and play will not only lead to healthier people, but also more economically and environmentally resilient communities.

This Healthy Communities Toolkit describes the policies and best practices being pursued by communities in California and elsewhere to build healthier communities by directing growth into walkable neighborhoods in existing communities and conserving important local and regional agricultural and natural lands. It is unique in providing case stories that illustrate how regions and communities are collaborating to achieve a unified vision of sustainable communities relying on a cohesive constellation of policies and best practices.

LAND USE AFFECTS LIFESTYLE

The Preservation Institute released a white paper stating that the predominant landscape design post World War II was auto-centric and less dense than before the war. The Institute contends

that this sprawling development pattern created significant detrimental impacts on our national inventory of natural resources. For example, suburban development patterns between 1982 and 1992 developed 1.4 million acres per year. This development pattern increased between 1992 and 1997 to more than 3.2 million acres per year. With growth rates this high, and the long-lasting effects of development, the American landscape is poised for continued sprawl and degradation unless development patterns are altered.¹ This sprawling development pattern has also been seen in California.

Many Californians have had limited lifestyle choices due to the proliferation of low density subdivisions built since World War II.² According to the U.S. Census, 60% of all housing units in 2000 were single unit dwellings.³ Living in low density communities means residents rely on a car for every destination: commuting to work, grocery shopping, recreating, doctor visits, school trips, and more. Census data also shows that with both demographics and lifestyle choices changing; there is increasing demand for more housing choices—ones closer to transit, shopping, restaurants, and activities. Local leadership, community engagement, and planning can lead to better community design as well as more and healthier lifestyle choices.



Cities that incorporate active transportation features, like signaled crosswalks or bike lanes, have healthier residents.

Car-centric developments reduce the health of a community and contribute to inactivity and unhealthy lifestyles. The first step to achieving a healthy community is to take a comprehensive approach to design that puts community amenities at the top of the list. “Health is a fundamental property of humanity, and is expressed across a multitude of social, economic, and environmental indicators, all of which can be influenced directly through urban design and architecture.”⁴

Dr. Richard Jackson, an expert on the relationship between environmental factors and health, advocates addressing the obesity epidemic through modifications of the built form. He notes that more than two-thirds of adults are overweight or obese, but this can change. One of his solutions is to “design health into our buildings.” Consequently, architects have the ability to create healthier and happier communities by designing buildings and neighborhoods that promote health. Simple design features like adding sidewalks have tremendous effects.⁵ Sidewalks, for example, make it easier (and safer) to get from Point A to Point B, like home to a park or home to school, etc.



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Sidewalks make walking safer.

HEALTH INDICATORS

The United States ranks number one in spending on health care.⁶ Kaiser Permanente uses data from the Centers for Disease Control and Prevention to create a unique health indicator showing how disease is affecting our population state-by-state. Lack of

physical activity leads to chronic diseases—diseases that not only affect an individual’s health but also greatly affect the company’s bottom line. Californians are just below the national average in terms of those diagnosed with diabetes,⁷ suffering from invasive cancers,⁸ dying from heart disease,⁹ enduring asthma,¹⁰ and becoming overweight or obese adults.¹¹ These trends can be reversed through improved community design and land use planning.

Building features can also be incorporated to increase physical activity. Simple amenities like bicycle racks and showers for active (car-free) transportation commuters can promote health. Building orientation, green building materials, street access, double pane windows, and incorporation of solar and rooftop gardens are all improvements that promote well-being. Because of market demand changes and growing evidence that designing for health is also healthy for a community’s economic vitality, this new way of thinking—about designing healthy communities—is taking root.

BENEFITS OF A HEALTHY COMMUNITY

A recent study published by the American Institute of Architects shows that healthier communities that provide walkable streets with a mix of uses had a 160% improvement in physical activity compared to car-centric areas. Other benefits of compact development were quantified in the study, including:

- Residents of healthy communities weighed an average of 6-10 pounds less;
- Walkability typically increases land values by 70% to 300%;
- Retail sales are increased by 30%;
- Above average walkability scores increased real estate transactions by \$4,000 - \$34,000; and,

- Cost savings for roads would be \$110 billion if more compact developments were built between 2000 and 2025.

Designing healthy communities now is a preventative step to ensure healthy residents in the future and has important co-benefits such as reducing our greenhouse gas (GHG) footprint. Community design features such as proximity to transit, grocery stores, restaurants, social services, community centers, and parks are essential components of more compact development. There are also numerous environmental benefits to compact development, from improved air quality to energy efficiencies, space for community gardens to protected natural lands.



Families should be able to walk to neighborhood parks.



Healthy Communities

Chapter 2

"We can make a commitment to promote vegetables and fruits and whole grains on every part of every menu. We can make portion sizes smaller and emphasize quality over quantity. And we can help create a culture—imagine this—where our kids ask for healthy options instead of resisting them."

— First Lady Michelle Obama

So what are healthy communities? Healthy communities promote transit use, walking or biking, are compact with creatively designed and placed urban buildings, protect and provide access to parks and open spaces, with access to basic necessities such as the market, the bank, shops, schools, and more.

The Strategic Growth Council (SGC) has defined the features of a healthy community, which provides for the following through all stages of life:

"Meets Basic Needs of All"

- Safe, sustainable, accessible, and affordable transportation options
- Affordable, accessible, and nutritious foods
- Affordable, high quality, socially integrated, and location-efficient housing
- Affordable, accessible, and high quality health care
- Complete and livable communities including affordable and high quality schools, parks and recreational facilities, child care, libraries, financial services, and other daily needs
- Access to affordable and safe opportunities for physical activity

Quality and Sustainability of Environment

- Clean air, soil and water, and environments free of excessive noise
- Tobacco and smoke free
- Green and open spaces, including agricultural lands
- Minimized toxics, GHG emissions, and waste
- Affordable and sustainable energy use

Adequate Levels of Economic, Social Development

- Living wage, safe, and healthy job opportunities for all
- Support for healthy development of children and adolescents
- Opportunities for high quality and accessible education

Health and Social Equity

- Social relationships that are supportive and respectful
- Robust social and civic engagement
- Socially cohesive and supportive relationships, families, homes, and neighborhoods
- Safe communities, free of crime, and violence"¹²

There is a growing concern for individual and community health, with all levels of government becoming involved in the creation of healthy communities. Public policy is a critical component of this process. Several programs already exist that connect public health and public policy. Here is a sampling of some of those programs that are involved with designing healthy communities and keeping us active; from the governmental perspective to the non-profit and individual perspective.

LET'S MOVE! CAMPAIGN

First Lady Michelle Obama launched her "Let's Move!" Campaign in February 2010. With childhood obesity rates tripling over the last three decades, the First Lady has used her position, passion, and interest in healthy lifestyles, to engage new audiences and reverse this growing trend.

Let's Move! incorporates a holistic approach with the aim to simply improve the lives of the country's children. By integrating exercise, healthy lifestyles, and proper eating; the First Lady hopes to engage students, families, educators, the faith community, physicians, and more. The campaign's primary goal is to change, in one generation, the current rates of childhood obesity.¹³

CALIFORNIA'S HEALTH IN ALL POLICIES

Governor Schwarzenegger's Executive Order S-04-10 (February 2010) required the State of California to unite 19 different agencies and departments to create the "Health in All Policies (HiAP) Task Force." The Task Force provides a forum for these agencies to advance goals that support a healthier and more sustainable state. The goal is to incorporate health considerations into not only the decision making process, but also across all sectors and policy topics.

While it aims to improve the health of all Californians, the Executive Order must also align with the goals and policies of the SGC. These goals include improving the health of Californians while simultaneously advancing the SGC's goals of "improving air and water quality, protecting natural resources and agricultural lands, increasing the availability of affordable housing, improving infrastructure systems, promoting public health, planning sustainable communities, and meeting the state's climate change goals."¹⁴ California is the first state to convene a HiAP Task Force and officials recognized that our living environments play an enormous role in our overall health.



First Lady Michelle Obama speaking to a crowd.

California's Health in All Policies initiative has led to the development of modeling tools capable of generating information about public health impacts associated with land use choices and a focus on public health as an indicator of progress toward meeting state goals and policies.

Two tools currently exist for scenario planning that include information about health: Rapidfire and Urban Footprint. These tools are currently available, but by contract with Calthorpe & Associates. Soon, Urban Footprint will be available for general planning as a free modeling tool early as 2014. In addition, the State is supporting the refinement a public health module in Urban Footprint that will be available to local government for their general planning in the coming years. The Governor's Office of Planning and Research is development additional mapping, planning and other tools to help guide local planning efforts including an updated version of the General Plan Guidelines and the California Environmental Quality Act Guidelines. Learn more at: http://opr.ca.gov/s_generalplanguidelines.php. Below are a few more details on these emerging planning tools.

RAPIDFIRE

The RapidFire model is a user-friendly, spreadsheet-based tool that is used to produce and evaluate statewide, regional, county, and jurisdiction-level scenarios. It emerged out of the need for a comprehensive modeling tool that could inform state, regional, and local agencies and policy makers in evaluating climate, land use, and infrastructure investment policies. The model produces results for a range of critical metrics, including:

- Land consumption
- Infrastructure cost (including capital and operations & maintenance (O&M))
- City/jurisdictional revenues

- Vehicle miles traveled (VMT) and fuel consumption
- Transportation GHG and air pollutant emissions
- Building energy and water consumption and related GHG emissions
- Household costs for transportation and utilities
- Public health (air pollution-related as well as automobile-pedestrian/bicycle collision) impacts and costs

Results are calculated using empirical data and the latest research. The model constitutes a single framework into which research-based assumptions can be loaded to test the impacts of varying land use patterns. The transparency of the model's structure of input assumptions makes it readily adaptable to different study areas, as well as responsive to data emerging from ongoing technical analyses by state and regional agencies.

URBANFOOTPRINT

The fully open source geo-spatial UrbanFootprint model was first developed and deployed across California's major regions as part of the Vision California process. Calthorpe Associates completed the first fully-operational version of the model in 2012, and is now working to advance the model for use by a broad range of public agencies and organizations. Software development, customization, and deployment activities are underway with the Sacramento Area Council of Governments (SACOG), San Diego Association of Governments (SANDAG), and the Southern California Association of Governments (SCAG).

The geospatial UrbanFootprint platform serves as a complete scenario development and analysis ecosystem and includes powerful data organization tools as well as scenario creation and analytical capability. It is built with 100% open source software products (i.e. Linux, PostGIS, PostgreSQL) and is designed to work via a cutting edge web-based interface. The power and speed with which UrbanFootprint operates allows it to undertake much more sophisticated geographical analyses, for larger analysis areas, than previous generations of GIS-based sketch models.

UrbanFootprint allows for detailed mapping and 'painting' of land use and transport futures and can work at regional, subregional, and local planning scales. It includes the ability to analyze scenarios based on a full range of fiscal, environmental, and public

health metrics. Major model components include:

- A full library of 35+ detailed and researched place types built up from a set of 50+ building types, each one mixed from three to over a dozen actual real-world built or planned buildings
- The ability to load, view, and build scenarios with multiple geographies, including parcels, grids, and other custom/regionally-specific units
- Scenario translation capability that converts regional or other scenarios into UrbanFootprint place types
- Web-based scenario 'painting' and editing of scenarios and land uses
- An 8-D sketch travel model built with Fehr & Peers to accurately assess the travel behavior impacts of changes to land use scenarios
- Public health analysis engine, including respiratory and activity-related disease incidences and costs
- Climate-sensitive building energy and water modeling, including water-energy modeling capability
- Fiscal impacts analysis, including local infrastructure capital and operations & maintenance costs
- Greenhouse gas and criteria pollutant emissions modeling
- Policy assumptions customization for energy, water, vehicle, fuels, and other critical policy variables or options

STATE'S ENVIRONMENTAL GOALS AND POLICY REPORT

The State has issued a Draft Environmental Goals and Policy Report (EGPR) focusing on the state's sustainability efforts across California. Assembly Bill 2070, passed in 1970, created the Governor's Office of Planning and Research (OPR) and called upon OPR to prepare and maintain an EGPR. Goals and objectives focus on land use, population growth, conservation of natural resources, air and water quality. The 2013 EGPR considers growth in the context of climate change. Download the report at:

http://opr.ca.gov/s_egpr.php

A key component of the Report is the development of indicators to measure progress. Among the indicators is health. Using the Human Development Index, which combines health, access to knowledge, and standard of living, as a metric, Portrait of California finds large inequities across the state's regions arising from disparities in life expectancy, income, and education.

The EGPR calls for using metrics and indicators to track the state’s progress toward meeting statewide and agency specific goals with health a central theme.

LOCAL GOVERNMENT COMMISSION

The Local Government Commission (LGC) “assists local governments in establishing and nurturing the key elements of livable communities:

- A healthier human and natural environment;
- A more sustainable economy;
- An actively engaged populace; and,
- An equitable society.”¹⁵

Through publications, factsheets, and conferences the Commission brings to light important policy considerations as it relates to health and the built environment. In fact, LGC may be best known for its advancement of livable neighborhoods—neighborhoods that incorporate the needs of all residents and improve the overall quality of life. Creating such a community means careful consideration needs to be given to all sorts of factors, from population to income level, physical abilities to occupations. LGC created the Ahwanhee Principles which comprehensively address the issue of community design both locally and regionally. (See Appendix B for the Ahwanhee Principles)

DR. RICHARD JACKSON – A FORCE OF NATURE

Dr. Richard Jackson, a Pediatrician and Professor at UCLA School of Public Health, was among the first to make the connection between children’s declining health and community design. As the Director of Public Health for California, Jackson spoke regularly on the importance of designing healthy communities.

Both Dr. Jackson and others are promoting the “retrofitting of the suburbs” to bring about healthier neighborhood designs. This idea would be focused on creating more choices for people, more places to meet, more places to walk to, more places to shop—but all the while promoting active lifestyles.¹⁶

Poor community design creates risks to society, including increased rates of:

- Diabetes
- Obesity
- Cardiovascular disease
- Asthma
- Depression
- Violence
- Social inequities¹⁷

Innovative policies, organizations, and jurisdictions can move the needle ever closer to healthy communities. There are several ways to create healthy communities, from existing land use planning tools to relatively new policies. The two next chapters of this Toolkit cover both planning and financial tools available to create healthier communities.



Existing Planning Programs

Chapter 3

*"Innovation distinguishes between a leader and a follower."
—Steve Jobs, American Entrepreneur and Inventor*

Friends of Harbors, Beaches and Parks published a General Plan Resource Directory which covers the basic plans and recent legislative actions for sustainability. The Directory includes relevant and timely information on sustainable policies that reduce GHG emissions, reduce vehicle miles travelled, create convenient and vibrant communities, and ensure our natural resources are protected. For more detailed information on these tools, please purchase a copy of the 2011 Directory online at: www.fhbp.org/publications/resource-directory.html. The Directory discusses these topics in depth, so they will only be covered briefly in this chapter.

There are numerous documents that help guide the way for healthy and sustainable planning. In fact, California has several tools available that allow all sectors of the economy to participate in developing better communities. Below is a brief overview of a few of California's key legislative and planning tools.

- **AB 32 (The Global Warming Solutions Act of 2006)** – sets targets to reduce GHG emissions by 2020 down to 1990 levels (15% below 2010 emissions) and 80% reduction of GHG emissions from 1990 levels by 2050.^{18, 19, 20}
- **SB 375 (The Sustainable Communities Planning Act)** – seeks to reduce our vehicle miles travelled by linking land use, transportation, and housing.
- **Regional Transportation Plans** – requires long-range plans that cover a mix of transportation services.
- **General Plans** – acts as the center piece for local governments. It is the long-term blueprint of what, where, and how the jurisdiction envisions the community will grow.
- **Specific Plans** – becomes a tool for implementing the General Plan, a mixture of policy statements and development regulations.
- **Form Based Codes** – provides an alternative to traditional zoning that “fosters predictable results and a high quality public realm by using the physical form (rather than separation of uses) as the organizing principle for the code.”²¹
- **Health Impact Assessment** – reviews the health of a community through a four part analysis.

Though all of these tools help guide decision makers and can lead to better planning outcomes, the key

is linking all the features of sustainable and healthy communities. Unfortunately, some communities may have a top notch General Plan, but no funding to implement the Plan's policies. Or, a jurisdiction may have "one off policies," where there is a great policy on transferring development rights, but no other policy, program or funding to implement it. These "single approach" policies could and should lead to a comprehensive approach.

The comprehensive plan must tie in all features or something extremely important to sustainability, like infill or transit, may be left out. In other words, these jurisdictions need to link state policy, the funding of regional plans, incentives, implementation, and collaboration with private partners. From the vision to the goals and objectives, to execution, tracking of policies and adaptation—the entire package must be included.

LINKING ALL THE PIECES

Many times, jurisdictions only focus on the framework for a policy and not the implementation of the policy. This makes achieving the stated vision for the community very difficult. It also makes it difficult to get funding for the plan. Though funding trends are emerging, we can more easily predict where things are headed now than even just a few years ago. It seems the key to getting funding for healthy communities is being comprehensive and inclusive in your planning and implementation.

The SGC has started a trend by funding natural resource protection, infill developments, and active transportation. This will help local jurisdictions implement comprehensive approaches to their General Plans and link innovative features.

One of the easiest solutions to creating healthier communities is utilizing infill development. Infill development is unique in that it can balance three primary goals of land use planning that might otherwise conflict: transportation needs, environmental protection, and community revitalization.

Infill development of vacant and underutilized land in existing urban areas revitalizes neighborhoods and communities, provides transportation choices, creates viable close knit mixed use areas, reduces GHG emissions, and improves the overall economy by making more efficient and vibrant use of the land. Such transformation includes mixed use development to house families, provides transit options or access to



Some cities are more bike-friendly than others.

transit and puts strategically placed retail destinations on the ground floor (dentists, salons, markets, grocery and drug stores, among other daily attractions).

The next portion of this chapter outlines 10 tools that planners, decision makers, agencies, and the public should consider when planning to create healthier communities. Each tool is briefly outlined and includes a few examples of who is actually using the tool.

Benefits of Infill Development

Numerous benefits will be immediately realized if infill developments are done correctly. Let's just look at what a walkable neighborhood would mean in relation to car use:

- More people walking and getting exercise;
- Fewer car accidents and less traffic;
- Decreased dependence on the car;
- Fewer parking spaces and more space for housing, services, and open space;
- Improved air quality;
- Improved water quality;
- Reduced expenditures for roadway projects;
- Reduced energy use and GHG emissions;
- More money in resident's pockets as a result of reduced auto dependence and energy use; and,
- More family time due to less time in traffic.

Similar to the way a doctor evaluates and provides feedback to a patient about his or her health, a Health Impact Assessment (HIA) reviews the health of a community. Generally four areas are reviewed for a HIA: a public health assessment, a health risk assessment, a cost-benefit analysis, and an environmental impact assessment.²²

In California, there is one particular agency leading the way on HIA: the San Francisco Department of Public Health (SFDPH). The SFDPH created a program focused on Health, Equity, and Sustainability. Through its work the Department has identified 10 elements of health, including:

- Air
- Climate
- Food
- Housing
- Land Use
- Noise
- Parks and Green Space
- Transportation
- Water
- Work²³

Once it is understood how a community is doing in terms of its HIA, the next step is to design a comprehensive package that incorporates those 10 elements of health.

WHO IS USING THIS TOOL?

- **San Diego, California.** The San Diego Association of Governments (SANDAG) is in the process of planning Bus Rapid Transit (BRT) along the I-805 Corridor. As part of this process, SANDAG partnered with the County of San Diego Health and Human Services to commission a Health Impact and Benefit Assessment of BRT service and the 47th Street Orange-line Trolley Station. Using community input, the HIA considered health consequences of various project alternatives and provided recommendations on how to support public health goals.

Released in January 2013, it is the first HIA for San Diego. This project, with backing and funding from the Centers for Disease Control and Prevention, is intended to support integration of HIA in future planning and



SFDPH's HIA Guidebook offers tips.

project development. The HIA is being used to guide the I-805/47th Street Station Area Plan.

Learn more at:

- www.sandag.org/index.asp?projectid=409&fuseaction=projects.detail
- <http://www.humanimpact.org/component/jdownloads/finish/23/287>

- **Los Angeles, California.** Completed in November 2011, this HIA was created for the Gateway Cities Council of Governments (GCCOG) to assess the I-710 Corridor Project relating to the GCCOG Air Quality Action Plan. The study is intended for Caltrans and Los Angeles County Metropolitan Transportation Authority (Metro) to inform the Environmental Impact Report/Statement's review of alternatives and evaluation of health outcomes. It analyzed health from a broad perspective and raised awareness of health objectives relating to freeways and goods movement while showcasing the importance of health considerations as part of the environmental review process.

Learn more at:

- gatewaycog.org/publications/1-FINAL_I710_HIA_020212.pdf
- www.humanimpact.org/component/jdownloads/finish/23/278

Tool #2 Transfer (or Purchase) of Development Rights (or Credits)

Local zoning ordinances may allow for the transfer of the right to develop one parcel to another parcel. For example, if the subject property is in a highly sensitive habitat area and, through the General Plan, the landowner could build 40 single family units, that landowner, through a transfer of development rights (TDR), could transfer those 40 houses to another property where that type of growth is encouraged. This type of program allows for the protection of sensitive agricultural, habitat, and hillside lands while at the same time protecting the landowner's interests and focusing development in more suitable locations.

The land from which the right to develop is being transferred is called the "sending" site. The land to which the development rights are transferred is called the "receiver" site. After the transfer of development rights (TDR), the sender site is usually preserved under a conservation easement or fee title acquisition of the property at a much reduced price since the development value was transferred off of it.

This type of conservation mechanism allows the landowner to separate out the various "rights" associated with the land, in this case separating and selling the right to develop the land from other property rights. In most situations local governments only set up the program and the actual transactions occur between the landowner involved and a developer.

TDR works well in areas that have sending sites with existing intact habitat or agricultural lands and receiving sites in the urban core with additional capacity for development. A clear understanding of the capacity of receiver sites to accommodate additional growth is key to the transaction.

TDR programs represent a creative approach for local jurisdictions that may want to restrict or reduce development in sensitive areas, while at the same time, providing development value to the sending site owner. Some of the advantages of a TDR program include:

- Participating in what is typically a voluntary program;
- Having landowners retain equity that can be sold without development of the sending site;



Important natural lands can be protected using TDR.

- Protecting sensitive areas permanently through a market transaction versus needing a funding source;
- Promoting appropriate and compact development elsewhere in the city; and,
- Having a market-driven program.²⁴

There are variations of this tool:

- Transfer of Development Rights
- Transfer of Development Credits (TDC)
- Purchase of Development Rights (PDR)
- Purchase of Development Credits (PDC)

WHO IS USING THIS TOOL?

- **Livermore, California.** Livermore has used TDR in two ways, both of which are framed by the General Plan and implemented through detailed TDR/TDC ordinances. Livermore's City Council adopted a South Livermore Valley Specific Plan and the North Livermore Transfer of Developments Credits Program. Under the City's mitigation programs, new residential development in the city limits pays \$10,000 per multi-family unit and \$21,000 per single family unit to purchase the development credits. While the City receives fees from the PDC program, these funds are turn-keyed to the Tri-Valley Conservancy. Fees raised in the City are spent to protect lands outside the City limits in the County.

Learn more at:

- www.beyondtakingsandgivings.com/livermore.htm

General Plans establish land use designations and density and intensity of development. These documents can also provide for General Plan or Zoning Overlays. An overlay simply means that the underlying land retains its land use designation but can require a range of other considerations. These other considerations include: further limits on land use and restrictions on density and intensity to protect specific resource values (e.g. habitat types, watershed, scenic values, etc.). What gets developed is modified by the terms of the overlay.

This type of land use mechanism establishes additional standards for a specific area in the community. Such overlays generally fall into two categories: *Development Overlays* that typically allow for special accommodations over the base land use designation, and *Resource Conservation Overlays* that typically reduce density or land use intensity to protect vital resources. For example, one type of overlay relates to housing density. In this example, an area with a Density Overlay allows for increased density in a particular area of the community in return for community benefits. Below are some examples of each type.

Development Overlays:

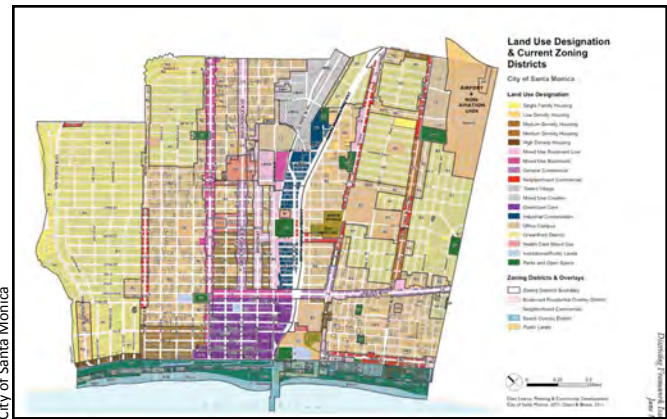
- Urban
- Density
- Mixed Use
- Transit Oriented District

Resource Conservation (Protection) Overlays:

- Agricultural
- Water fronts
- Watersheds
- Habitat Protection
- Trees²⁵
- Density

There are normally three steps to creating an Overlay District:

1. Overlay Purpose. Outlining what the Overlay District’s purpose is (i.e., to protect historical character, protect natural resources, bestow additional development, etc.).



Santa Monica has numerous Zoning Districts and Overlays.

2. **Define the Overlay Area.** Determine what areas of the community will be included in the overlay boundaries, which may follow natural features like rivers, or land use features like mixed use areas.
3. **Determine Overlay Rules.** Establish the restrictions for the overlay area as it relates to restricted development or required development guidelines.²⁶

Overlay programs allow decision makers, planners, and the community to create specific zones where important features should be protected or encouraged or where modifications are allowed to the land use (e.g., a higher density) in return for community benefits. Some of the advantages of an Overlay Program include:

- Providing incentives for modified land uses;
- Retaining the existing base density (typically lower density or land use intensity than the market) and ability to be converted “voluntarily” to a higher density/intensity (more valuable land use designation) if specified mitigation or considerations are granted by the landowner/developer;
- Guiding development of a specific area;
- Providing certain incentives in the Overlay District;
- Protecting resources;
- Including flexibility in coverage and modification; and,
- Meeting specific planning goals but is sensitive to Overlay District features.²⁷

WHO IS USING THIS TOOL?

- **Santa Monica, California.** The City's General Plan, Land Use and Circulation Element (LUCE), establishes the overall policy basis for land use and circulation in the City, specifying the types of uses and intensity of development for each parcel of land. In a number of instances, LUCE offers specific land use parameters and development standards that the zoning ordinance needs to implement. A suite of Overlay Districts are used to incorporate additional requirements, incentives, and considerations (community benefits) in the base district regulations.

Learn more at:

- www.smgov.net/uploadedFiles/Departments/PCD/Zoning/Districting-Framework-Issues.pdf

- **Livermore, California.** The City of Livermore is also a good example of the use of Overlay Zones. Livermore's General Plan uses overlays to implement the TDC program as well as to provide modifications to base land uses in return for community benefits such as agricultural mitigation.

Learn more at:

- www.cityoflivermore.net/civicax/filebank/documents/6093/
- www.codepublishing.com/CA/Livermore/municipal/Livermore03/Livermore0327.html

- **Santa Cruz County, California.** Santa Cruz County's General Plan provides a constellation of Resource Overlays that limit new subdivisions below the General Plan's minimum parcel size to protect resource lands including grasslands and forests. In some cases, these overlays allow for no new subdivision due to the sensitivity of the resource.

Learn more at:

- www.cityofsantacruz.com/Modules/ShowDocument.aspx?documentid=8090
- www.cityofsantacruz.com/Modules/ShowDocument.aspx?documentid=33418

- **Solano County, California.** Similarly, Solano County's General Plan Resource Element contains overlays that further restrict subdivision and development on agricultural and resource lands to protect those resources.

Learn more at:

- www.co.solano.ca.us/civicax/filebank/blobdload.aspx?blobid=6492

- **Marin County, California.** The Countywide Plan contains a number of overlays, including the Ridge and Upland Greenbelt Overlay that triggers application of additional policies. For example, for properties located in the Greenbelt Overlay area where they also lack public water or sewer, development density is restricted to the lowest end of the applicable density range.

Learn more at:

- www.marincounty.org/depts/bs/district-1/news-and-events/~media/Files/Departments/BS/District%201/MarinwoodVillageUpdate/MW_07-Marin_Countywide_Plan_Goal.ashx
- http://www.marincounty.org/depts/bs/district-1/news-and-events/~media/Files/Departments/BS/District%201/MarinwoodVillageUpdate/MW_07-Marin_Countywide_Plan_Goal.ashx

Tool #5

Cluster Developments With Buffers at UGB Edge

Cluster Development, where the cluster occurs at the existing urban development edge, allows for development while simultaneously protecting environmental resources such as conservation of agricultural lands. This tool typically allows higher densities than would have occurred over an entire property, reducing the overall development footprint and providing for a buffer that includes a portion of the property and protecting land beyond the buffer from urban development.³¹ In other words, if 50 houses were allowed on 50 acres, cluster development may say 50 houses are allowed on 15 acres and the remaining 35 acres become community open space.

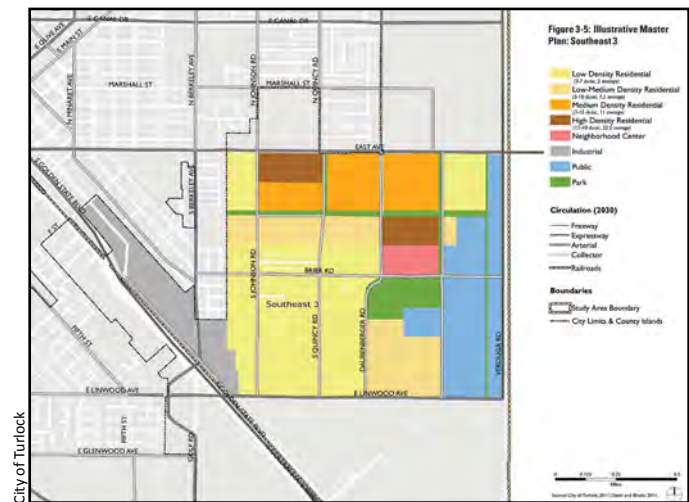
This type of land use mechanism can allow the residents to have easy access to the protected land which may focus on natural features of the property: lakes, forests, hills, rivers, etc. In addition, and contrary to typical subdivision approaches, development features like road frontage, lot size, setbacks, etc. are more flexible to preserve community character features such as historical buildings, natural features, and so on. Ease of access allows for increased recreational access, higher property values, and builds a sense of community. Clustering minimizes the resources and land required for utilities and roads because of the reduced spacing between buildings. To ensure permanent protection of the community open space it is recommended that a conservation easement be placed over the natural lands.³²

Clustered Developments are helpful in creating communities with natural lands, recreational opportunities, and help contribute to the creation/implementation of an UGB. There are several advantages to Cluster Developments. These include:

- Leaving a natural buffer between developed areas and the edge of the community;
- Providing functioning ecosystems for wildlife and plant communities (if well implemented);
- Reducing costs for site development because of the smaller development footprint;
- Preserving farmland; and,
- Maintaining rural character.³³

WHO IS USING THIS TOOL?

- **Stanislaus County, California.** In 1992, Stanislaus County adopted an Agricultural Element that calls for buffers between agricultural and non-agricultural uses, with a minimum standard width of 150 feet or more.



The City of Turlock is clustering its developments.

Permitted buffer uses include roads, utilities, drainage, walking and biking trails, and rest areas.

Learn more at:

- <http://www.stancounty.com/planning/pl/gp/gp-chapter3.pdf>

- **Turlock, California.** In 2012, the City of Turlock adopted a new General Plan that reinforces the buffer by requiring new master planned development to establish an urban edge that includes a permanent buffer.

Learn more at:

- www.gpupdate.turlock.ca.us/PDFs/Turlock-General-Plan-CH3_Adopted_LOW.pdf

- **Sacramento Area Council of Governments (SACOG).** In 2002, SACOG launched its Blueprint project to address, in an innovative way, issues with transportation, land use, and air quality. In addition to this effort, SACOG also launched its Rural-Urban Connections Strategy (RUCS) to look at how the region was growing and develop sustainable growth patterns from a rural perspective. Between the two efforts they are developing both an economic and an environmental sustainability strategy for rural areas.

Learn more at:

- www.sacog.org/rucs/

Generally speaking, Greenprints are a non-regulatory vision, usually taking the form of a digital map, used to help planners, decision makers, and conservation organizations make informed decisions about land conservation, scenic values, and recreational priorities. This tool is used to document existing protected lands and lands available for protection. The types of lands included in the Greenprint can include any property under a conservation banner (forest lands, regional park, national park, state beach, etc.), as well as agricultural lands and those protected through other conservation programs (easements, deed restrictions, non-profits).

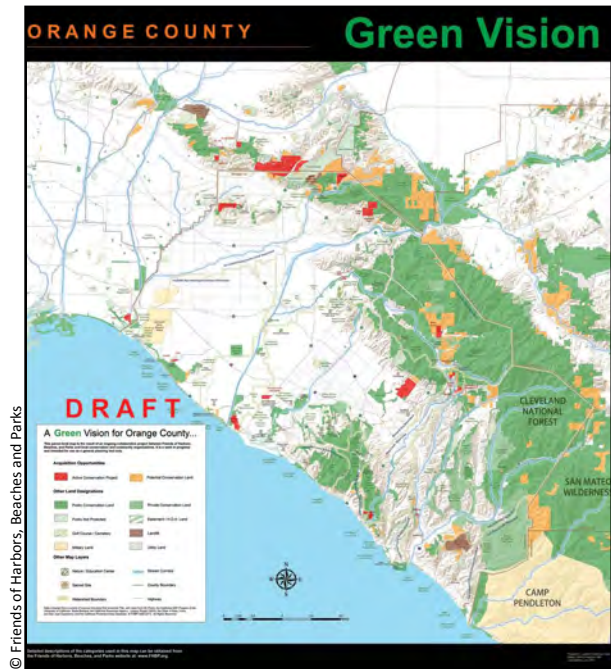
This type of planning tool allows early and easy identification of lands that build on the existing reserve system, link missing pieces (corridors between two reserves), or are threatened with development (conversion) into more urban uses. Many layers can be added to the Greenprint to inform the map, such as the presence of threatened or endangered species, habitat types, designated critical habitat, watersheds, trails, zoning and General Plan designations. Digital maps are easily updated and allow for refinement and new information as properties are preserved or developed.

Greenprints are helpful in understanding the existing landscape, the constraints of the land. This helps facilitate the prioritization of acquisition targets. There are several advantages to Greenprints. These include:

- Identifying target conservation lands;
- Allowing for multiple agency coordination and cooperation;
- Groundtruthing for conservation benefits is done prior to prioritizing funding needs;
- Gaining institutional and political support; and,
- Planning informed by environmental stewardship.

WHO IS USING THIS TOOL?

- **Orange County Green Vision Map.** In 2000, the regional non-profit Friends of Harbors, Beaches and Parks developed a map that shows protected areas (public and private), areas threatened with development, and conservation acquisition targets. In 2012, the map was updated to the parcel-level with new land designations added (utility lands,



Greenprints help guide regional conservation decisions.

golf courses, etc.). The map is supported and informed by a coalition of more than 80 conservation and community groups.

Learn more at:

- www.fhbp.org/publications/green-vision-map.html

- **Central Valley & Sacramento Valley Pilot Program.** In 2008, a coalition of agencies (infrastructure and resource), non-profits, and university researchers launched an effort to develop a more comprehensive approach to mitigating the biological impacts of infrastructure projects. The approach, called a Regional Advanced Mitigation Program (RAMP), includes delineation of existing protected lands and important unprotected lands that could be permanently conserved. This information can then be used as a tool to comprehensively mitigate for habitat impacts.

Learn more at:

- rampcalifornia.water.ca.gov

- **Grow Smart Bay Area.** As part of its Grow Smart Bay Area program, the regional non-profit Greenbelt Alliance developed a comprehensive map to determine where the Bay Area could accommodate its projected two million more residents. Greenbelt Alliance developed a sustainable plan and a series of maps about the Bay Area's protected lands and urban areas.

Learn more at:

- www.greenbelt.org/category/research-news/maps/

In general, an Improvement District is a distinct geographic area that is taxed for specific improvements such as water or sewer upgrades. The District is overseen by a governing body.³⁴ All funds collected in the Improvement District must legally be spent within the district boundaries. One particular type of Improvement District is focused on the “Main Street.” This type of Improvement District tends to focus on façade improvements, walkability, and store front access, and may include outdoor features like a town center/square, advertising businesses, and building rehab.

Main Street Improvement Districts improve community character, revitalize the downtown, increase sales tax revenue, promote Main Street businesses, and tend to improve walkability. These districts generally have a formula for calculating fees that take many factors into consideration. For example, the City of Santa Monica’s Main Street Improvement District calculates fees using the following equations:

- Formula for Retail: 1 x Business License Tax up to a maximum of \$2,000 per business license per year.
- Formula for Non-Retail: \$100 flat fee per year.
- Exceptions: Home-based businesses and residential property owners.³⁵

This type of land use mechanism allows local funds to be invested in local projects that benefit residents, businesses, and the city. Some cities incorporate farmers markets, summer festivals, and other family friendly events that also support local businesses on the Main Street.

Main Street Improvement Districts assist local businesses by investing time, energy, advertising, and improvements on local amenities. Some of the advantages of a Main Street Improvement District include:

- Revitalizing the downtown or historic features of the downtown;
- Investing in features that improve the shopping experience such as park benches, trees, wide sidewalks, limited parking, outdoor restaurants, etc.; and,
- Supporting activities and events in the downtown that promote local revenues through shopping.



Third Street Promenade in Santa Monica.

WHO IS USING THIS TOOL?

- **Santa Monica, California.** As part of its Economic Development Division, the City of Santa Monica has a Main Street Improvement District that funds numerous urban projects. With a set formula and tied to the business license cycle, business owners pay their portion of the fee and Santa Monica invests funds to improve the main street with parking improvements, advertising, and events.

Learn more at:

- www.smgov.net/Departments/HED/Economic_Development/Doing_Business_in_Santa_Monica/Business_Organizations/Main_Street_Business_Improvement_District.aspx

Adaptive Reuse Ordinances allow underutilized or historic buildings to be adapted into new uses, such as residential units. Areas that have adopted this type of ordinance generally offer incentives for developers including streamlined approval processes and updated zoning and code requirements that don't hinder construction. Historic buildings can be preserved through Adaptive Reuse Ordinances while simultaneously allowing for increasing housing supply.

In Los Angeles, the Adaptive Reuse Ordinance has allowed numerous old office buildings to be converted to condominiums and apartments. In effect since 1999, this example has made it easier, faster, and more cost effective to convert from one land use type to another.

This type of land use mechanism allows developers to reuse old buildings and create new housing supplies or other visitor-friendly serving facilities. It can improve the jobs-housing ratio due to the proximity of new housing to existing employment offices. These conversions often spur growth and revitalization,³⁶ and some developers contend that it is easier to develop from existing buildings when the rules are clear (i.e., through an Adaptive Reuse Ordinance).

Adaptive Reuse Ordinances have several advantages. These include:

- Preserving the features and characteristics of historic buildings;
- Creating additional housing stock in the downtown; and,
- Streamlining permit processing of reuse applications.



L.A.'s Program offers information on Adaptive Reuse.

WHO IS USING THIS TOOL?

- **Los Angeles, California.** The City of Los Angeles has adopted an Adaptive Reuse Ordinance that has created thousands of new housing units, with more coming, and simultaneously allowed for historic preservation and economic revitalization. The program allows for the conversion of dozens of historic buildings, includes streamlined approvals, and allows underutilized new housing units to be reused. The Ordinance was originally adopted in 1999 and was extended in 2003.

Learn more at:

- www.preservation.lacity.org/incentives/adaptive-reuse-ordinance

A Density Bonus is a technique used by local jurisdictions to promote the creation of a defined public benefit with an incentive offered to the developer. Since the mid-1980s, “California state law has required local governments to give builders who include affordable residences in their new developments a 25% density bonus.”³⁷ This incentive usually includes the allowance of additional market-rate units above what would have been allowed by law. There are various types of density bonus policies, some relate to housing for very low-income and low-income households, while others may focus on elderly residents or mobile homes.³⁸

Developers and local jurisdictions use Density Bonuses to help achieve a specific goal. A local government can use this type of program to achieve its requirements for affordable to low and moderate-income households. A Density Bonus can be used to encourage more housing developments near transit stations. This tool allows public benefits without the use of public funds. Instead, local governments allow for added density, increased building height, larger floor plans, or other incentives that add value to a developer to help cover the cost of building units that are below or at market rates.³⁹

The amount of the Density Bonus can be tied to specific requirements, such as quantity of residential, mixed use or condominium style units. Density Bonuses have several advantages. These include:

- Offering a community benefit with no financial cost to the public;
- Increasing the supply of affordable housing; and,
- Providing incentives to developers to increase project feasibility and profit margin.

WHO IS USING THIS TOOL?

- **Los Angeles, California.** Los Angeles created a set of policies related to implementing a Density Bonus program to help meet the state’s requirements and to increase the requirements for affordable housing.

Learn more at:

- cityplanning.lacity.org/Code_Studies/Housing/DensityBonus.pdf



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Building “up” helps increase density in infill projects.

- **Seattle, Washington.** Seattle’s goal was to create “an incentive for developers to incorporate green building practices and/or achieve specified local sustainability objectives by permitting additional floor space above the permitted zoning for qualified projects.” Though historically the program has focused on the downtown, the new geography will expand outside of the downtown by 2014.

Learn more at:

- www.seattle.gov/environment/documents/GBTf_Density_Bonus_Policy_Scorecard.pdf

Transit Oriented Development (TOD) is a fairly new land use practice intended to create walkable and vibrant communities adjacent to transit systems. TODs do not rely on the single-occupant automobile to get from Point A to Point B. Instead, alternative modes of transportation are accommodated in a TOD development.⁴⁰ These developments are normally built within a half-mile of a transit station, with the intent to increase transit ridership and get cars off the road, thereby reducing both congestion and pollution. They usually include features like high density and mixed used developments (like live-work lofts).⁴¹

These types of developments offer a variety of amenities to residents including a mix of housing types, retail or office space, mixed use features and public benefits such as walkable neighborhoods within a half-mile of quality transit opportunities.⁴²

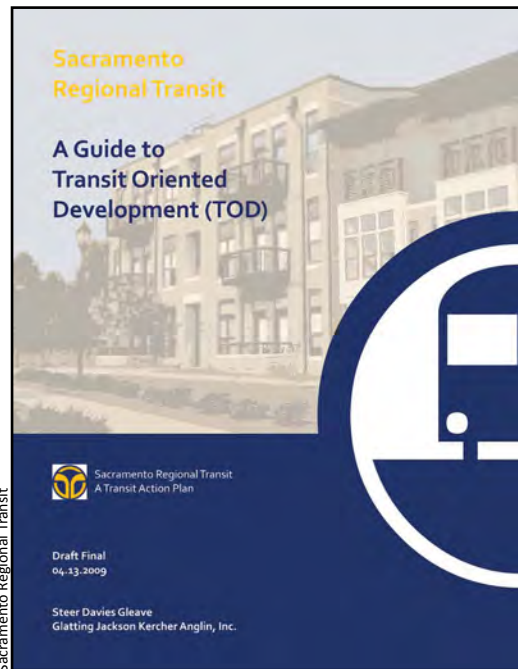
TODs help California cities and regions meet the mandates of AB 32 and SB 375 by reducing vehicle miles travelled and increasing access to better jobs, transit and retail opportunities. TODs are built for all types of residents: all ages, all income levels, all abilities. These developments offer residents appropriately priced, easily accessible, and livable communities, while allowing for recreational opportunities, playgrounds, and other community benefits like access to healthy foods.

TODs have numerous land use and environmental benefits. These include:

- Reducing reliance on the automobile and therefore reduced GHG emissions;
- Promoting of active lifestyles through walkable communities;
- Improving property values through access to transit opportunities;
- Providing choices for mobility and active transportation; and,
- Improving access to jobs and public amenities for low-income and working families.⁴³

WHO IS USING THIS TOOL?

- **Sacramento, California.** In 2004, SACOG adopted the Sacramento Region Preferred Blueprint Scenario, creating a vision for growth including higher density and mixed use development in conjunction with improved transit opportunities. In 2008,



Sacramento sets the stage with its TOD guide.

Sacramento Regional Transit created the Metropolitan Transportation Plan for 2035, using the Blueprint as a guide for land use and transportation. A very useful document included in this plan is [A Guide to Transit Oriented Development](#), which provides a framework for TOD in target areas along existing and future light rail stops.

Learn more at:

- www.sacregionblueprint.org/adopted/
 - [www.sacrt.com/documents/transitaction/TODFinal Report 041309.pdf](http://www.sacrt.com/documents/transitaction/TODFinalReport041309.pdf)

- **Oakland, California.** The Metropolitan Transportation Commission (MTC) has developed policies, studies, and funding to support Smart Growth with the goal of addressing housing shortages while encouraging alternative transportation options. These include TOD, livable communities, and development of area plans in Priority Development Areas to connect land use and transportation. Oakland has completed planning for the International Boulevard TOD project, with several other plans in progress. The Lake Merritt Station

Area Plan, with grant funding from the MTC, is currently in progress and includes components relating to land use, circulation, station access, and pedestrian friendly design.

Learn more at:

- www.mtc.ca.gov/planning/smart_growth/
- www2.oaklandnet.com/Government/o/PBN/OurServices/Plans/index.htm

- **Los Angeles, California.** The Department of City Planning has created Transit Oriented District Plans for many areas throughout the

City, looking to direct growth to areas served by transit. In 2012, the Department, with funding from Metro's TOD Planning Grant, began creating Transit Neighborhood Plans for 10 stations along extensions to the Expo and Crenshaw light rail lines. These plans are intended to create walkable neighborhoods, provide a mix of housing types, spur economic development, and increase mobility options.

Learn more at:

- cityplanning.lacity.org (Policy Initiatives Tab)
- www.latnp.org



Existing Financing Programs

Chapter 4

“Those who learned to collaborate and improvise most effectively have prevailed.”

— Charles Darwin, Naturalist

There are numerous ways to finance the essential elements of healthy communities—infill development and conservation of open space. A growing number of entities—cities, counties, and transportation agencies—have been piloting the use of financial tools to accomplish both. This is not surprising because many sources of “capital” can often be used for wide ranging outcomes. Because available capital is often the key to jump starting healthy communities initiatives, this chapter provides highlights of a few successful financing approaches that can be used for both infill and conservation.

This list of existing and emerging financial tools provides an overview and should not be considered a complete list. Additional information about financing options can be found in numerous publications and websites with three in particular that provide a comprehensive overview of financing tools such as:

- [Access to Capital](#) is a guidebook to a complete list of financing approaches developed by California Financial Opportunities Roundtable in collaboration with 80 leaders from financial institutions, economic development organizations, and government agencies.⁴⁴
- The Conservation Finance Guide is a website providing leading edge options for financing

- conservation and open space projects.⁴⁵
- Cool California’s Funding Wizard is a good online source of available public funding. There are numerous federal and state government grants, tax credits, and other subsidies available for both infill and conservation.⁴⁶

It is worth noting that in addition to capital, infill development can also be helped “financially” by reducing costs associated with development projects. There are numerous ways to indirectly reduce costs through project streamlining, fee reductions, fee waivers, etc. Reducing costs for desired outcomes should not be overlooked as a means of incentivizing infill development.

CURRENT STATE OF FINANCING

Creative financing for both infill and conservation has become more important since traditional funding sources relied on in the past are drying up. For example, an important tool for financing infill development in California—redevelopment—was eliminated as a result of a state law enacted and upheld by the Supreme Court. Redevelopment was the primary source of funding for downtown and Main Street Revitalization in California until its



© Melanie Schlotterbeck

This land, in Whittier's Sycamore Canyon, was protected through a unique funding source tied to landfill fees.

elimination in 2012. Legislation is proposed to restore some of the benefits of redevelopment, such as tax increment financing for precisely targeted projects and project locations, but this important financing tool is essentially no longer available for use by cities and counties for costs typically associated with downtown revitalization.

Similarly, conservation funding from bond measures is nearly tapped out. Over the past 25 years, California voters have approved eight conservation bond measures that put billions of dollars in the hands of state agencies that, in partnership with land trusts, protected well over one million acres. This statewide conservation investment was supplemented by local and regional conservation funding measures as well as impressive conservation initiatives funded by private individuals and foundations.

During this same period, the number and level of sophistication of land trusts in California has also grown to over 200 land trusts and conservancies. There has also been major public land legislation that increased the level of conservation on millions of acres of federal land in California, particularly in the desert. In summary, this has been a golden age for conservation in the state and yet there is much left to be done.

THE RECESSION TAKES ITS TOLL

The recent economic recession has had a dampening effect on both infill development and conservation throughout the state with the shrinking of government budgets to adequately plan and manage California's conserved inventory of natural lands. The lack of public funding and constraints on public hiring requires

California's conservation leadership to reevaluate the approach.

The current federal sequestration and the slow economic recovery from the recent recession are resulting in declining federal and state funding for conservation across the board. While the recession has led to a slowing of the conversion of private agricultural and natural lands to other uses, the pace of conversion of these landscapes will likely build in the coming years as California's population reaches 50 million and economic recovery continues. Even with the impressive 43 million acres of public lands in California, the future of California's natural infrastructure and natural heritage cannot rely solely on these public lands, nor public agencies and their resources.

Remaining state and federal funding sources, including planning grants offered by SGC for infill and conservation and federal programs for infrastructure financing are oversubscribed as traditional sources of funding wane or are eliminated in the case of redevelopment.⁴⁷ However one grantor, the Centers for Disease Control and Prevention, is expanding its programs to fund improved community design projects. The Center has a Community Transformations Grant Program that supports design and implementation of community-level programs that reduce disease. Learn more at: www.cdc.gov/communitytransformation/.

One means of reducing costs associated with infill, as mentioned above, are regulatory incentives. Such incentives can reduce costs of projects making them

more financially feasible. Examples include reduced or eliminated parking requirements, permit streamlining, and/or “by right” development approvals, and parcel assembly by city or county purchase and land banking for infill development. For example, the City of Livermore combines many of these “incentives” to render infill development consistent with their plans and ordinances faster and easier to build having completed the often lengthy, costly, and uncertain discretionary approval process. Development in Livermore’s downtown core, covered by an adopted Specific Plan, Form Based Code, and completed environmental review is essentially a six-month process from application to start of development.

Additionally, the City of Lancaster uses many of the same incentives to spark development and reuse in its downtown. Specifically, Lancaster’s economic stimulus package, streamlined permit process, and reduced transaction fees have spurred economic, community and real estate development, including the award-winning downtown revitalization project, transforming the downtown area into a vibrant urban center, with 50 new businesses and hundreds of new jobs.

JOBS GENERATION JUMP START TOOLS FOR LOCAL GOVERNMENT

Direct financial incentives provided by cities and counties for desired development such as mixed use or infill, can augment regulatory incentives. Examples of direct financial incentives include, but are not limited to:

- Property tax exemptions or abatements that provide exemptions from payment of property tax for a given period.
- Development impact fee waivers or deferrals that either waive or delay the impact fee payment.
- Tax increment financing district where property tax can be directed to fund infrastructure and other improvements—an option that in part replaces the financing benefit of redevelopment.



Beautiful infill projects are happening like this one in Anaheim.

- Government property leases where long term leases are offered in trade for a waiver of property tax and instead establishes an excise tax based on the type of land use and square footage. Since the excise tax is less than the property tax, it therefore becomes an incentive.
- Government funded infrastructure in infill areas to support sustainable development and make a target area more attractive for development.

PRIVATE CAPITAL FOR PUBLIC BENEFIT – EMERGING FINANCIAL TOOLS

In the last decade, there has been increasing interest among large institutional investors and community development experts about how private capital could be invested in community and environmental benefits. As a result, promising new sources of financing for infill related pre-development and infrastructure costs have emerged.

The following seven tools provide examples of the creative use of some of the financing tools, including regulatory relief, and other unique existing and emerging tools.

Crowdfunding represents an opportunity for entrepreneurs to reach beyond their personal relationships including financial institutions, to access capital for almost any cause or project. An investment may be small or significant. At this stage, investors do not receive cash for support; instead they typically receive non-monetary returns that may include utilizing the new product or updates on the success of a social benefit based solicitation. Internet platforms are now available for Crowdfunding (e.g., Kickstarter, Symbid, Seedups, etc.).

Crowdfunding and Social Impact Investments/ Bonds are both made possible by the passage of the Jumpstart Our Business Startups (JOBS) Act in 2012. This new law represents a significant change in the way access to capital and business formation is conducted in the U.S.

WHO IS USING THIS TOOL?

- **Atlanta, Georgia.** Crowdfunding is being successfully used in Atlanta to attract many small funders for infill development projects previously funded by commercial investors and developers. The advantages of Crowdfunding used in this manner include repairing the disconnect between what a big investment fund might propose in an urban infill area as compared with what neighborhood investors want.



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Atlanta is one place Crowdfunding is being used.

- **Council of Infill Builders.** The Council of Infill Builders is currently exploring use of Crowdfunding to support a Social Impact Bond for infill infrastructure in pilot regions of California. Social Impact Bonds are described in the next tool.

The JOBS Act also prompted experimentation with another type of financing typically referred to as social impact bonds. Interest in impact investing has been growing for a number of years and Social Impact Bonds represent a significant and growing pool of capital that can fund programs to address social problems and provide significant benefits.

Impact investors share a common goal to find projects that generate social impact and provide a financial return. Such investment tools typically guarantee a small rate of return on investment in return for investing funds in a manner that either saves money on an ongoing basis (e.g., for energy) and/or produces a revenue stream.

This same Social Impact Bonding approach has been used to finance rooftop solar (e.g., Solar Mosaic) and could be used for other types of infill infrastructure and pre-development costs including property assembly and acquisition, and possibly planning.

The Rockefeller Foundation has additional information on Social Impact Bonds at:
www.rockefellerfoundation.org/our-work/current-work/social-impact-bonds.

WHO IS USING THIS TOOL?

- **Philadelphia, Pennsylvania.** An investment fund launched in 2013 to encourage private parcel owners in Philadelphia to invest in stormwater retrofits, thereby leveraging private capital to help meet the City's greened acre targets under the Clean Water Act.⁴⁸

Learn more at:

- www.nrdc.org/water/files/StormwaterFinancing-report.pdf



© Oleksandr Buzko | Dreamstime.com

Headwaters are important to conserve for drinking water.

- **The Nature Conservancy.** According to the Conservancy's website, Impact Investment Programs make loans to entities that meet certain criteria. In this case, that investment conserves both landscapes and wildlife and improves drinking water supplies. The program is called The Conservation Note.

Learn more at:

- www.nature.org/about-us/conservation-note.xml

Reductions in project development fees can jump start infill by reducing the cost of a project. The types of fee reductions vary widely, from streamlined permitting to reducing or eliminating certain types of fees for downtown locations.

Some cities that have used Fee Reductions or Fee Payment Deferrals during the struggling economy have ended those programs as the economy rebounds. San Francisco is such an example.

WHO IS USING THIS TOOL?

- **Visalia, California.** A good example of Fee Reductions is the City of Visalia’s program to spark infill development in the City. The program has reduced the cost of doing business in an effort to support new home construction and commercial and industrial development that leads to job creation. The plan was developed under the direction of the Visalia City Council during the economic downturn.

Learn more at:

- www.ci.visalia.ca.us/depts/economic_development/local_economic_stimulus_package/default.asp

"The City of Visalia has reduced the cost of doing business here because we believe in economic development and job creation. Visalia welcomes your business!" Mayor Bob Lutz

A stimulus plan that works

Plan Highlights:

- 15% reduction in Transportation Impact Fees;
- 15% reduction in Park and Waterways Acquisition fees;
- 25% reduction in Transportation Impact Fees in the special Downtown TIF Credit Zone;
- Additional 10% credit for qualifying "infill" projects, in which an office or commercial project is developed on a site that is surrounded by existing development rather than within an all-new project. The total reduction is now 25 percent;
- Rebate Transient Occupancy Tax fees to organizations that bring large events to Visalia (1,000 room nights) before Dec. 31, 2011;
- New tiered fee structure for gas stations to recognize that vehicle trips ebb and flow throughout the day;
- Streamline the process of securing permits for new construction;
- 5-year financing of fees for commercial projects that have fees in excess of \$10,000 and are completed by Dec. 31, 2011;
- Deferral of all impact fees until close of escrow or Dec. 31, 2011, whichever comes first, for projects with fees greater than \$10,000.

New Homes

Retail Jobs

Retail Jobs

Visalia’s Factsheet on Fee Reductions spurs growth.

Sales taxes are among a handful of important funding sources for local government. In addition, small increases in sales tax have been a means of financing transit and transportation improvements. With the passage of San Diego's TransNet in 2004, sales taxes emerged as a means of financing conservation as well. The connection is the requirement for mitigating the impacts associated with the transportation projects in the form of RAMP.

California imposed a 1.25% sales tax in 1967. As of 2013, California's statewide sales tax is 8.25%. Local jurisdictions are legally allowed to assess a local sales tax bringing the maximum up to 9.25%.⁴⁹

The statewide 8.25% is allocated as follows:

- 5.00% - State of California's General Fund
- 0.25% - State of California's Fiscal Recovery Fund
- 0.50% - State of California's Local Revenue Fund
- 0.50% - State of California's Local Public Safety Fund
- 1.00% - Bradley-Burns Uniform Local Tax
- 0.25% - Local County - Transportation Funds
- 0.75% - Local City/County - Operating Funds

WHO IS USING THIS TOOL?

- **Riverside County, California.** Approved by voters in 1988, Riverside County's Measure A provides a ½ cents sales tax to fund transportation. This measure was initiated due to the growing congestion and long list of highway/road projects needed to address the problem. Funds are also tied to conservation acquisitions to reduce environmental impacts from housing and transportation projects.

Learn more at:

- rctc.org/funding/measure-a
- www.wrc-rca.org/about_rca.asp

- **San Diego County, California.** Approved by voters in 2004, San Diego's TransNet is also a ½ cent sales tax measure that funds transportation projects for 40 years. It is administered by the San Diego Association of Governments (SANDAG). Similar to Riverside County, this transportation sales tax is also tied



© Melanie Schlotterbeck

These Orange County lands were protected as mitigation.

to conservation. More than \$800 million is available to fund conservation acquisitions.

Learn more at:

- www.keepsandiegomoving.com/home.aspx

- **Orange County, California.** The 2006 renewal of the ½ cent sales tax Measure M, funded transportation projects, transit, streets, and roads. Following the example of San Diego's TransNet, conservation organizations worked with the Orange County Transportation Authority (OCTA) to fund an Environmental Mitigation Program that allowed for landscape level acquisitions, restoration, and management of important habitat lands. In addition, transportation generated water quality impacts are also being mitigated through a comprehensive water quality fund.

Learn more at:

- www.octa.net/Measure-M/Environmental/Freeway-Mitigation/Overview/
- www.octa.net/Measure-M/Environmental/Water-Quality/Overview/

See also the Measure M2 Case Story in the next chapter.

Fees can be used to provide financial and administrative incentives to support desired land uses and development patterns. Differential Fees can significantly benefit infill development over more outlying development, for example where the cost of providing city services is greater.

Differential Development Fees are among the ways fees can be used to promote more sustainable and healthier communities. A city or county scales fees based on desired criteria including:

- Increasing or reducing fees proportionally with distance from the city center or preferred transit or infill sites;
- Increasing or reducing fees based on the degree to which mixed uses or other desirable features are incorporated into the project;
- Reducing fees for creative reuse of brownfield or infill sites; and.
- Increasing fees for greenfield sites.

WHO IS USING THIS TOOL?

- **Lancaster, California.** Lancaster's Urban Structure Program imposes development fees that are calculated by computer model based on the distance of the development from the urban core. Not surprisingly, the cost of services rise as the distance increases from the urban core for a range of services including for capital improvements and operational service requirements.

Learn more at:

- www.mrsc.org/forms/m58caimpactfee.pdf



An aerial view of the growing City of Lancaster.

- **Fresno, California.** Fresno's newly adopted Infill Development Act waives fees for development in designated infill areas. This is part of the City's attempt to revitalize and densify existing transportation corridors.

Learn more at:

- www.fresno.gov/CouncilDocs/agenda11.1.2012/3a.pdf

Real Estate Transfer Fees are taxes imposed by states, counties, and municipalities on the transfer of the title of real property within the jurisdiction. These taxes can also be used for specific purposes, such as affordable housing development and open space conservation.

A private version of this type of fee is commonly referred to as a Community Benefit Fees, which can provide a sustainable stream of funding for long-term benefits to homeowners and communities. Like Real Estate Transfer Fees, Community Benefit Fees are paid at the time of each sale of a home or lot to help integrate new development with existing natural and physical communities. The main difference between these real estate based fees is that one is put into place and implemented by a public agency and the other by private agreement. Some jurisdictions are beginning to create similar fees by requiring them in development agreements. These agreements are typically negotiated between a city or county and private developer.

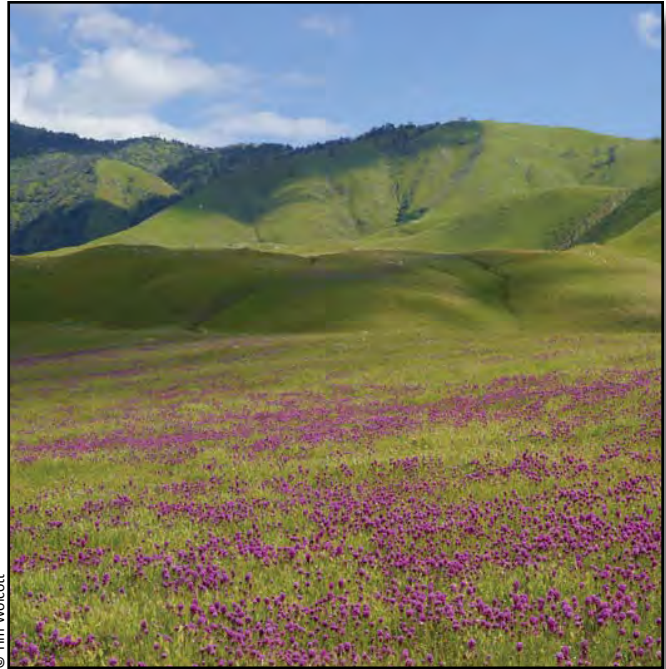
Community Benefit Fees are payments to a non-profit or other qualified entity that is made upon a transfer of qualifying property. It may only be used as specified in the covenant establishing the fee and providing notice to the home or lot buyer. The fee is generally set as a percent of the purchase price and is paid upon closing. Community Benefit Fees are fully disclosed. A buyer considers all factors when purchasing a home, including the associated Community Benefit Fee.

WHO IS USING THIS TOOL?

- **Martis Valley, California.** Seeking an alternative to ongoing litigation, regional and local stakeholders joined with the developers in negotiations over proposed developments and conservation priorities that led to a collaborative blueprint for the future of the Martis Valley. Community Benefit Fees are a key part of that blueprint. They are being used to support acquisitions of important open space lands, restore threatened habitat, and support workforce housing and other community benefits in the Martis Valley region.

Learn more at:

- www.martisfund.org



© Tim Wolkott

Tejon Ranch wildflowers in full bloom.

See also the Martis Valley Case Story in the next chapter.

- **Tejon Ranch, California.** In a historic land use and conservation agreement between the Tejon Ranch Company and five conservation organizations, 90% (or 240,000 acres) of the Tejon Ranch has been conserved. In order to fund the newly formed Tejon Ranch Conservancy's work, as part of the agreement, funds will be assured through a combination of advances from the Company and payment of conservation fees collected at the time of initial sales and resales of residential units within allowed development areas. The fee, payable in perpetuity, is equal to one quarter percent (.25%) of the retail sales price of each covered transaction.

Learn more at:

- <http://www.tejonconservancy.org/rwmp.htm>

Landfills are usually situated in hilly terrain as the canyons offer a place to deposit refuse. Though it is a relatively recently developed funding source for conservation, significant dollars have been generated by landfill operators that benefit the communities that host the landfills. Landfill Tipping Fees can be organized several ways, but two recent examples include a per ton surcharge or a flat fee.

This funding tool is used to offset the impacts of natural resources destroyed by landfill operations. Landfills often destroy natural lands by filling canyons with trash and using dirt from the ridgelines to cover the trash at the end of each day.

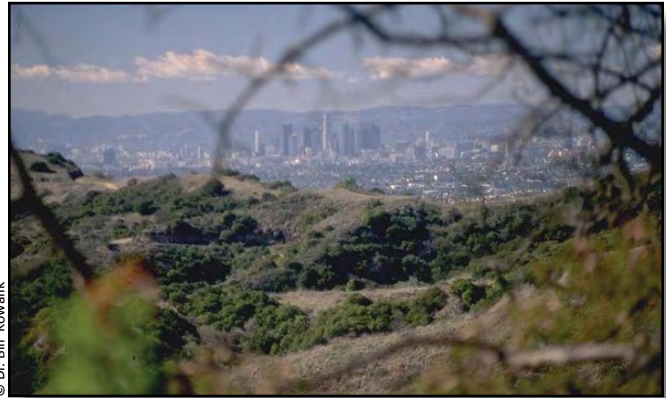
Tipping Fees require serious engagement of the hosting jurisdiction at a point when they can use the leverage of the California Environmental Quality Act or as part of a permitting process by the state. The effort also requires the cooperation of the solid waste agency.

Landfill tipping fees have many benefits:

- Helps mitigate negative impacts of pollution, traffic, and habitat loss;
- Allows for multiple agency coordination and cooperation;
- Institutional and political support; and,
- Planning informed by environmental stewardship.

WHO IS USING THIS TOOL?

- **Brea, California.** The Olinda Landfill opened in 1960 and its scheduled closure was extended in the mid 1990s. The landfill was to be converted to a regional park, so with the delayed closure the City of Brea reached agreement with the Orange County Sanitation District to mitigate the delay of recreational access when the landfill requested an extension for operation. The City received a flat fee of around \$10 million which eventually helped acquire and develop a nearby sports park. In the mid 2000s the City once again received funding to mitigate the impacts of



© Dr. Bill Kowalik

Turnbull Canyon was protected by the Habitat Authority.

the landfill extension. This time the City will receive closer to \$30 million. The landfill is now scheduled to close in 2021.

Learn more at:

- cams.ocgov.com/Web_Publisher_Sam/Agenda07_14_2009_files/images/BREA%20COOPERATIVE%20.PDF

- **Los Angeles County, California.** Upset by the ongoing impacts to the local wilderness and wildlife, Hacienda Heights residents fought the landfill extension in 1992. As a result, one condition for continued operation was the creation of a mechanism to mitigate the impacts of the landfill. And so the Puente Hills Native Habitat Authority was created. Since 1994 the Authority has received one dollar for each ton of trash dumped at the Puente Hills Landfill, with funds used to protect, preserve, and restore the hills in the vicinity of the landfill. The Habitat Authority now manages approximately 3,860 acres of preserved public open space, of which 1,878 is owned by the Authority. The landfill is scheduled to close in October 2013 at which time the funding will end.

Learn more at:

- www.habitatauthority.org

There are at least two types of programs available for funding projects that reduce GHG emissions— California’s Cap and Trade and pre-existing carbon offsets (e.g., private traders such as; Chicago Exchange, Pacific Gas and Electric, as well as public programs such as the EU Emissions Trading).

The EU Emissions Trading website has additional information about its program at:
http://ec.europa.eu/clima/policies/ets/index_en.htm.

The Frequently Asked Questions page of the World Wildlife Fund’s Gold Standard can be found at:
www.cdmgoldstandard.org/frequently-asked-questions/gold-standard-foundation.

The California Climate Registry and its parent, the Reserve, validate carbon offsets for various products and programs (e.g., forest sequestration). Details can be found at: www.climateregistry.org.

These are distinguished from California’s Cap and Trade program which is governed by statute and specifically states what auction revenues can fund. These “projects” also must be validated for their GHG emission reduction capability. This is where the two types of programs intersect. However, the remainder of this tool focuses specifically on California’s Cap and Trade program, funding for which is not yet available but it promises to be an important emerging tool.

By way of background, several critical pieces of legislation have been enacted that have the potential to leverage infill projects and conservation work, including:

- AB 32 which requires the reduction of GHG emissions to 1990 levels by 2020;
- SB 375 which requires metropolitan planning organizations to write a regional Sustainable Communities Strategy (SCS) that provides various methods to reduce vehicle miles travelled (VMT); and,
- AB 1532 which complements AB 32 and would require the funding in the GHG Reduction Fund (the Fund) be used for specific purposes.

The California Air Resources Board (ARB) is charged with implementing both AB 32 and SB 375. One strategy adopted by the state, and permitted under AB 32, allows the creation of a market based



© Melanie Schlotterbeck

Vegetation stores carbon and can be an emissions offset.

approach to emissions trading, called cap and trade. This approach uses economic incentives to achieve reductions in GHG emissions. AB 1532 states that funds shall be used to facilitate the achievement of reductions of GHG emissions in California and spent in a manner that maximizes economic, environmental, and public health benefits.

Moreover, the Act defines that funds should lessen the impacts and effects of climate change on the state’s communities, economy, and environment. The Act specifically states the Fund shall appropriate funds towards one of several items, including the reduction of GHG emissions associated with water use and supply, land and natural resources conservation and management, forestry, and sustainable agriculture.

The ARB has since drafted an Investment Plan covering FY 2013-2016 which specifies the types of programs the Fund will allocate Cap and Trade auction revenues towards. With input from numerous agencies, jurisdictions, and non-profits the Plan, in its current form, outlines the following three expenditure categories:

- Sustainable Communities and Clean Transportation
- Energy Efficiencies and Clean Energy
- Natural Resource and Waste Diversion

The state’s first auction of permits was November 2012 and brought in \$10.09 per permit, with 23.1 million permits sold, securing roughly \$233 million. It is anticipated that additional auctions (held quarterly) have the potential to raise \$1 billion per year. This

year, to fill a gap in the state's budget, Governor Brown authorized borrowing \$500 million from the Fund. Legislators are currently proposing an amendment to AB 1532 that prohibits borrowing from the Fund.

WHO IS USING THIS TOOL?

At the moment no funds have been allocated, but several agencies are poised to receive funding based on their innovative natural resource based policies and documented research on the ecosystem services of undeveloped lands.

- **East Bay Regional Park District.** The District owns nearly 100,000 acres of protected natural lands in Alameda and Contra Costa Counties. Natural lands provide important ecosystem services that help surrounding communities. One of these services is climate regulation through carbon sequestration (capture and storage) of carbon. The District hired consultants to evaluate the potential for sequestration and its role in supporting AB 32. Research indicates that 91,157 metric tons of carbon dioxide are sequestered by the District's natural lands. This is equivalent to removing 16,317 passenger cars and sport-utility vehicles from the road annually. Having completed the background research on sequestration and its benefits, the District is poised to be a player in the state's cap and trade revenue allocations.

Learn More:

- www.ebparks.org/Assets/files/ebprd_carbon_seq_study_2008.pdf

- **Orange County Council of Governments (OCCOG).** OCCOG and OCTA adopted in 2011 a sub-regional SCS that outlined 15 land use, housing, and transportation strategies to reduce VMT. Orange County adopted a first-of-its-kind conservation policy in an SCS to reduce carbon emissions through natural resource

protection, known in the document as Strategy H. The policy supports natural land restoration and conservation that offers significant carbon mitigation potential via both sequestration and avoidance of increased emissions due to land conversion. Though currently unfunded, Strategy H, lays the groundwork for additional conservation that both complements and benefits the work done by OCTA's Environmental Mitigation Program (EMP) and other conservation organizations. By including this policy language in its SCS, OCCOG has also positioned itself to potentially receive funds from the cap and trade revenue allocations.

Learn More:

- www.occg.com/pdf/OCSCS20110614.PDF

- **Southern California Association of Governments (SCAG).** SCAG adopted its Regional Transportation Plan (RTP) and SCS in 2012. Working closely with conservation advocates, SCAG incorporated the framework for RAMP, similar to OCTA's EMP. The RTP/ SCS will establish a strategic planning process for an Open Space Conservation Plan by mapping regional priority areas, as well as engaging various partners from the six-county wide region including transportation and resource agencies, jurisdictions, and conservation organizations. The goal is to develop regional mitigation policies for inclusion in the 2016 RTP/SCS. Again because of the inclusion of a conservation policy in this RTP/SCS, SCAG may also be eligible for cap and trade revenue allocations.

Learn More:

- rtpscscs.scag.ca.gov/Pages/default.aspx



Case Stories

Chapter 5

"The one thing that all great cities have in common is that they are all different."

—Cate Blanchett, Actress

All of these individual innovative policies help create healthy communities. But the reality is that healthier communities are created with the adoption or incorporation of numerous land use policies that are bundled together to create a comprehensive community vision. The following five case studies provide examples of communities or agencies that have linked numerous land use policies together instead of applying single policies in a vacuum.

These case stories focus on healthy and sustainable communities that have adopted a cohesive community and regional vision shared by agency and non-governmental partners and achieved by enacting a constellation of strategies. This includes adopting

clear policies in applicable General Plans. Healthy and sustainable communities are not accidental. These communities share a number of factors for success including basing their land use planning on:

- Land based assets that make them distinctive (e.g., surrounding open space; classic downtown with infill opportunity).
- A clear and shared vision of what the community can be.
- Creative regulatory tools (e.g., UGBs, funding for open space) in combination with collaborations that include private housing and land trusts; bringing a full array of tools into play (e.g., private transfer fees, land acquisition).

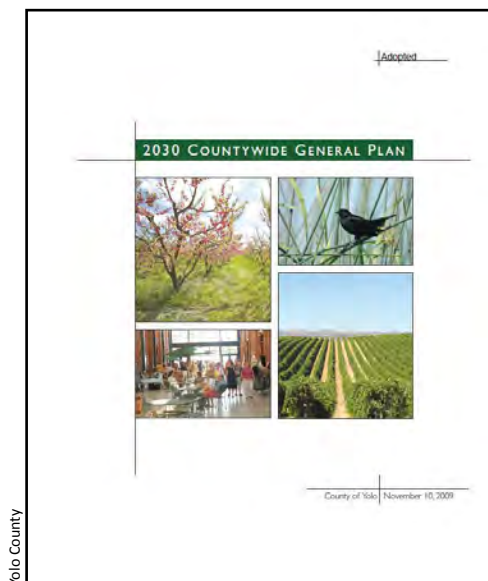
Case Story #1

Yolo County: A Long History of Planning and Collaboration for Sustainable and Healthy Development and Conservation

Early on, the citizens and leadership of Yolo County charted a planning course to protect the County's valuable agricultural and natural lands and direct growth to its cities and urban communities. The County's first General Plan adopted in 1958 started a rich tradition that is continued in the recently adopted 2030 Countywide General Plan to conserve resource lands and direct growth into its cities and urban areas.

The result is that 90% of the County's population lives on 5% of the land. This has been accomplished through a comprehensive suite of complementary regional and local policies as well as tax sharing agreements, Local Agency Formation Commission (LAFCo) policies, and the presence of an innovative land trust partner.

Yolo County's success in directing growth into its towns and cities amidst a backdrop of thriving farms and natural lands is made even more amazing for its location between rapidly growing metropolitan areas of Sacramento and the Bay Area. The area is also bisected by Interstate 80 linking the two metropolitan areas. To grow healthy and smart, the County has become a leader in innovative solutions and partnerships that provide comprehensive and balanced land use management.



The Yolo County General Plan.

Yolo County Statistics

Total Area: 1,021 sq. miles⁵¹

Agricultural Land: 903 sq. miles⁵²

Total Protected Open Space: 60.6 sq. miles⁵³

Population: 201,709 residents⁵⁴

Overall Population Density: 196 people/sq. mile

Along with the four incorporated cities, partnerships include the Yolo County Land Trust, LAFCo, and the resource agencies (California Department of Fish and Wildlife and U.S. Fish and Wildlife Service). Yolo County's vision has also been advanced by its Natural Heritage Program, a countywide Natural Communities Conservation Plan/Habitat Conservation Plan (NCCP/HCP). This NCCP/HCP has an agricultural conservation strategy component, which incorporates farm and rangeland into the habitat conservation goals of the County.

A cornerstone principle of the General Plan is that policies are directed at achieving the vision of "safe and healthy communities to allow individuals to fulfill their potential." For example, the General Plan's Principle 4, outlines policies that require communities to be designed to promote an active healthy lifestyle, personal fitness, and access to healthy foods and the health consequences of new development as part of the development review process.⁵⁰

WHAT POLICIES CREATE THIS SUCCESS?

Below is a summary of the County's current policy and program inventory that combines to achieve results as follows:

- Growth boundaries for both incorporated and unincorporated communities.
- Goals for regional collaboration and equity, green building standards, sustainable community design, and new community benefits derived from new growth. Reinforcement of growth boundaries by General Plan policy and ordinance through buffers, greenbelts, conservation easements,



© Gary Kramer, NRCS

Important wetlands and agricultural lands have been protected in Yolo County.

- and community separators. (See Policy CC-1.7; Action CC-A7 Ordinance)
- Protection of visually sensitive hillsides and ridgelines from development. (See Policy CC-1.10)
- Strong infill policies directed at creating well designed, energy efficient, compact communities that promote walking, biking, and transit combined with tracking to achieve jobs housing balance including a match of housing prices and salaries of jobs. Attention given to block lengths in a grid pattern, narrower streets, and a range of uses in each neighborhood.
- Agricultural mitigation/easement program.
- City-County Pass-Through and Tax Sharing agreements that address the “fiscalization” of land use that drives urban sprawl and often also creates inappropriate uses in city spheres of influence. These agreements allow the County to realize a portion of the city’s tax base and has fended off competition over lucrative land uses.
- Clustered housing policy and ordinance. (See Policy CC-4.30)
- Land use allocations and “caps” to guide growth and ensure planned growth has been evaluated for its full environmental consequences. Growth and infrastructure policies prohibit growth beyond planned levels. (See Policy LU-3.4)
- Climate change mitigation and adaptation policies.
Use of overlays—including specific plan and resource protection overlays—to establish high standards for new urban development and

- protection of resources.
- Threshold for resource parks of 20 acres per 1000 population with larger ratios for specific plan areas and pursuit of mechanisms to fund trails and open space including a countywide tax or bond.

One of the cutting edge policies links to the statewide mandates to reduce GHG emissions and allows for conservation to play a role in carbon sequestration: “Promote the use of oak woodlands conservation banks to mitigate for losses due to development impacts and to provide carbon sequestration for GHG emissions under applicable state programs.” (See Policy CO-2.13) Note: As referenced in the last chapter, similar strategy already exists in Orange County through its SCS, yet this program must still be funded and implemented.

Planning by Yolo County’s four incorporated cities are complementary and supportive of the County’s planning. For example, in 1986, voters in the City of Davis approved an advisory measure for the city “to grow as slowly as legally possible” and at the same time approved the Pass-Through Agreement with Yolo County to deter the County from approving development at the city’s edge. The Pass-Through Agreement requires Davis to grow at 1.78% per year. Subsequently, the City included in its General Plan the establishment of a “Planned Urbanized Edge” defined as an open space, hedgerow, agricultural ring or buffer.

In 2000, the City of Davis passed Measure O, a parcel tax intended to fund the buffer and open space around the City. A complementary measure, Measure J, requires voter approval for projects proposed on the

periphery of the City on agricultural and open space land. The Cities of West Sacramento and Woodland also have policies that maximize infill and protect the agricultural and resource lands at the edge.

Both Yolo County and LAFCo require mitigation for farmland converted to other uses. The County is in the process of implementing its greenbelts through this mitigation policy. This feature is very applicable to all sorts of open spaces throughout the state. The Yolo County Land Trust acquires and holds the easements and is also able to receive in lieu fees for future easement purchases.

To Learn More About this Case Study:

David Morrison, Assistant Director
Planning and Public Works Department
Yolo County
530-666-8041
David.Morrison@yolocounty.org

Other Resources:

- Yolo County website:
www.yolocounty.org/
- SACOG's Rural Urban Connection Strategy on Yolo County's Agricultural Protection Policies:
www.sacog.org/2035/files/MTP-SCS/appendices/E-2%20Rural%20Urban%20Connections%20Strategy.pdf

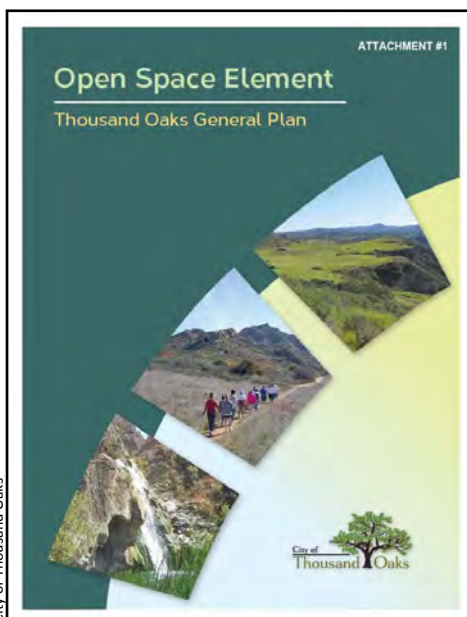
Case Story #2

Thousand Oaks and Ventura: A Tale of Two Healthy Cities

The Cities of Thousand Oaks and Ventura have long understood the power of a clear vision for “infill” growth and conservation. As the second and fourth largest cities in Ventura County, Thousand Oaks and Ventura’s visionary and steadfast focus on city-centered growth and regional open space protection—the foundations of healthy and sustainable communities—is bolstered by the passage of the Save Open Space and Agricultural Resources (SOAR) initiative in 1998.

This countywide voter initiative requires voter approval of any change to the County General Plan involving the agricultural, open space or rural land use map designations. Along with city growth boundary initiatives (see below), SOAR has resulted in protecting 600,000 acres of land thereby stabilizing land uses and directing growth into urban areas and cities.

Within Ventura County, Thousand Oaks planning area encompasses the distinctive and picturesque city nestled in the Conejo Valley at the northwest end of the Santa Monica Mountains. A key focus of the City’s planning has been to protect the surrounding mountains, creeks and hillsides, oak woodlands, and native grasslands for wildlife, and therefore the quality of life.



The Thousand Oaks General Plan.

City of Thousand Oaks Statistics

Total Area: 56 sq. miles⁵⁶
Incorporated Area: 55.4 sq. miles⁵⁷
Total Protected Open Space: 23.4 sq. miles⁵⁸
Population: 128,000 residents⁵⁹
Overall Population Density: 2,286 people/sq. mile

City of Ventura Statistics

Total Area: 32 sq. miles⁶⁰
Agricultural Land: 10.7 sq. miles⁶¹
Total Protected Open Space: 18.2 sq. miles⁶²
Population: 109,000 residents⁶³
Overall Population Density: 3,406 people/sq. mile

The City’s General Plan includes policies to protect open space and direct growth maintaining the community’s character and enviable quality of life. The City’s draft Open Space Element states: “Preservation of designated open space areas requires strong controls and a concerted effort to protect them in perpetuity. Only through consistent implementation of a comprehensive Open Space Element, supported by ordinances and other protective measures, can its preservation for future generations of Conejo Valley residents be assured.”⁵⁵

The Open Space and Land Use Elements have a creative approach to conserving important open space areas. Specifically, the General Plan provides for a land use designation called: “Parks, Golf Courses, and Open Space”—a designation that is not to be reconsidered until after 2030 and only after 2030 can the lands in this designation be considered for urban uses. The designation was adopted by the City in 1996 and codified in Ordinance 1265-NS.

By defining where urban development should occur, Thousand Oaks is also defining areas that should remain in open space. Nearly 40%, or 15,000 acres, of the City’s planning area is in natural open space.



CanStockPhoto.com

The SOAR initiative protected vast amounts of agricultural lands in Ventura.

The General Plan acknowledges the co-benefits of this approach including creation of a more economically vital and livable city, a safer city by avoiding development in areas of high hazard, and improving regional air and water quality.

Other tools designed to protect open space and natural features include greenbelt agreement areas and purchase of development rights (PDR). Completion of a ring of open space is a first priority for future preservation efforts.

WHAT POLICIES CREATE THIS SUCCESS?

Below is a summary of Thousand Oaks' current policy and program inventory that combines to achieve results including:

- An open space inventory of protected lands as well as areas necessary to preserve for natural resource protection. (See Policy OS-1)
- Implementation measures including review of new projects to place sensitive resources identified by the General Plan in open space.
- Designation of flood plains, areas of unstable slopes and fuel modification identified in the safety element as open space to maintain public health and safety.
- A ring of open space as a planning principle. (See Policy OS-12)
- Establishment of "Guidelines for Orderly Growth" directing growth to the cities and surrounding protected regional open spaces.
- Review of the Circulation Element's planned roadways to avoid negative impacts to open space.

- Hillside Planned Development Zone to allow to a limited degree clustering of density in order to preserve larger areas of open space.
- Protected Ridgeline Overlay Zone to protect designated ridgelines from development and preserve them wherever possible.
- City sponsored ballot measure to establish a City Urban Restriction Boundary (CURB) in order to control urban expansion and extension of urban services, thereby protecting agricultural, open space, and environmentally sensitive lands around the City. CURB restricts consideration of urban uses outside the boundary until 2030.
- A companion voter initiative to CURB is Save Open Space and Agricultural Resources (SOAR) passed by voters in Ventura County in 1998. SOAR creates a prohibition on most urban development outside the City's sphere of influence until December 31, 2030.
- A Conservation Element that supports the open space and land use element goals, policies, and implementing actions by clearly mapping major resource lands including biological resources, ridgelines, drainages, hills, lakes and floodplains, among other natural features. No grading is allowed on slopes over 25% natural grade.
- Aggressive programs to assist with home affordability within the City including mortgage assistance and inclusionary policies.

In addition, funding for open space was created through a Community Recreation Facilities and Open

Space Endowment Fund established in 1999. The Fund receives a revenue stream from the bedroom tax (\$100 to \$200 per bedroom of new development), golf course non-resident fee, general fund unreserved balance transfer (per Council policy to donate 10% of any annual General Fund net operating gain) and donations from adopt an oak program. The Fund Balance in 2013 is about \$1.6 million and can be used for acquisition and maintenance as well as construction of trails and other open space improvements. In addition, wireless license agreements generate funding to the Conejo Open Space Conservation Agency (COSCA) Trust Fund.

Numerous partnerships were established to achieve the planning goals of the City, including the Conejo Recreation and Park District, COSCA, County of Ventura, Mountains Recreations and Conservation Authority, and Santa Monica Mountains Conservancy as well as other national and state agency partners.

The COSCA is a major partner in achieving the City's vision. COSCA was formed by a joint powers agreement between the City of Thousand Oaks and the Conejo Recreation and Park District, enabling the two agencies to "jointly exercise their legal powers to create a jurisdictional framework for the conservation of natural open space lands, assure coordination of local land use and resource management decisions and establish an entity to focus community resources toward achievement of adopted General Plan goals."⁶⁵ COSCA's mission is the preservation, protection, and management of open spaces in the Conejo Valley which is the City of Thousand Oaks planning area.

Over 11,300 acres of open space and maintains more than 140 miles of trails is maintained; providing a refuge for both wildlife and people. Funding for acquisition and improvement comes from two sources; the COSCA Trust Fund and City of Thousand Oaks Open Space Fund.

The City of Ventura has placed sharper focus on infill first, but shares the same commitment to protecting open space, working lands, scenic and other landscapes surrounding the City of Thousand Oaks. The City's commitment to the General Plan's 10 strategic visions to guide, fund, and measure performance of all departments' major programs has served the City well in delivering on Council objectives.

According to Ventura's 2005 General Plan, "Our goal is to protect our hillsides, farmlands and open spaces; enhance Ventura's historic and cultural resources;



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Sustainable features should be included in the design.

respect our diverse neighborhoods; reinvest in older areas of our community; and make great places by insisting on the highest standards of quality in architecture, landscaping and community design."⁶⁴

WHAT POLICIES CREATE THIS SUCCESS?

A summary of the City of Ventura's current policy and program inventory that works together to achieve results includes:

- A strong compact development "infill first policy" focuses development on key identified corridors. The "infill first strategy" not only discourages sprawl, but also encourages walkable neighborhoods.
- Inventory of all infill sites including information about each site.
- Use of overlays to encourage exceptional design and compatibility of new development using transects.
- Downtown Specific Plan and codes to ensure high quality development and redevelopment.
- Use of greenbelt agreements and sphere of influence boundaries to contain growth and protect regional open space. Greenbelt agreements with the Cities of Santa Paula and Oxnard reduce the possibility of conflicts between urban and rural uses that are under greatest pressure for development.
- Exclusion of hillside areas from urban growth by the Hillside Voter Participation Act (HVPA). HVPA excludes hillside areas from being developed consistent with implementation of the City's infill only strategy to concentrate

development within Neighborhoods, Districts, and Corridors.

To Learn More About this Case Study:

Karen Schmidt, Executive Director
Save Open Space and Agricultural Resources
805-421-9230
kschmidt@soarusa.org

John Prescott, Community Development Director
City of Thousand Oaks
805-449-2311
communitydevelopment@toaks.org

Jeffrey Lambert, Community Development
Director
City of Ventura
805-658-4723
jlambert@cityofventura.net

Other Resources:

- SOAR website:
<http://www.soarusa.org/>
- City of Thousand Oaks website:
www.ci.thousand-oaks.ca.us/default.asp
- Thousand Oaks General Plan:
ci.thousand-oaks.ca.us/government/depts/community/planning/general/default.asp
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www.cityofventura.net/
- Ventura General Plan:
www.cityofventura.net/cd/planning

Livermore is California's original wine region, an asset that the City has protected and promoted in its land use planning. Twenty years ago, the City laid the groundwork for a renaissance of the historic downtown, flourishing wine country, and thriving business environment. The City's General Plan provides the primary guidance for development and conservation along with Specific Plans for the South Livermore Valley and the Downtown and an array of complementary city and regional implementing strategies.

Livermore is focused on both growing the city inward and protecting the natural resource and agricultural lands that surround the city. Similar to Thousand Oaks, the City helps fund open space and agricultural land preservation outside the City limits by a combination of mitigation and PDR fees. Like Ventura, Livermore's clear vision for growing the City inward and protecting agricultural and natural lands surrounding the City is bolstered by Measure D, a voter initiative in Alameda County that essentially freezes land uses as agricultural uses in the County unincorporated areas. Livermore's voter approved UGBs complement the County measure by requiring voter approval for any expansion of the City's limits. These dual County-City

City of Livermore Statistics

Total Area: 26.44 sq. miles⁶⁵

Agricultural Land: 1.65 sq. miles⁶⁶

Total Protected Open Space: 2.2 sq. miles⁶⁷

Population: 83,325 residents⁶⁸

Overall Population Density: 3,151 people/sq. mile

measures have allowed the local land trust, Tri-Valley Conservancy, to strategically acquire land surrounding the City's southern boundary and the creation of a thriving wine country.

WHAT POLICIES CREATE THIS SUCCESS?

A summary of the City's current policy and program inventory that combines to achieve results includes:

- Strong infill policies supported by Specific Plans for downtown and Form Based Codes rendering consistent development "by right" in the core of the City.
- PDC and TDC programs framed by the General Plan and implemented by detailed ordinances. Currently, the City's PDR program collects a fee of \$10,000 per multi-family unit and \$20,000 per single family unit for acquisition of agricultural and natural land beyond the City limits. The TDR program in South Livermore generates approximately \$10,000 per unit and an additional \$10,000 per acre on limited remaining units allowed inside the growth boundary. To date over 6,000 acres have been permanently protected in the South Livermore Valley under this program.
- A Housing Implementation Program that serves as the City's growth management tool and provides a method to allocate units with priority for infill development, energy efficient and affordable housing. "Well managed growth" is tied to the City's ability to provide services as tracked by an annual Community Services and Infrastructure Plan.
- Detailed design standards and guidelines that provide guidance for private and public



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Livermore has protected agricultural lands, including vineyards.

projects in the City. High quality design required by the City serves to promote the improved aesthetic and functional quality of the community as a whole.

- A Climate Element of the General Plan and Climate Action Plan outline specific strategies for the City to reduce the amount of GHG emissions to a level of 15% below 2008 conditions by 2020.
- Streamlined development approvals for projects that advance the policies of the City’s General Plan. The City has a Permit Center designed for one stop assistance with research, planning, and development of projects.
- Two UGB initiatives—one for south and a subsequent measure for north—serve to prohibit extension of services beyond the line. Urban Overlay Zones in South Livermore that retain underlying lower density development, allow higher density and intensity development where developers “volunteer” to provide mitigation for conversion of agricultural land among other community benefits.

Regional planning supports the City’s vision. As briefly touched on above, Alameda County limits land uses in the City’s sphere of influence and planning area to agriculture as a result of a voter initiative passed in 2000 that requires new housing to be located primarily in existing cities and requires voter approval for changes to land use (e.g., from agricultural to urban) in the unincorporated area.

In addition, the City relies on the East Alameda County Conservation Strategy (EACCS) as guidance for regional conservation and environmental permitting for private and public development projects. The purpose of EACCS is to preserve endangered species by developing a shared vision for long term habitat protection. This conservation strategy also serves to support the City Council’s priority for Open Space Preservation as well as to coordinate the conservation efforts of surrounding cities, agencies, and special districts.

To Learn More About this Case Study:

Paul Spence, Planning Manager
City of Livermore
925-960-4450
planning@cityoflivermore.net

Other Resources:

- City of Livermore website:
www.cityoflivermore.net/default.asp
- Livermore Downtown Specific Plan:
www.cityoflivermore.net/citygov/cd/planning/dsp.asp
- Livermore General Plan:
www.cityoflivermore.net/citygov/cd/planning/general.asp
- East Alameda County Conservation Strategy:
www.eastalco-conservation.org/
- Livermore Climate Action Plan:
www.cityoflivermore.net/citygov/cd/planning/cap/default.asp

Case Story
#4

Martis Valley, Placer County: Development and Conservation Certainty

Carrying capacity as a planning tool was a hot topic following the economic and fiscal setbacks of the 1970s. The concept of carrying capacity grew out of early conservation practices dealing with range wildlife and recreational area management and provided a scientific foundation for managing urban growth. Carrying capacity attempts to define limits to development activity given the economic, technological, and environmental conditions.

The classic case story in California of carrying capacity applied to planning is Lake Tahoe. There, environmental thresholds have been established to ensure environmental quality targets are achieved in the Tahoe Basin. The standards identify the level of human impact the Lake Tahoe environment can take before irreparable damage occurs to water quality, air quality, scenic resources, vegetation, fish and wildlife habitat. Other thresholds include those for noise and recreational values. Even though Martis Valley is not in the Tahoe Basin, development in the Valley has spillover impacts on the Basin from visitors and residents seeking recreation and other opportunities at the Lake.

Martis Valley Statistics

Total Area: 39.9 sq. miles⁶⁹

Agricultural Land: unavailable

Total Protected Open Space: 5.8 sq. miles⁷⁰

Population: 1,185 residents⁷¹

Overall Population Density: 29.7 people/sq. mile

A series of litigation settlements starting in 2005 effectively established carrying capacity limits for the Martis Valley by setting caps on development that can occur on the major land holdings including Northstar, Martis Camp, and Timilick. Similar agreements cap a number of major recreation resort developments in the next door Town of Truckee including Old Greenwood and Gray's Crossing. These settlements share another trait in common—each has a variation on a private Community Benefit Fee with fees on the sale of lots and homes generating a stream of perpetual funding for conservation, forest restoration and management, and workforce housing.



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A view of the Martis Valley, just outside of Lake Tahoe.

The settlements were prompted by a hot real estate market in the early 2000s which fueled numerous dormant real estate proposals for a handful of major land holdings in the Martis Valley. Local residents and conservationists from around the state expressed concern about the potential environmental and social impacts related to the scale of resort residential development proposed for the Valley. A coalition of environmental groups challenged the County's Martis Valley Community Plan; a General Plan update for the area, along with several of the proposed development projects on a parallel approval track. The coalition retained the Conservation Biology Institute to assist them in defining the areas of the Valley with high conservation value. The coalition continues to rely on that conservation priority vision in ongoing work in the Valley.

In June 2005, a Placer County Superior Court judge ruled in favor of the environmental groups in their challenge of the Community Plan update. Seeking an alternative to continued litigation and what were, by then, multiple legal challenges in play, the regional and local environmental groups joined with developers in negotiations over proposed development and conservation priorities that led to a collaborative and binding blueprint for the Valley.

Caps on development that can only be changed by agreement of the environmental groups, along with Community Benefit Fees that support important open space acquisition and restoration, are two of the significant achievements of the negotiation. To date, Community Benefit Fees generated by the agreements have topped \$6+ million. An early advance of \$3 million in fees from Martis Camp, contributed to the acquisition of a key conservation parcel, the nearly 1,500 acre Waddle Ranch in 2007.

Recently, the environmental groups have engaged in discussions at the request of two major resort developers for modifications to the agreement. One of these changes, restoration of 10 lots along the edge of a major subdivision with no biological significance, will generate millions of dollars for additional conservation in priority areas. A second dialogue underway promises a transfer of a portion of a development allocation to an "infill" area resulting in the permanent conservation of over 6,500 acres of land adjacent to Waddle Ranch on the eastside of Highway 267.

To Learn More About this Case Study:

Terry Watt
The Martis Fund
TerryWatt@att.net
415-377-6280

Other Resources:

- Martis Fund website:
www.MartisFund.org
- Placer County website:
www.placer.ca.gov/
- Martis Valley West Valley Specific Plan:
www.placer.ca.gov/departments/communitydevelopment/planning/martisvalley-westparcelspecificplan

Business success relies on mobility. The Orange County Transportation Authority (OCTA) has developed a science-based and landscape-level approach to mitigating its voter-approved freeway projects to improve mobility with net environmental benefit throughout the County. By creating, funding, and now implementing its EMP, OCTA is cutting the red tape as it relates to: permitting, environmental review, and mitigation while simultaneously meeting its transportation plan objectives and reducing project delays, staff time, and project costs. OCTA has created a model for advanced mitigation that has the potential to be replicated throughout the state and nation.

In partnership with more than 30 conservation organizations, state and federal resource and permitting agencies, OCTA developed and is in the process of implementing this EMP. With \$243.5 million of mitigation dollars available for acquisition, restoration, and management of natural lands in the sales tax Measure M2, OCTA is providing meaningful mitigation to alleviate the impacts of its freeway projects. Through a transparent and inclusive process—acquisition and restoration projects were solicited, evaluated, and ranked. Under the leadership of County Supervisor and OCTA Director Pat Bates,

Orange County Statistics

Total Area: 798 sq. miles⁷²

Agricultural Land: 96.8 sq. miles⁷³

Total Protected Open Space: 89.5 sq. miles⁷⁴

Population: 3,029,859 residents⁷⁵

Overall Population Density: 3,797 people/sq. mile

OCTA has preserved nearly 950 acres and is restoring nearly 400 acres throughout the County with more to come.

Every freeway project already includes 5-8% of its budget for environmental review and mitigation. Historically freeway projects are mitigated on a project-by-project basis. OCTA incorporated a more thoughtful and comprehensive approach that pooled the mitigation requirements for the 13 freeway projects and pooled the mitigation money. The wisdom of this new approach was that the money was already in the measure, and by simply calling out this money for advanced mitigation—a new and more beneficial approach was realized.

Such an approach has a multitude of benefits:

- Streamlined permitting for the freeway projects as a whole;
- Early involvement by the resource and permitting agencies;
- The creation of a science-based evaluation process and willing seller program;
- Landowners receiving fair market value for the preservation of their property;
- Permanent preservation of highly valued natural lands; and,
- Support from the conservation community.

In 2005, conservation groups began negotiating with OCTA to discuss the idea of including an environmental component in M2. In collaboration for eight years now, OCTA and the environmental community have worked together to meet the needs of the Authority, meet the requirements of the voter-approved measure, and provide a net



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The vibrant Indian Paintbrush on a Trabuco Canyon preserve.

environmental benefit for our important habitat lands. Never before had the Orange County environmental community worked with its transportation agency to achieve such high level mutual benefits.

Only about a third of California's 58 counties are "self-help" counties and of those there are only a handful that have created advanced mitigation programs.

The OCTA Board of Directors and management saw the potential benefits of this program very early on. OCTA included the EMP in the Early Action Plan and designated early funding to launch the program. Working with the notion that land values would increase and opportunities for mitigation would be lost over the 30 year life of M2—land acquisitions purchased at the front end of the Measure would save significant costs for the Authority and therefore the public.

Though it is still too early in the program to measure these for OCTA, research by Dudek & Associates estimates that a programmatic approach versus project-by-project approach has the potential to save more than \$1 million in permit costs alone. Additionally, its research also shows that project-by-project coordination for permits is 8-12 months per project versus 0-30 days per project with upfront coordination through programmatic mitigation.

Because of OCTA's success, SCAG adopted the creation of a framework for EMPs throughout the six countywide region in its 2012 RTP/SCS. The SGC is also gaining interest in this approach and in the preliminary draft of its 2013 planning grant guidelines it specifically mentions mitigation opportunities as it relates to high speed rail. Additionally, Caltrans just funded a study by a team at UC Davis to review the feasibility of a statewide EMP—with Orange County being one of just a handful of existing EMPs statewide.

This type of program isn't limited to mitigating the impacts of freeway projects. Rather it is possible to replicate the concept across numerous infrastructure-based agencies (i.e., the Department of Water Resources, etc.).



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The Ferber Preserve was established through this program.

To Learn More About this Case Study:

Dan Phu, Environmental Programs Manager
Orange County Transportation Authority
Dphu@octa.net
714-560-5907

Melanie Schlotterbeck, Green Vision Coordinator
Friends of Harbors, Beaches and Parks
GreenVision@FHBP.org
714-779-7561

Other Resources:

- OCTA website:
www.OCTA.net
- OCTA's Environmental Mitigation Program website:
www.octa.net/Measure-M/Environmental/Freeway-Mitigation/Overview/
- Friends of Harbors, Beaches & Parks Measure M2 webpage:
www.fhbp.org/projects/measure-m.html



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Chapter 6

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Appendix B - Ahwanhee Principles

Chapter 7

Source: Local Government Commission. Original Ahwanhee Principles. Retrieved 30 Sep 2013 from the Commission's website: <http://www.lgc.org/ahwahnee/principles.html>.

Authors: Peter Calthorpe, Michael Corbett, Andres Duany, Elizabeth Moule, Elizabeth Plater-Zyberk, and Stefanos Polyzoides

Editor: Peter Katz, Judy Corbett, and Steve Weissman

Excerpted from the Ahwanhee Principles:

Preamble

Existing patterns of urban and suburban development seriously impair our quality of life. The symptoms are: more congestion and air pollution resulting from our increased dependence on automobiles, the loss of precious open space, the need for costly improvements to roads and public services, the inequitable distribution of economic resources, and the loss of a sense of community. By drawing upon the best from the past and the present, we can plan communities that will more successfully serve the needs of those who live and work within them. Such planning should adhere to certain fundamental principles.

Community Principles

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs, and other activities are within easy walking distance of each other.
- As many activities as possible should be located within easy walking distance of transit stops.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center focus that combines commercial, civic, cultural, and recreational uses.
- The community should contain an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.
- Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths, and bike paths should contribute to a system of fully-connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting, and by discouraging high speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.

- The community design should help conserve resources and minimize waste.
- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping, and recycling.
- The street orientation, the placement of buildings, and the use of shading should contribute to the energy efficiency of the community.

Regional Principles

- The regional land-use planning structure should be integrated within a larger transportation network built around transit rather than freeways.
- Regions should be bounded by and provide a continuous system of greenbelt/wildlife corridors to be determined by natural conditions.
- Regional institutions and services (government, stadiums, museums, etc.) should be located in the urban core.
- Materials and methods of construction should be specific to the region, exhibiting a continuity of history and culture, and compatibility with the climate to encourage the development of local character and community identity.

Implementation Principles

- The General Plan should be updated to incorporate the above principles.
- Rather than allowing developer-initiated, piecemeal development, local governments should take charge of the planning process. General Plans should designate where new growth, infill or redevelopment will be allowed to occur.
- Prior to any development, a Specific Plan should be prepared based on these planning principles.
- Plans should be developed through an open process and participants in the process should be provided visual models of all planning proposals.



Appendix C - Resource List

Chapter 8

A short list of resources are listed below that planners, agencies, and non-profits may find helpful to creating healthy communities. These are in addition to the resources referenced in Appendix A and/or throughout this document. The brief descriptions below about the resources were quoted from the documents/websites directly.

A GUIDE TO TRANSIT ORIENTED DEVELOPMENT (TOD) (APRIL 2009)

By: The Sacramento Regional Transit

The story of Sacramento's urban form is the story of its transportation choices. There is little doubt that its railroads, highways, and public transit (historic streetcars) have shaped the region's settlement patterns. They have also promoted or impacted its livability and guided its sustainability. Over the past century, it has become clear that investments in transit concentrate development while investments in highways expand regions.

Publication available online: <http://www.sacrt.com/documents/transitaction/TODFinal%20Report%20041309.pdf>.

ADAPTIVE REUSE PROGRAM (FEBRUARY 2006)

By: The City of Los Angeles

When buildings are brought back to life through adaptive reuse, they revitalize neighborhoods by preserving our historic architecture, creating new housing and mixed use opportunities, and increasing public safety. Adaptive reuse enhances economic growth in urban and commercial cores. The Adaptive Reuse Ordinance originally focused on Downtown and the results have been truly dramatic. That success led us to expand adaptive reuse citywide and it's helping revitalize neighborhoods across the city.

Publication available online: <http://www.scag.ca.gov/housing/pdfs/summit/housing/adaptive-reuse-book-la.pdf>.

ANNUAL PLANNING SURVEY RESULTS (2012)

By: The Office of Planning and Research (State of California)

This edition features an analysis of the results of the 2011 Annual Planning Survey and the results of OPR's 2011 Annual Planning Survey. The survey provides the latest information on local planning activities and special issues of statewide concern; a cumulative index of questions asked in previous Annual Planning Surveys; and, the status of local General Plans.

Publication available online: http://www.opr.ca.gov/docs/2012_APSR.pdf.

COMPASS BLUEPRINT - TOOLBOX TUESDAYS

By: The Southern California Association of Governments (SCAG)

SCAG offers professional, free training to local government staff and others in the Compass Blueprint Suite of Services. Toolbox Tuesdays provides a range of practical skills and knowledge for local planners including training in the use of computer-based tools and education in practical approaches to timely planning issues.

Website: <http://www.compassblueprint.org/Pages/ToolboxTuesdayTraining.aspx>.

DISTRICTING ISSUES FRAMEWORK PAPER (JUNE 2012)

By: The City of Santa Monica

This paper deals with choices for identifying zoning districts designed to implement the recently adopted Land Use and Circulation Element and subsequently adopted area and specific plans. It is intended as a guide for discussion and decision making by City staff and the Planning Commission and to apprise other code users and

community members of issues and choices related to the creation of a new districting framework.

Publication available online:

<http://www.smgov.net/uploadedFiles/Departments/PCD/Zoning/Districting-Framework-Issues.pdf>.

HEALTHIER COMMUNITIES THROUGH REDEVELOPMENT

By: Changelab Solutions and the National Policy and Legal Analysis Network

The built environment—the physical structures that make up the areas where we live, work, travel, and play—has a profound effect on our health. Neighborhoods with the poorest health outcomes often lack full-service grocery stores that stock fresh fruits and vegetables. They also tend to have inadequate public transportation, limited access to open space, higher crime rates, and inferior air quality due to nearby industry and freeways.

Publication available online: <http://changelabsolutions.org/publications/healthier-redevelopment>.

HEALTHY COMMUNITIES BY DESIGN

Communities nationwide are recognizing the critical link between our built environments and public health.

How well we plan land use, amenities, transportation, economic development, and natural resource protection will have dramatic effects on our communities far into the future. This site is your portal to the latest research, analysis, tools, and proven approaches which you can apply to your own planning projects.

Website: <http://www.healthycommunitiesbydesign.org>.

HEALTHY PLANNING GUIDE

By: Public Health Law and Policy and the Bay Area Regional Health Inequities Initiative

This guide is intended to help public health and planning departments collaborate on strategies to promote healthier communities. Each page links health risks to aspects of the built environment, outlining ways to ensure that neighborhoods are designed to support health equity and community well-being.

Publication available online: http://www.barhii.org/resources/downloads/barhii_healthy_planning_guide.pdf.

HOW TO CREATE AND IMPLEMENT HEALTHY GENERAL PLANS (2012)

By: Change Lab Solutions

A toolkit for building healthy, vibrant communities.

Publication available online:

http://changelabsolutions.org/sites/default/files/Healthy_General_Plans_Toolkit_Updated_20120517_0.pdf.

LOCAL GREENPRINTING FOR GROWTH (2002)

By: The Trust for Public Land

This overview summarizes three reports intended to guide local governments in protecting open space and natural resources in the face of growth and development.

Publication available online: http://coastalconservancy.org/publications/local_greenprinting_Vol_2.pdf.

LOCAL LEADERS: HEALTHIER COMMUNITIES THROUGH DESIGN

By: American Institute of Architecture

Local Leaders – Healthier Communities Through Design is an examination of the positive impacts design can have on health. Health is a fundamental property of humanity, and is expressed across a multitude of social, economic, and environmental indicators, all of which can be influenced directly through urban design and architecture. Key barometers of health suggest America is heading in the wrong direction, namely toward physical inactivity, obesity, and chronic diseases. The economic costs of this trend are enormous, the scale of which is clearly illustrated by ever-expanding U.S. health care costs.

Publication available online:

<http://www.aia.org/aiaucmp/groups/aia/documents/pdf/aiab096790.pdf>.

SACRAMENTO REGION RURAL-URBAN CONNECTIONS STRATEGY

By: The Sacramento Area Council of Governments

Since starting the Blueprint project in 2002, the Sacramento region has taken a new approach to addressing transportation, land use, and air quality issues. The Rural-Urban Connections Strategy (RUCS) is a look at the region's growth and sustainability objectives from a rural perspective. In the same way that Blueprint

is an economic development strategy for urban areas, the RUCS project is an economic and environmental sustainability strategy for rural areas.

Website: <http://www.sacog.org/rucs/>.

SAN PABLO GENERAL PLAN HEALTH ELEMENT

By: Dhyett and Bhatia

In the 2030 General Plan Update, the San Pablo City Council asked Dyett & Bhatia to “put people first” and include a Health Element in the Plan to achieve a broader definition of community well-being, instead of just focusing on land and buildings, cars and creeks.

Website: <http://www.dyettandbhatia.com/generalplans/sanpablohe.htm>.

THE SKINNY ON INCORPORATING PUBLIC HEALTH INTO GENERAL PLANS (JUNE 2011)

By: Matt Raimi, Raimi & Associates

This presentation outlines how to incorporate health into comprehensive plans.

Presentation available online:

http://www.compassblueprint.org/Documents/Health_Toolbox-Matt_Raimi.pdf.

SMART GROWTH THROUGH THE TRANSFER OF DEVELOPMENT RIGHTS (AUGUST 2010)

By: New Jersey Future

This includes a selection of TDR case studies with relevance for the preservation of farmland, open space, and other natural resources in New Jersey.

Publication available online:

<http://www.njfuture.org/wp-content/uploads/2011/07/Case-Studies-in-Transfer-of-Development-Rights-8-10-Intern-report.pdf>.

SUSTAINABILITY BEST PRACTICES FRAMEWORK

By: The Institute for Local Government

The Institute for Local Government’s Sustainability Best Practices Framework offers options for local action in 10 areas. They are drawn from practical experiences of cities and counties throughout California. The options vary in complexity and are adaptable to fit the unique needs and circumstances of individual communities.

Publication available online: <http://www.ca-ilg.org/sustainability-best-practices-framework>.

TRANSFER OF DEVELOPMENT RIGHTS

By: The American Farmland Trust

A factsheet that describes the transfer of development rights programs that allow landowners to transfer the right to develop from one parcel of land to a different parcel of land.

Factsheet available online: <http://www.farmland.org/resources/publications/default2.asp>.



Appendix D - Acknowledgements

Chapter 9

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Authors

Melanie Schlotterbeck and Terry Watt are both consultants to environmental non-profits and work as part of the Green Vision Core Team for Friends of Harbors, Beaches and Parks.

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Friends of Harbors, Beaches, and Parks
P.O. Box 9256 • Newport Beach, CA 92658
Telephone: (949) 399-3669 • www.FHBP.org