Water Professionals Guide to Land Use Planning in California

State Water Board Training Academy

Jeff Loux
U.C. Davis Extension,
Land Use and Natural Resources

Key Topics

- Overview of the Local Planning Process
- Historical and Current Approaches to Planning
- Water Resources in Community Development: what happens now; how we could address water differently (Water Wise Urbanism)
- Various Layers of Planning Law and Practice
- Several “hands on” class exercises
- Course Summary and Wrap-up

How the Water Boards Might Interact with Local Land Use Planning in Cities and Counties

- General plans and specific plans
- NPDES, storm water (construction sites), 401, 404, wastewater treatment permits, recycled water use
- Clean-up sites and redevelopment, landfill discharges
- TMDLs
- Special ordinances (stream set-back, grading, water conservation)
- Enforcement actions
- Water rights

So many hats!!
(So little time!)

Overview of the Structure and Foundation of Land Use Planning in California:
Jello Without the Mold

State and Regional Land Use Planning and Regulation

- **State Level**
  - General legislation and regulations
  - No local planning power
  - AB 32 and SB 375
  - Funding regional blueprints
- **Regional**
  - Planning for transportation and housing
  - Integrated Regional Water Management Plans
  - No direct land use powers
  - But, big push for regional growth blueprints

Office of Planning and Research (OPR)

- **Duties**
  - Policy arm of the Governor's Office
  - Planning assistance
- **OPR's Land Use Planning Role**
  - Promulgates the *General Plan Guidelines* for cities/counties
  - Provides advice on California planning law and practice

    Conducts occasional studies

    Participates in new or revised legislation
- **OPR's CEQA Role State Clearinghouse**
  - Facilitates state agency review of EIRs and NDs
  - Receives notices of exemption and determination
  - Can designate lead agency when asked to intervene in dispute among agencies
  - Contributes to CEQA Guidelines

Regional Planning Agencies

- **Increasingly, preparing regional land use plans**
  - No direct control over land use
  - Regional land use plans are not enforceable
  - SACOG Blueprint; SANDAG, ABAG and SCAG have similar guidelines; other regions beginning
- **Transportation planning and funding**
- **Housing element and population projections**
- **Funding conduits**
  - Federal and state transportation funding
  - Federal and state grants

Local Government Structure

- **General purpose government: cities & counties.**
  - Corporate power: the power to do things
  - Police power: the power to regulate behavior
  - Amendment X: reserved power
- **Limited purpose government: special districts**
  - Corporate but not police powers
  - A California invention

Limiting Legal Factors

- **U. S. and California Constitution (private property rights v. community/government interests)**
  - 5th Amendment – the government can not take private property without just compensation
  - 14th amendment – due process and equal protection
- **U.S. & California statutes**
- **Federal & state court interpretations**

Major Laws Affecting Land Use in California

- Planning, Zoning & Development Law
- General Plan Law
- Subdivision Map Act
- California Environmental Quality Act
- California Redevelopment Law
- U.S. & California Clean Air Acts
- U.S. & California Endangered Species Acts
- U.S. Clean Water Act and Porter Cologne
- SB 375 (Regional Smart Growth Plans) and AB 32 (Regional Green house Gas Reduction Plans)

Five types of local governments & how to remember them.

I. Counties: Rodney Dangerfield.

II. Cities: Greta Garbo.

III. Special districts: Lily Tomlin

IV. School districts: McCauly Caulkin.

V. Redevelopment agencies: Madonna.

Who's Who: Typical Interest Groups in the Land Planning Process

- Real Estate Developers, Builders, and Engineers/Planners/Architects
- Citizen/Homeowner Groups
- Advocacy Groups (housing, environment, etc.)
- Government agencies (fight over revenues and responsibilities)

Differing Views of Land in The Planning Process

LAND AS RESOURCE:

to be preserved and protected

(Homeowners, Environmentalists, Agencies, NGOs, consulting professionals sometimes, cities, counties)

LAND AS COMMODITY:

to be bought, sold and changed for profit

(developers, resource extractors, banks, consulting professionals sometimes, homeowners sometimes, agencies sometimes, cities, counties)

LAND AS A CONTEXT FOR LIVING

(residents, businesses, community institutions, cities, counties)

Who's who: the hats that city and county staff wear

- Mayor/Council: political capital
- City Manager: can I count to 3?
- City Planning Director: good planning and can the CM count to 3?
- Planning Commissioner: good planning, but may not have knowledge
- Redevelopment Director: holds all the $
- Staff Planner: good planning
- Public Works Director: safe, efficient, count to 3
- Staff Engineer: safe, efficient
- Public Safety: safe

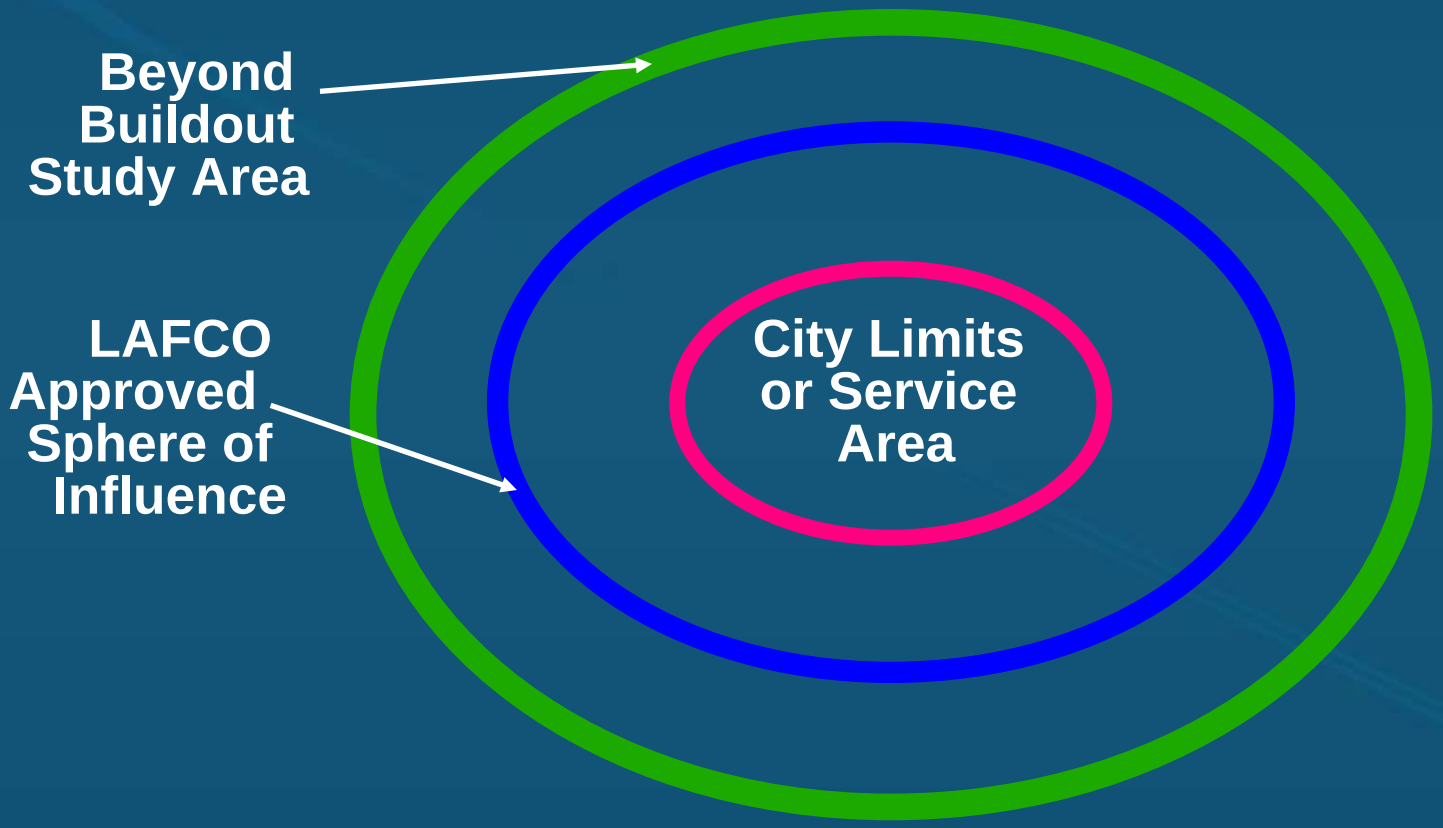
Who controls local boundaries?

- LAFCO: an independent commission in each county; 2 county supervisors, 2 city council members, 2 from special districts, 1 public at large
- Discourage sprawl, encourage orderly government, encourages revenue neutral transactions, discourage farmland conversion
- Controls city and special district boundaries, not counties
- Operates under a strengthened law since 2002

LAFCO spheres of influence and annexations

- Proposed ultimate boundary and service area; 10 and 20 year spheres
- Can't directly regulate land use, but under the 2001 law can establish service requirements, mitigate for impacts, and require regional coordination
- Local facilities and services influence land use as does revenue

Generic LAFCO Boundaries



Current Social, Political and Economic Issues In California Planning

OR:

WHAT'S A NICE STATE LIKE YOU DOING IN A MESS LIKE THIS?

Trends Affecting Planning in California

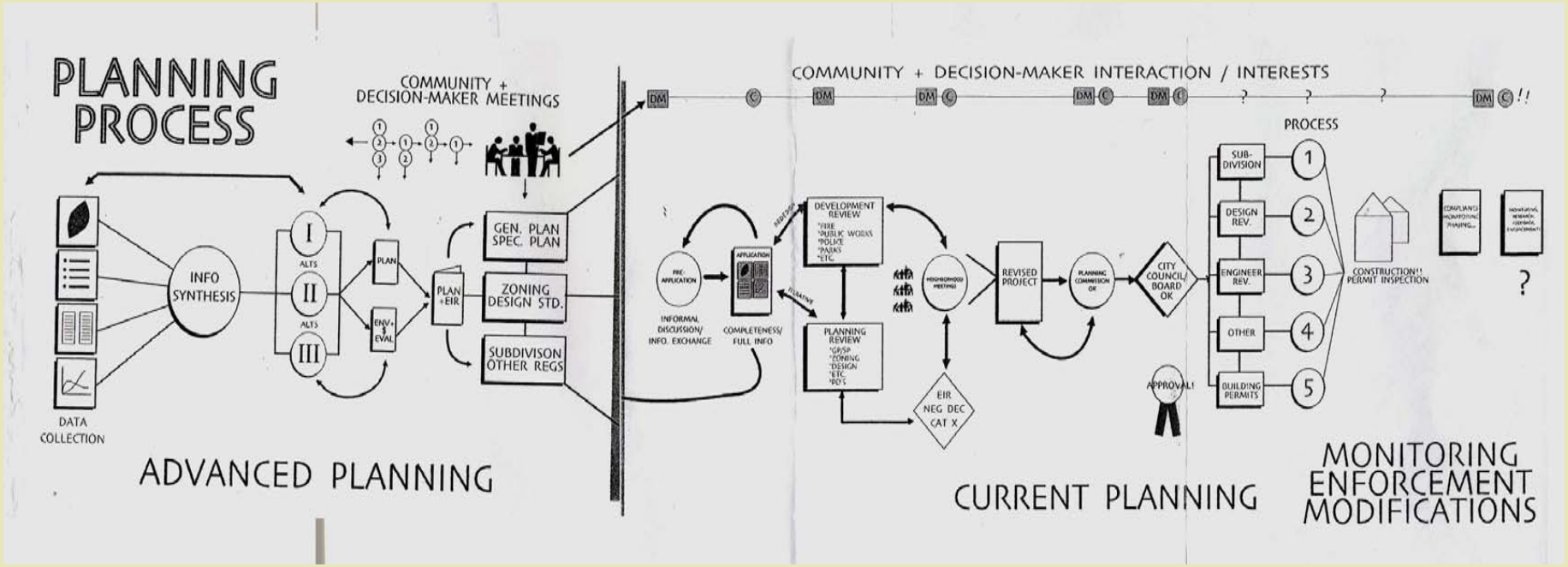
- Economic stagnation and revenue loss
- Continued population growth & demographic change (500 K per year for 60 years, diverse)
- Redistribution of population within state and metropolitan areas (Coastal Metro, Inland Empire, Sacramento Valley, San Joaquin Valley)
- ***Crisis*** in local government organization & finance
- Ups and downs in real estate market

Issues in California Planning

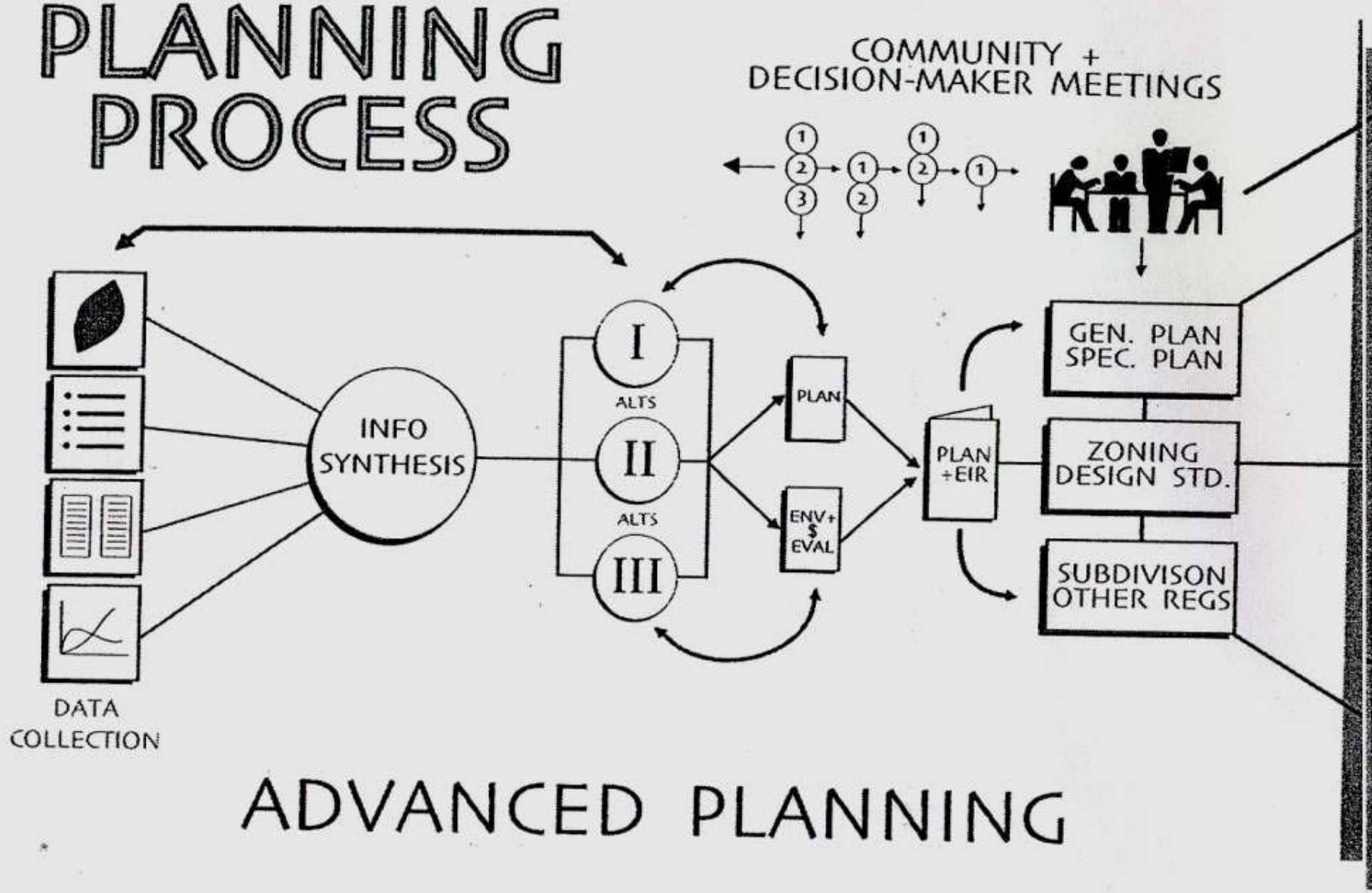
- Political nature of process
- Fiscalization of land use
- Competition and lack of cooperation among jurisdictions and between agencies
- Sprawling v. Compact urban form (so called smart growth v. traditional forms)
- Economic development and jobs
- Role of State government in planning policy
- Movement toward sustainability, "green" especially with respect to GHG, energy, water, transportation and habitat management

The Ideal Planning Process vs. The Real Planning Process

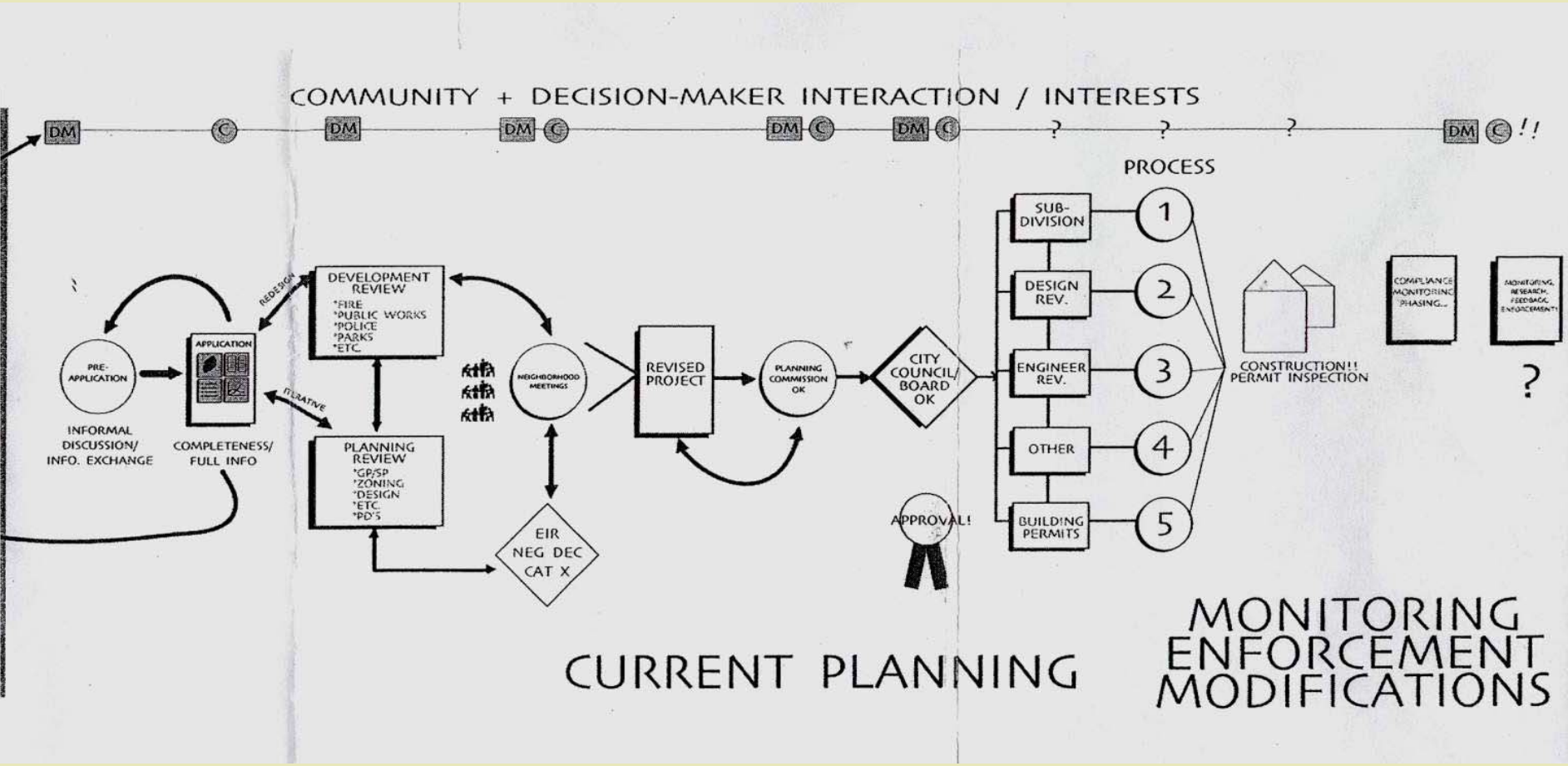
- Comprehensive data v. best available information (in a hurry with no $)
- Comprehensive planning vs. focused on the “development crisis du jour”
- Well coordinated process with all departments and agencies vs. piece-meal and too little too late
- Objective and analytical vs. political
- Meaningful public and agency involvement vs. ad hoc or hijacked public participation


PLANNING PROCESS
COMMUNITY + DECISION-MAKER MEETINGS
COMMUNITY + DECISION-MAKER INTERACTION / INTERESTS
DM
INFO SYNTHESIS
DATA COLLECTION
I
II
III
ALTS
ALTS
PLAN
ENV + $ EVAL
PLAN + EIR
GEN. PLAN SPEC. PLAN
ZONING DESIGN STD.
SUBDIVISON OTHER REGS
PRE-APPLICATION
INFORMAL DISCUSSION/ INFO. EXCHANGE
APPLICATION
COMPLETENESS/ FULL INFO
DEVELOPMENT REVIEW
*FIRE
*PUBLIC WORKS
*POLICE
*PARKS
*ETC.
PLANNING REVIEW
*GP/SP
*ZONING
*DESIGN
*ETC.
*RO'S
NEIGHBORHOOD MEETING
EIR NEG DEC CAT X
REVISED PROJECT
PLANNING COMMISSION OK
CITY COUNCIL/ BOARD OK
APPROVAL!
PROCESS
SUB-DIVISION
DESIGN REV.
ENGINEER REV.
OTHER
BUILDING PERMITS
1
2
3
4
5
CONSTRUCTION!! PERMIT INSPECTION
?
ADVANCED PLANNING
CURRENT PLANNING
MONITORING ENFORCEMENT MODIFICATIONS

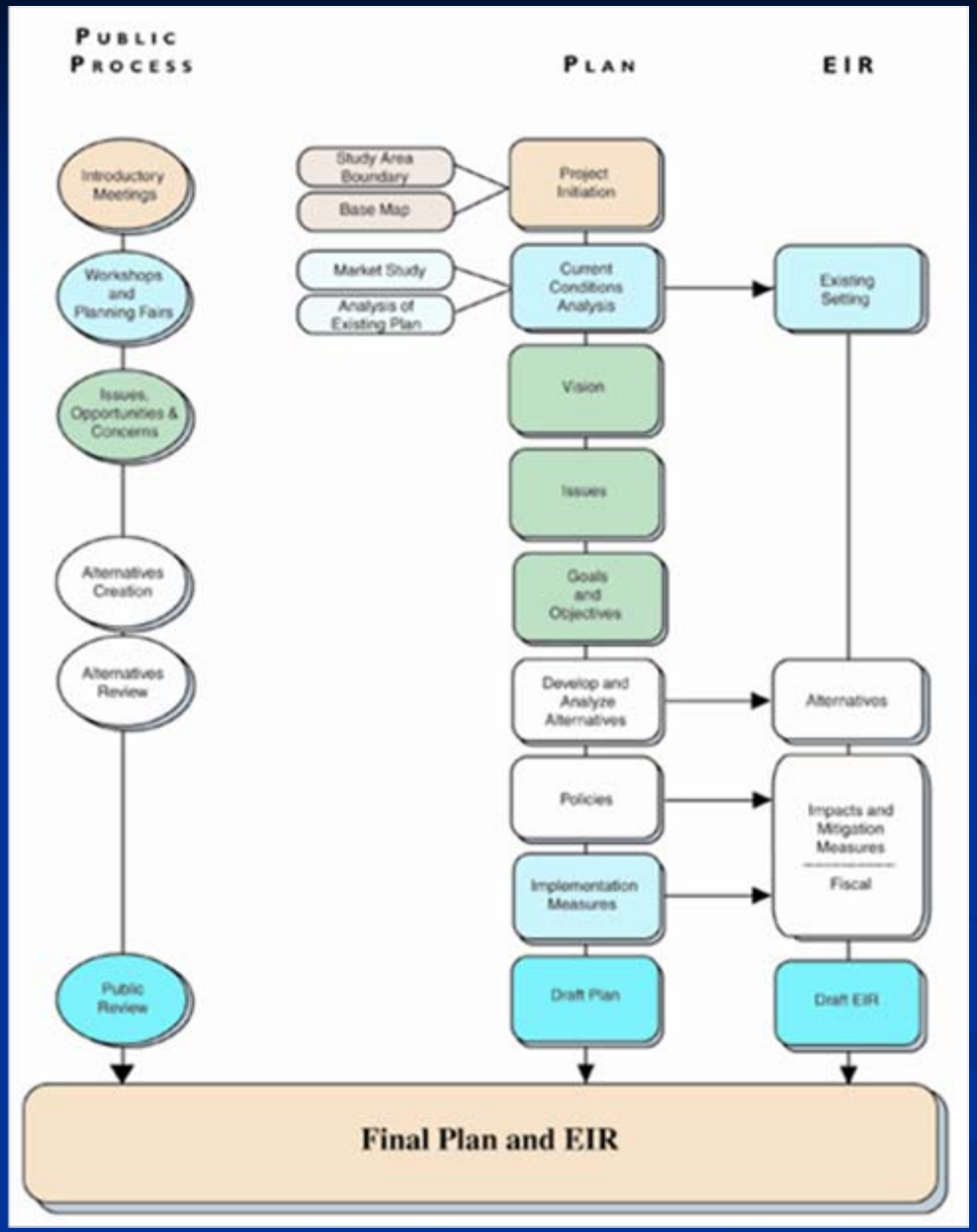
PLANNING PROCESS



ADVANCED PLANNING


COMMUNITY + DECISION-MAKER INTERACTION / INTERESTS
DM
C
?
!!
PROCESS
PRE-APPLICATION
INFORMAL DISCUSSION/ INFO. EXCHANGE
APPLICATION
COMPLETENESS/ FULL INFO
REDESIGN
ITERATIVE
DEVELOPMENT REVIEW
*FIRE
*PUBLIC WORKS
*POLICE
*PARKS
*ETC.
PLANNING REVIEW
*GP/SP
*ZONING
*DESIGN
*ETC.
*PD'S
NEIGHBORHOOD MEETINGS
EIR
NEG DEC
CAT X
REVISED PROJECT
PLANNING COMMISSION OK
CITY COUNCIL/ BOARD OK
APPROVAL!
SUB-DIVISION
DESIGN REV.
ENGINEER REV.
OTHER
BUILDING PERMITS
1
2
3
4
5
CONSTRUCTION!! PERMIT INSPECTION
COMPLIANCE MONITORING PHASING...
MONITORING, RESEARCH, FEEDBACK, ENFORCEMENT!
?
CURRENT PLANNING
MONITORING
ENFORCEMENT
MODIFICATIONS

THE PLANNING PROCESS



Class Exercise: Analyze a Site

- Opportunities for development: mix of uses and densities, people places, views, circulation, bikeways, transit, park or infrastructure improvement
- Constraints: slopes, soils, hydrology, farmland, habitat, flooding, traffic and safety, neighborhood issues

Water and Land Use…

Why don't we plan land use and water resources collaboratively?

- Fragmented jurisdictions – special districts and agencies involved in water, cities and counties involved in land use
- Different missions and decision-makers
- Different professional cultures and approaches
- Different planning horizons and planning tools
- Fear of each other's technical black boxes
- Fear of being caught up in the "growth wars"

How can linking land use planning and water resources help?

- By carefully connecting future growth to water needs means less costly infrastructure, less impact to aquatic resources
- Higher levels of water conservation and reuse means reduced need for additional water, less costly infrastructure and reduced impact on streams, wetlands and ground water
- Connecting water needs with source quality means lower cost and reduced water use (e.g. raw water or recycling for green space and industrial use)

How can better land use planning linked to water resources help?

- Low impact development solutions for storm water mean easier storm water permitting, reduced water quality impacts, ground water recharge and less hydro-modification

- Protection and restoration of reservoirs, watersheds, streams, creeks, drainages, wetlands and ground water recharge areas

- State funding is increasingly tied to regional collaboration , integrated water resources planning , water conservation performance

- Education and awareness of the links between land use and water lead to better decision-making and better projects

Convergence of Legislation, Court Decisions and Programs Focused on Linking Water + Land Use

- SB 610, Land use plans and water supply
- SB 221, Subdivision and water supply
- Flood management plans and requirements
- State Water Plan 2005, 2010
- Urban Water Management Plans 2000, 2005, 2010
- LAFCO requirements 2001
- OPR 2002 General Plan Guidelines: Water Element
- TMDL's
- Storm Water permits and LID
- Sunrise/Douglas Specific Plan Supreme Court ruling
- Prop 50 and 84 and ?: integrated regional water resources plans, grant requirements
- Landscape Water conservation
- 20 by 2020
- Council (CUWCC) progress and new BMPs
- Delta bills, water conservation bills…..

What happens to the water cycle when we develop communities, towns and cities?

Water supply and demand

Water quality

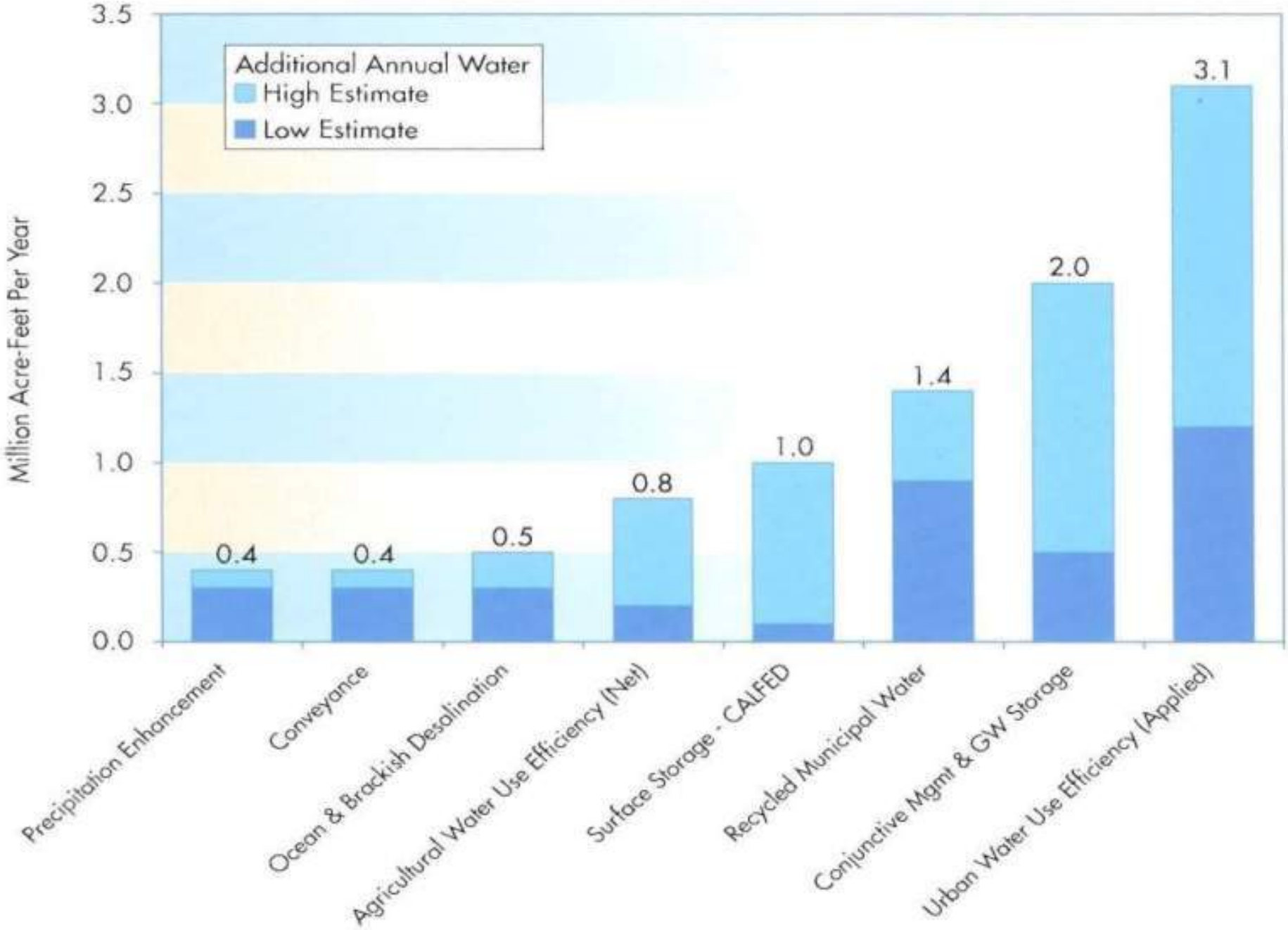
Storm water, drainage and flooding

Aquatic resources such as streams and wetlands

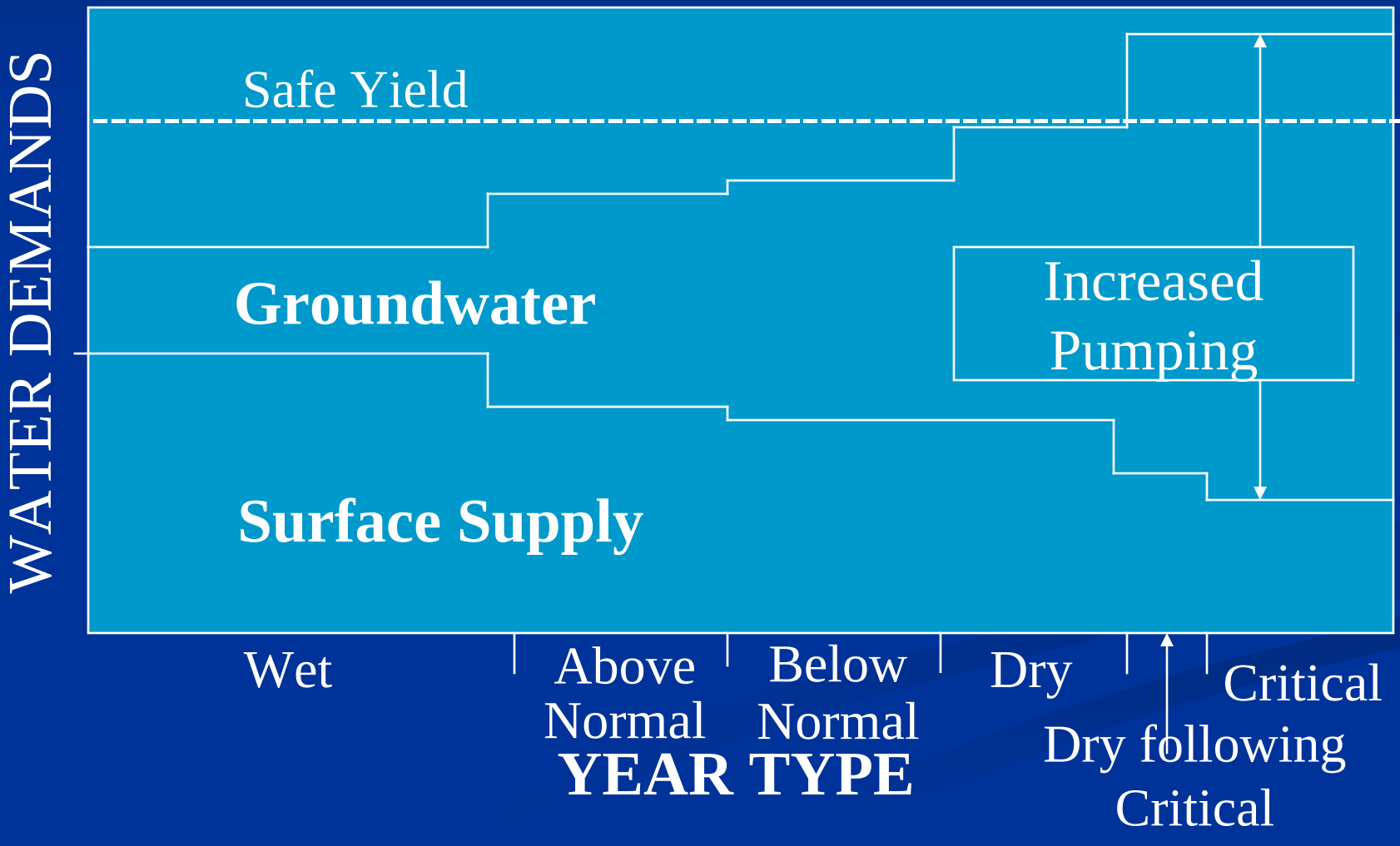
Water Reliability / Increasing Demands

We need sufficient treated water: where will it come from, how do we store and covey it, at what costs and what impacts?

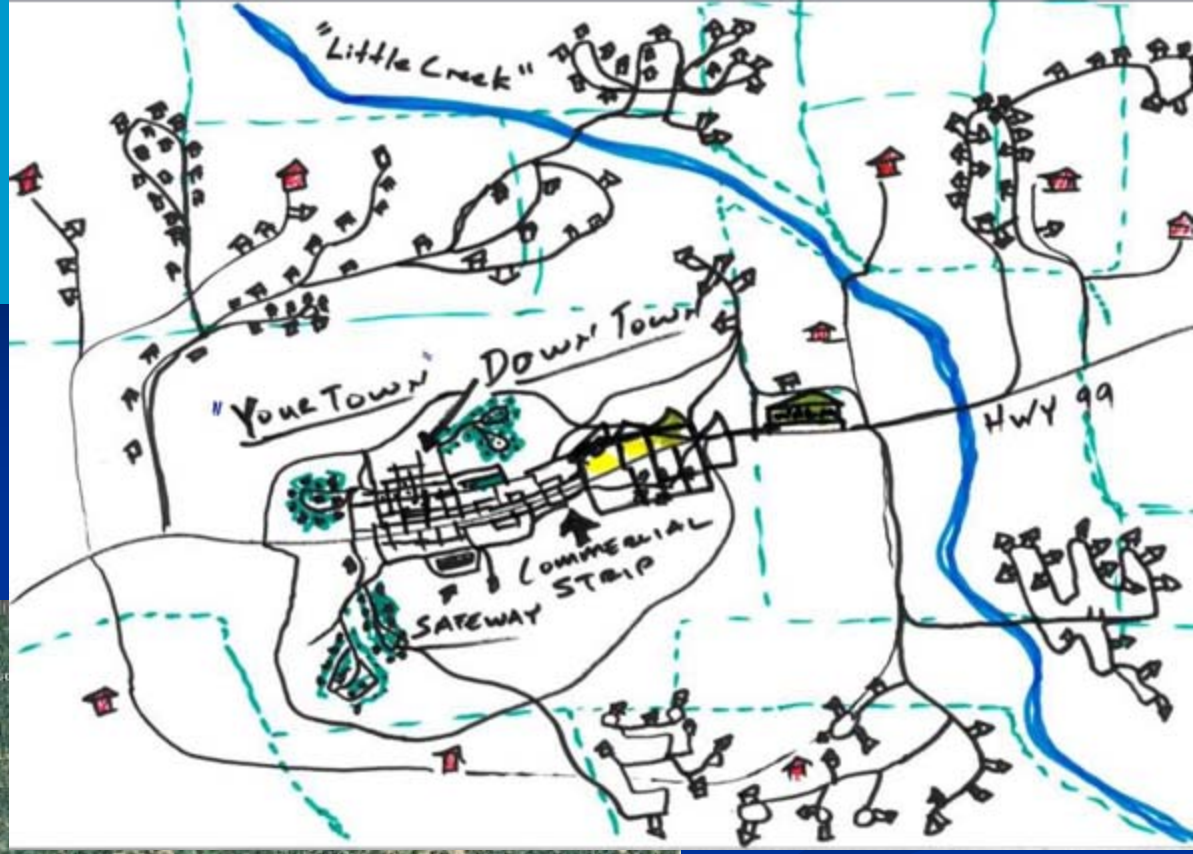
Figure 1-1 Range of additional annual water for eight resource management choices



Conjunctive Use of Surface and Groundwater



“Infrastructure Nightmare”



Water Quality

- Wastewater / Septic systems
- Storm water runoff, non-point source pollution
- Impacts to streams, rivers, etc.
- Flooding , erosion and sedimentation

Wastewater Treatment

- Traditional wastewater treatment and discharge
- Septic and leach field systems
- Community package plants
- Unique wetlands treatment systems
- Living machine systems

MORE WATER FASTER

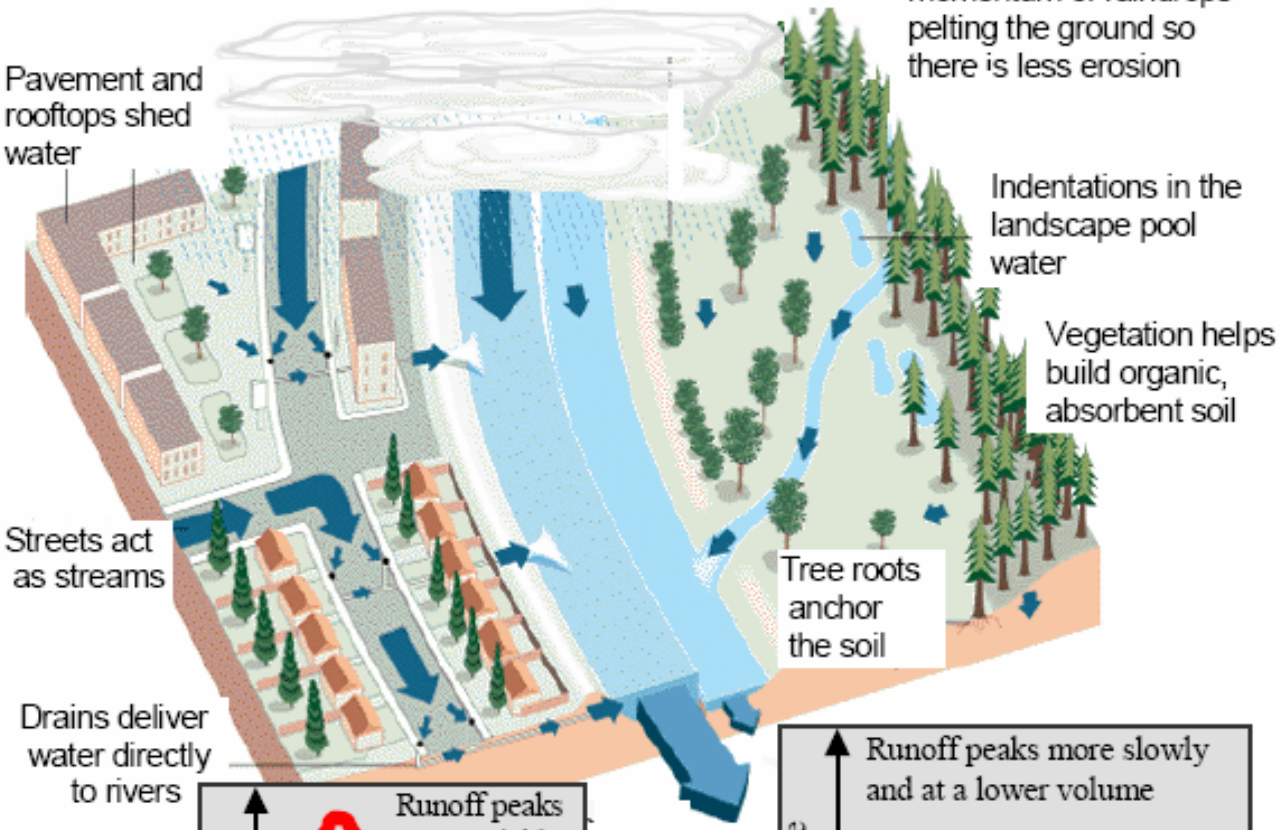
Urban growth changes the way rain runs to rivers and streams

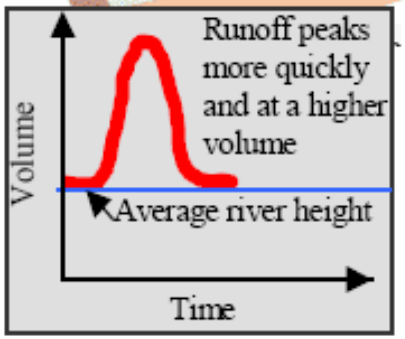
Developed landscape

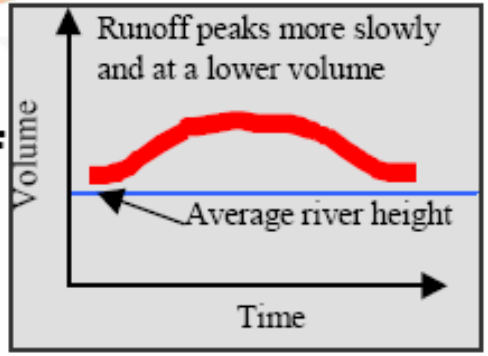
Rain pours more quickly off cities and suburbs

Natural Landscape

Grass, trees, brush, and soil help soak up rain and slow runoff

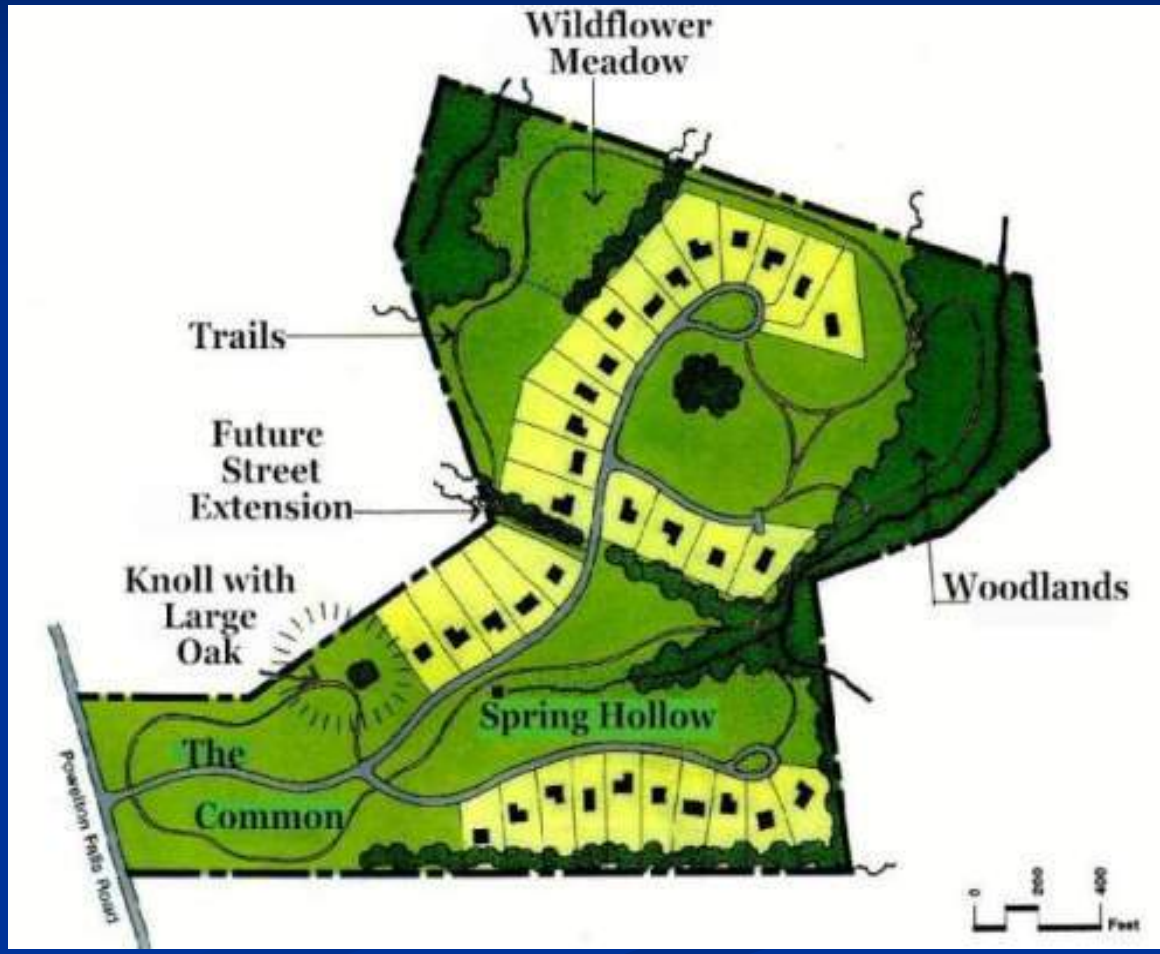




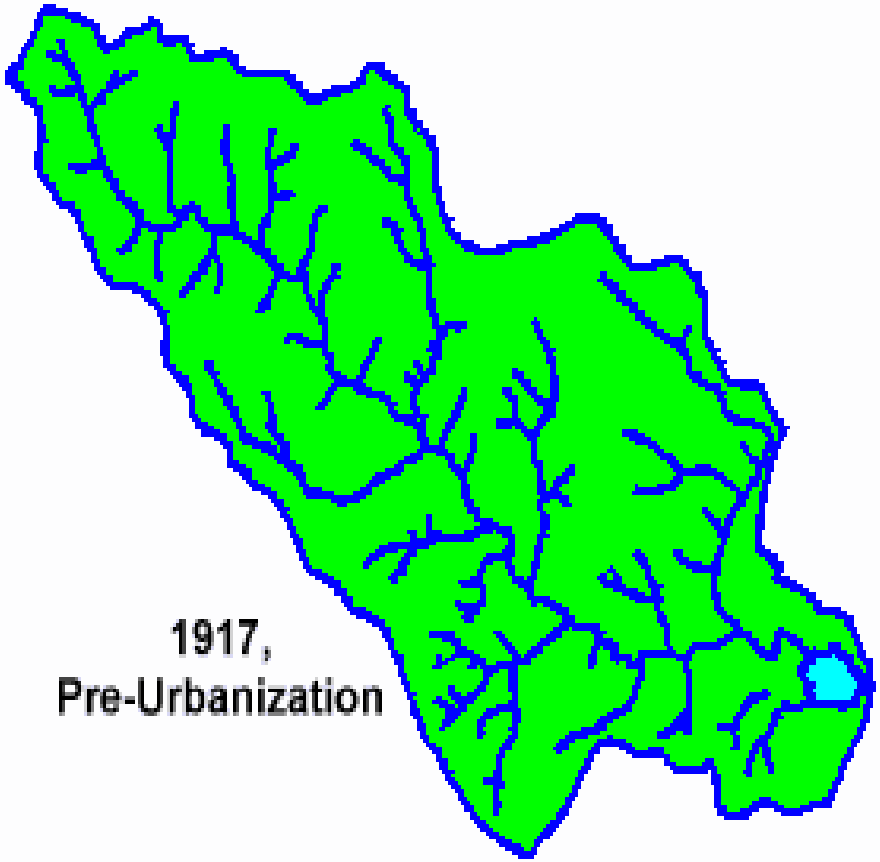


Impacts to Natural Resources

- Riparian zones and trees
- Creeks and streams
- Wetlands
- Buffers
- Critical Habitat Areas
- Ponds and lakes
- Ranch and Ag Lands
- Open space

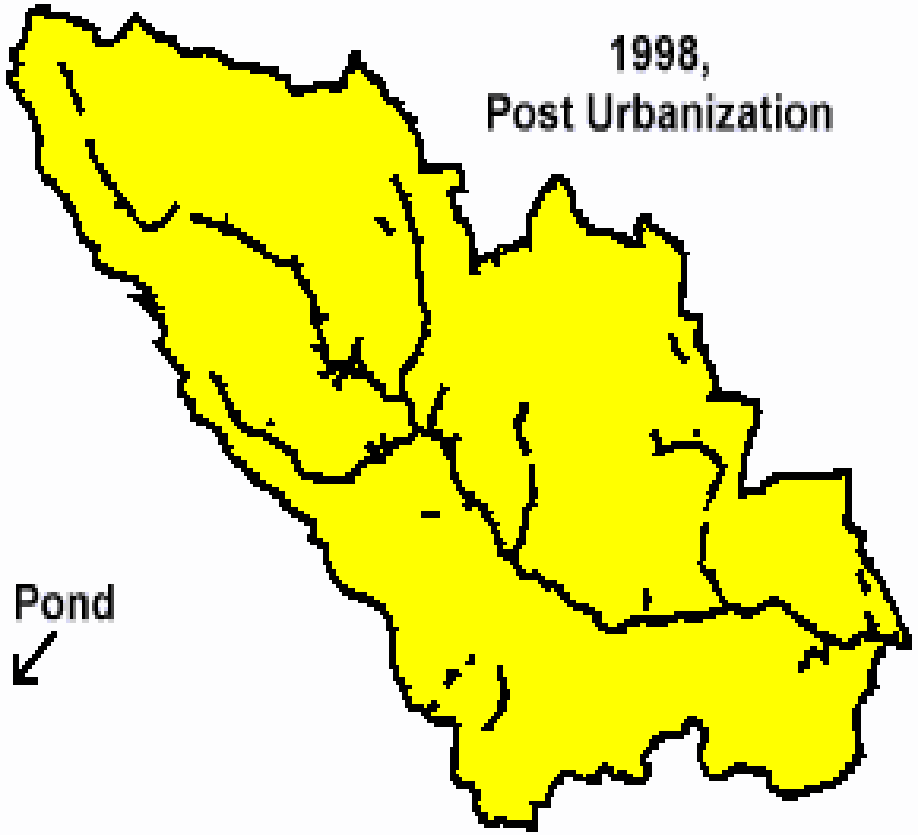


The Effect of Urbanization on the Natural Drainage Network in the Four Mile Run Watershed



1917,
Pre-Urbanization

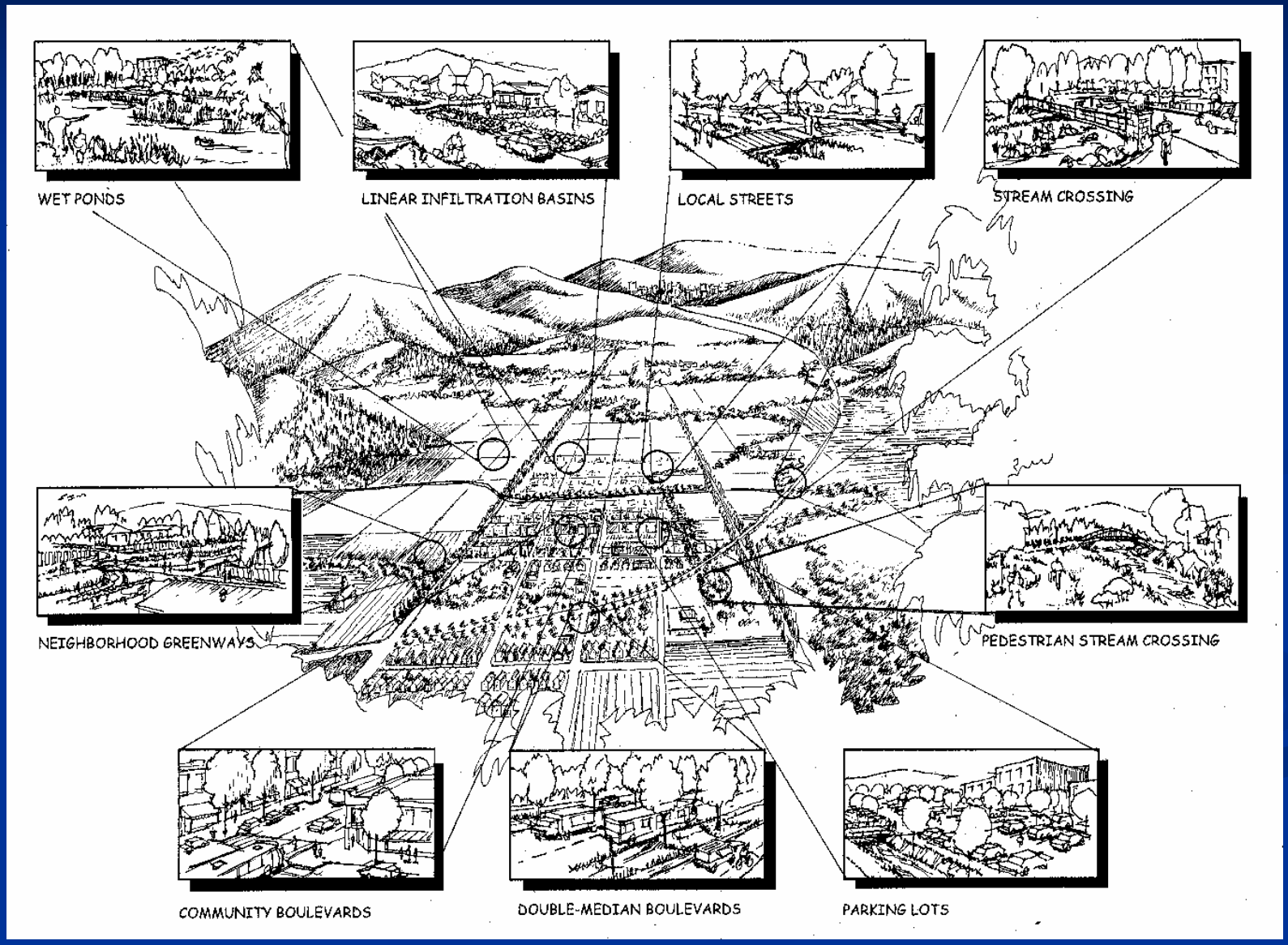
Pond



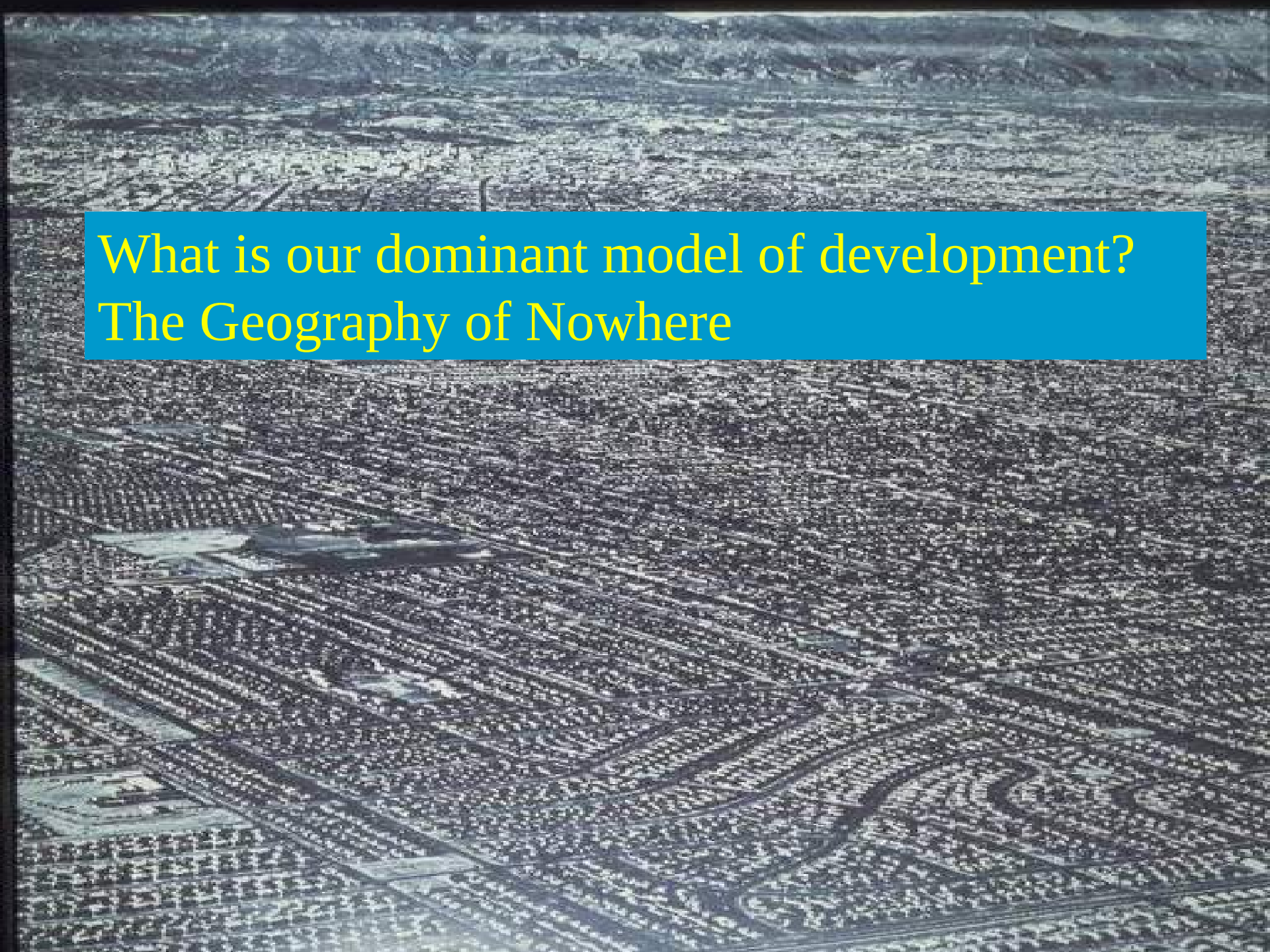
1998,
Post Urbanization

Over 35 miles of natural drainage were replaced by storm sewers.

What can we do to better integrate land use planning with water resources management?



A Bit of History of Planning and Principles for Sustainable Communities



What is our dominant model of development? The Geography of Nowhere

Post-1945 Suburbs: The Geography of Nowhere

- Low density (too low to support transit)
- Land and resource intensive
- Single purpose, isolated districts
- Segregation of housing types by incomes
- Residential garagescape
- Wide streets
- Surface parking
- No green building
- Food service (and everything else) for cars
- Discontinuous street pattern
- Limited public gathering spaces

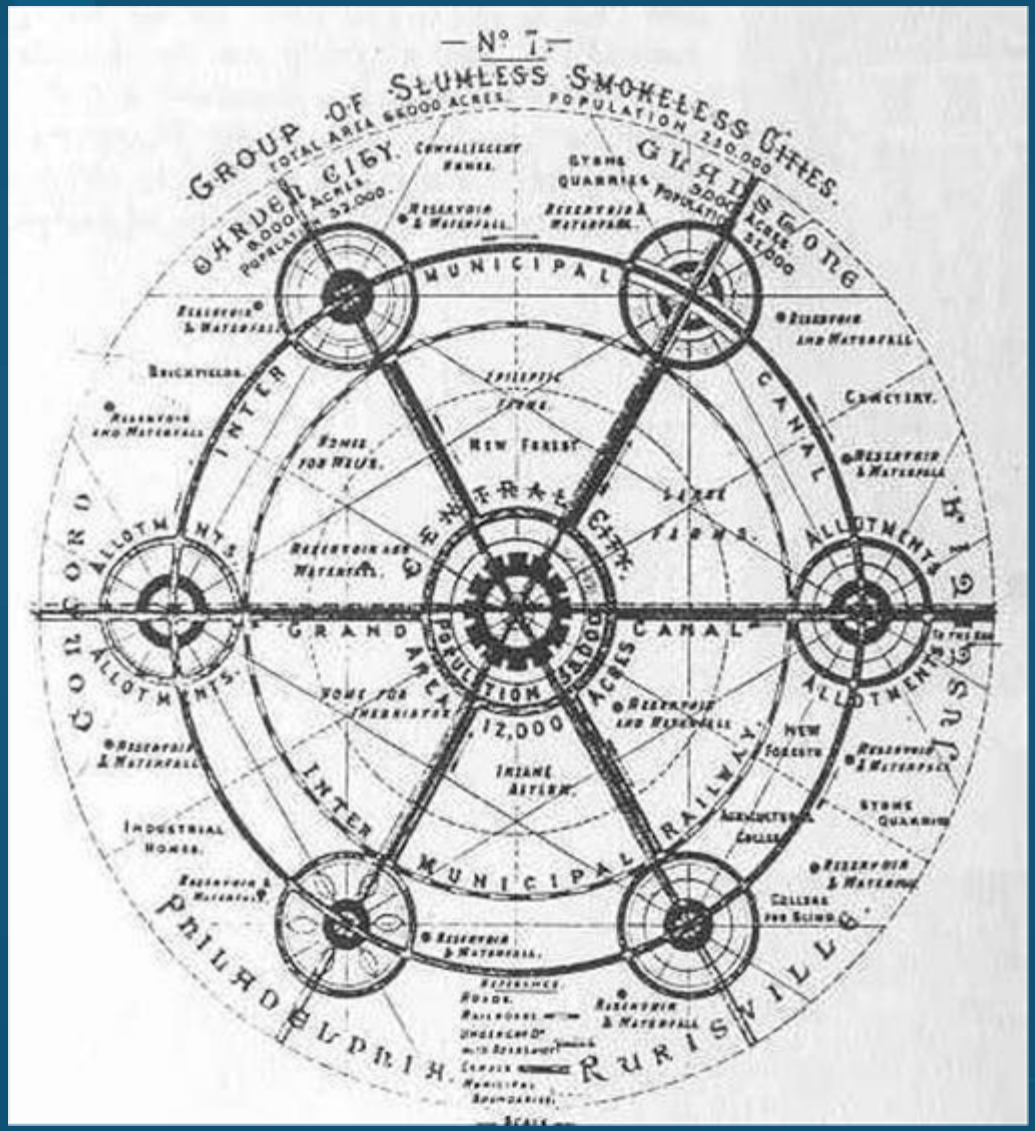

© 2001 WAC Corp.

Where Did it Come From?

- Response to crowded, chaotic cities
- Dense to be sure, but without advances in public health and infrastructure and without robust economies for all
- First city plans were public health and safety and green space oriented

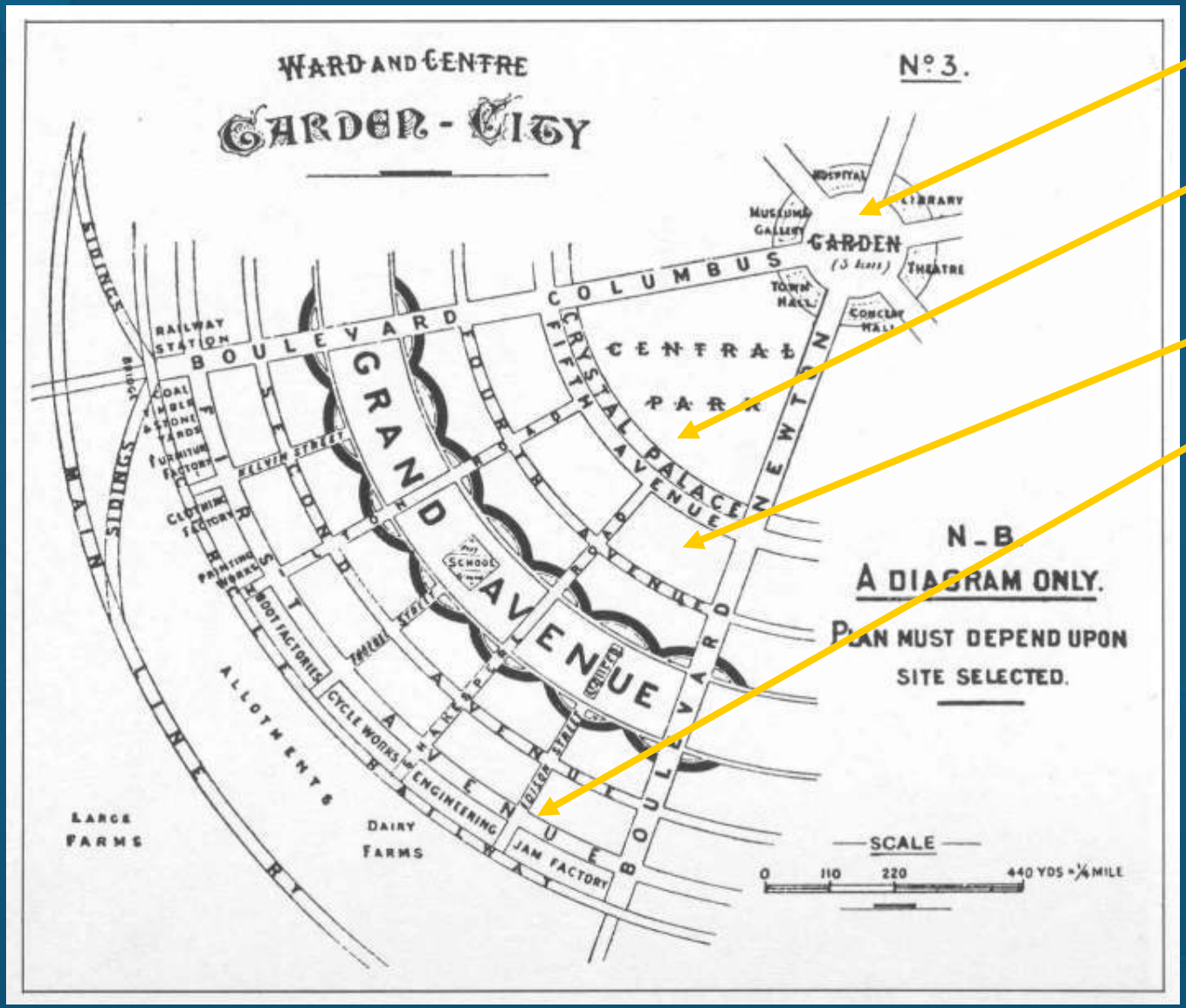
London, looking up Fleet Street

Garden Cities — Ebenezer Howard's plan



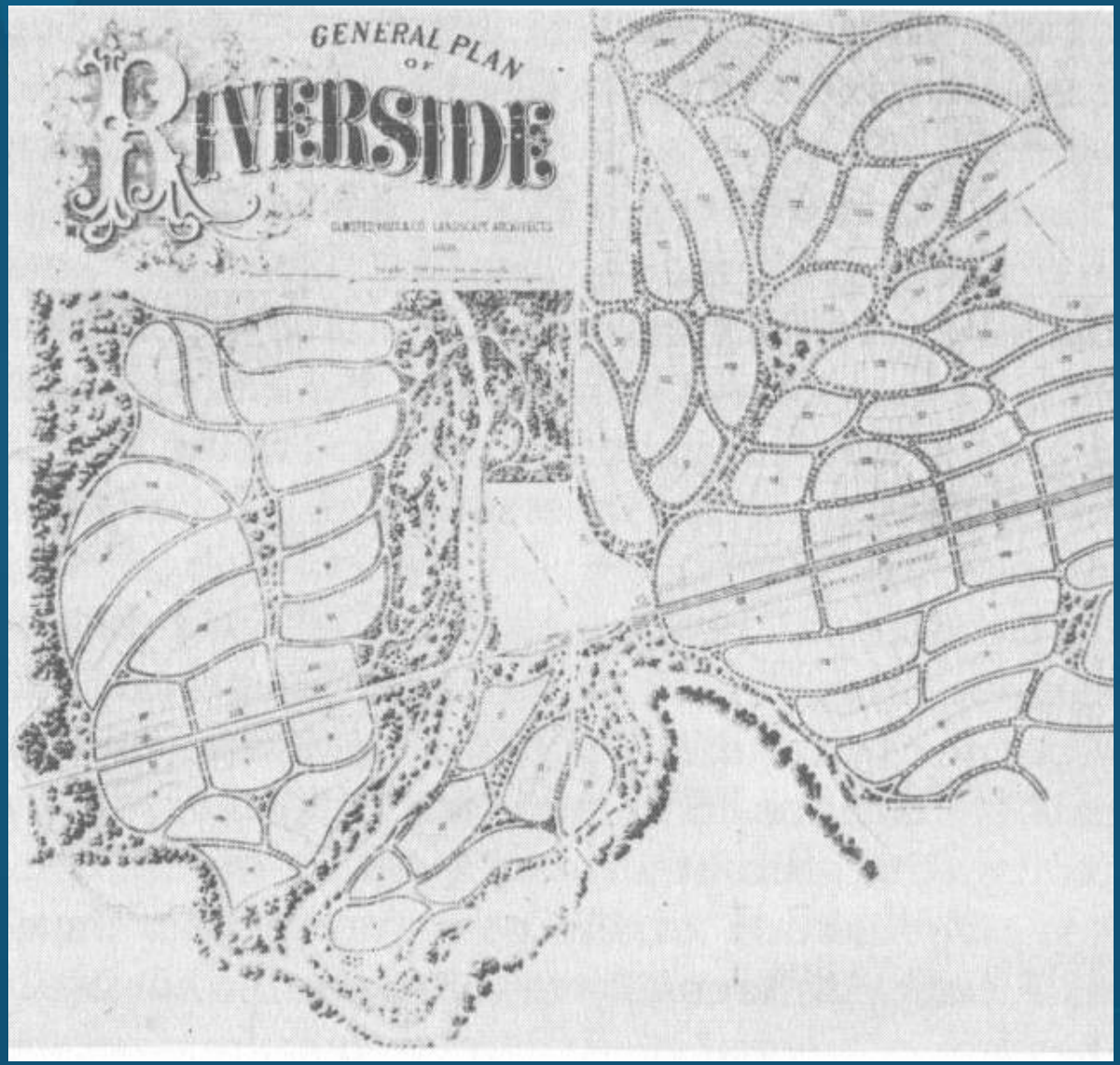
- **1898 published book** *Tomorrow a Peaceful Path to Real Reform* **(later republished as** *Garden Cities of Tomorrow)*
  - Self-contained, self-sufficient communities surrounded by greenbelts
  - Linked in clusters
  - Community for 30,000
  - 6,000 acres
    - 5,000 in agriculture
    - 1,000 for urban area
- **Very influential in establishing model for suburban development**

Garden Cities — Ebenezer Howard's plan



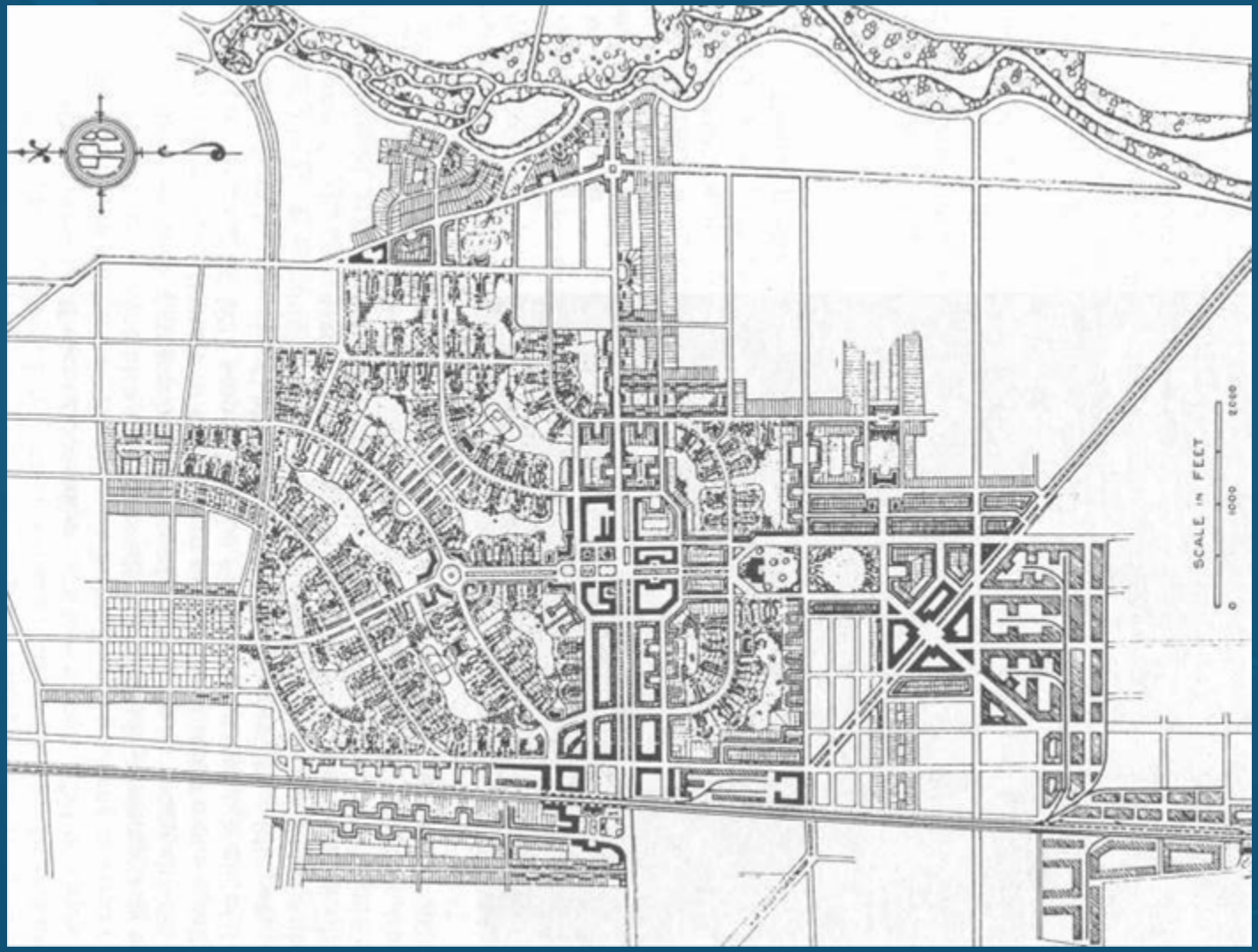
- Civic uses around town center
- Shopping district in enclosed "Crystal Palace"
- Residential districts
- Industry on periphery alongside railroad
- Built Letchworth, 1903 and Hampstead Garden Suburb, 1905
  - First use of cul-de-sac streets

A Glimpse at History: Garden Suburbs — Riverside, IL



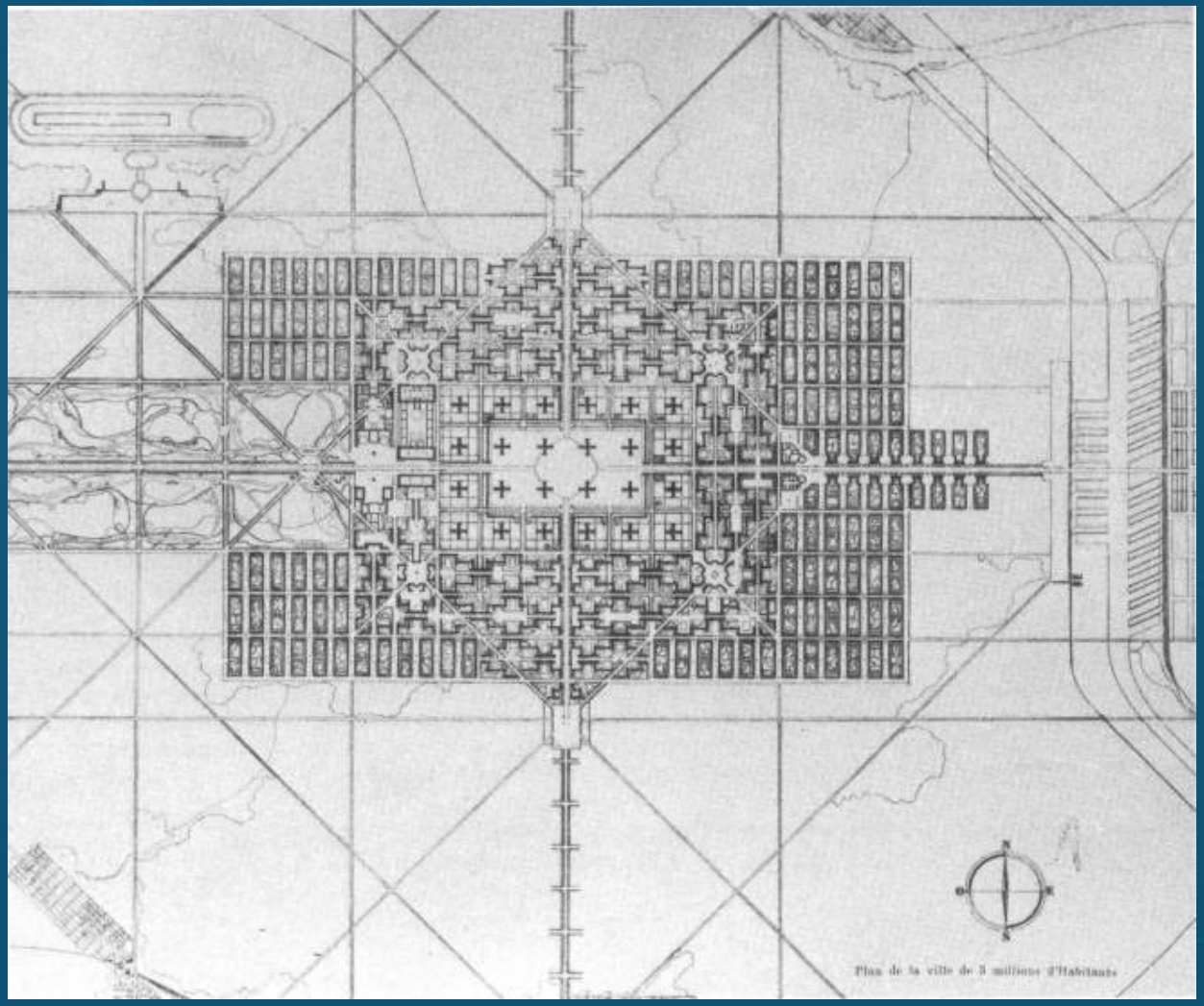
- Early examples in U.S.
- Parks and greenways
- Curving streets inspired by path system of English gardens
- Parklike setting for houses
- Designed by Frederick Law Olmsted, 1869
  - Railroad suburb of Chicago

Garden cities in the U.S. — Radburn, NJ, 1926



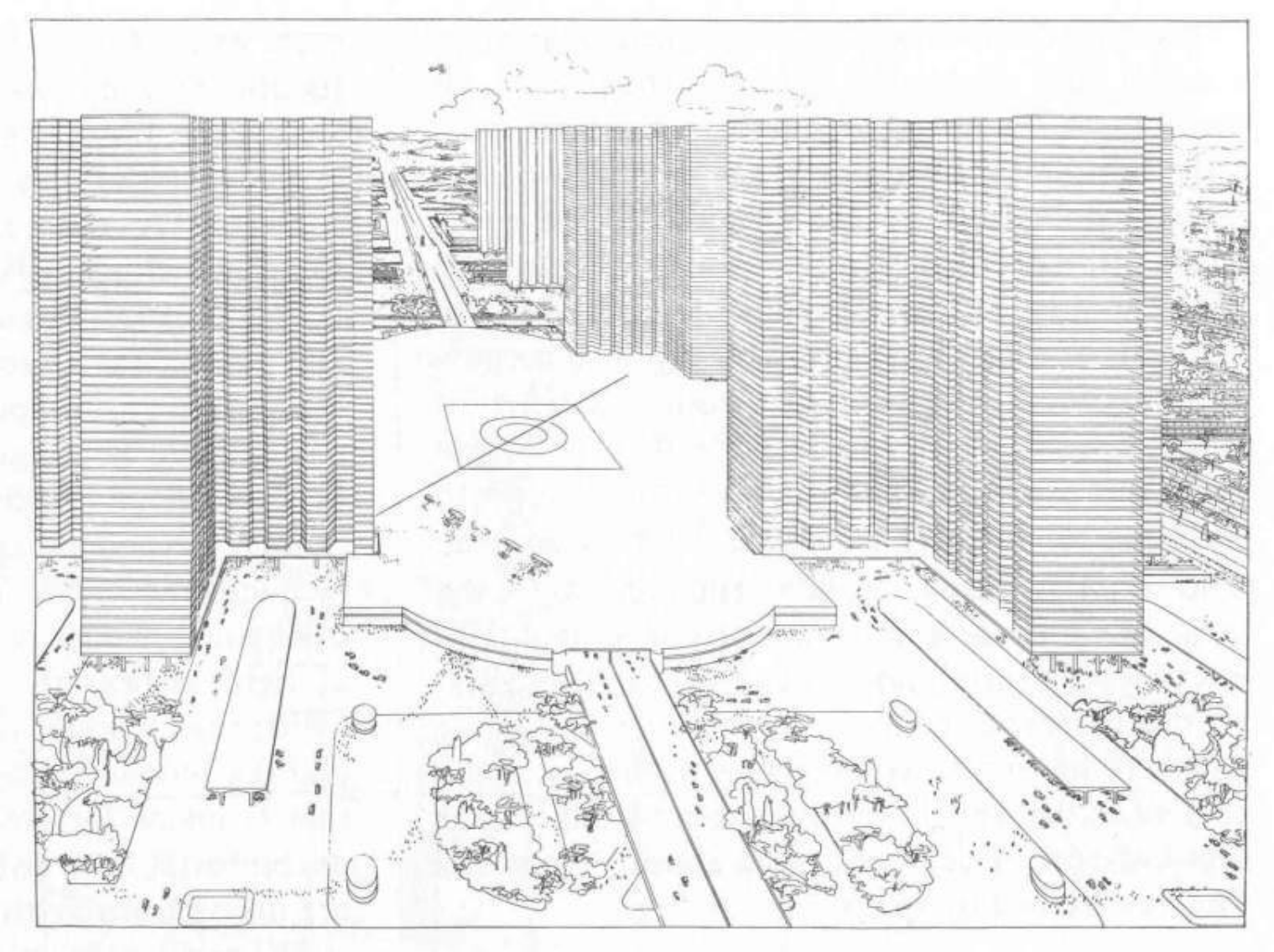
- Planned in consultation with designers of British garden cities (Unwin and Parker)
- Designed by Clarence Stein and Henry Wright
- Greenway system

Modernist City Design and City Beautiful — Le Corbusier



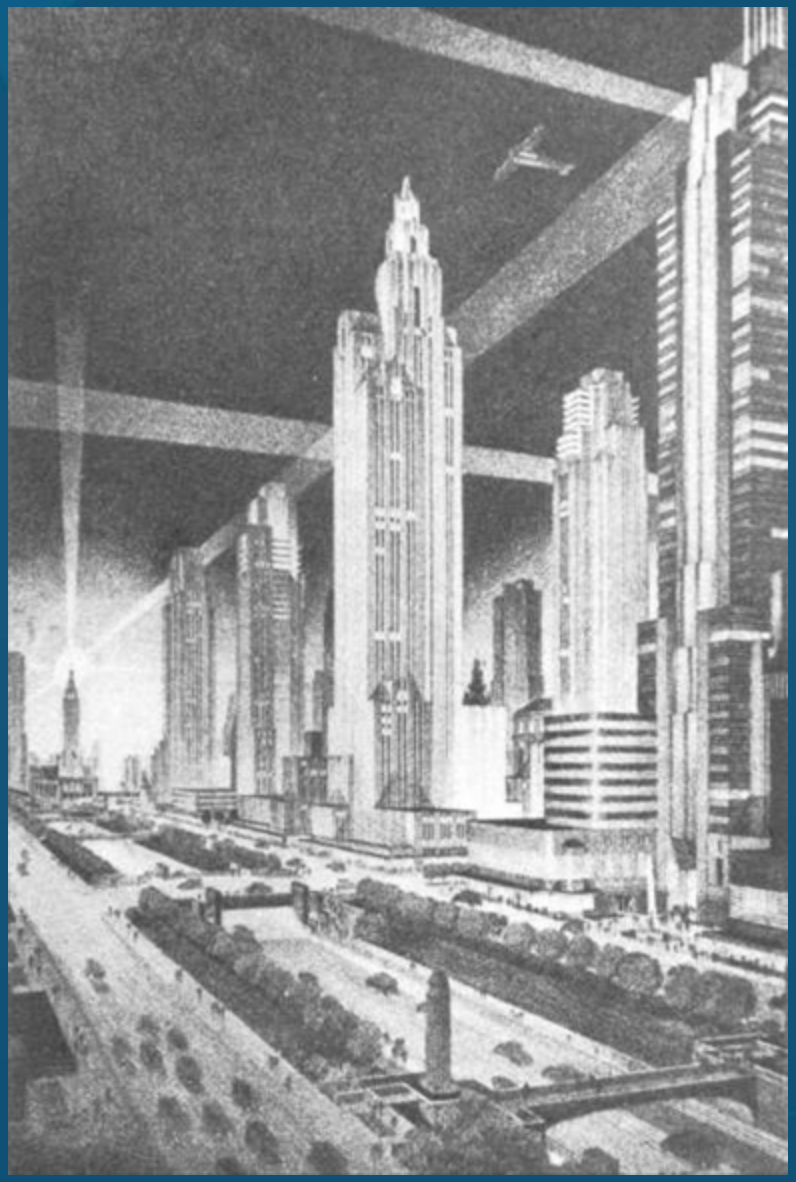
- **Free of past traditions**
- **Modern Age city**
  - Emphasis on cars and tall buildings
  - Limited access highways
- **La Ville Contemporaine**
  - City for 3 million
  - Rectangular grid
  - Transportation terminal for cars, trains, planes and underground transit at intersection of two highways
  - 16 office towers, 60 stories high, separated by parkland
  - Greenbelt around city
  - Envisioned limited access highways

Modernist City Design — Le Corbusier



1922 Perspective drawing of central transportation terminal

Modernist City Design in the U.S.



- **Regional Plan for New York City, 1929**
  - Large office towers
  - Set within complex city
  - Designed by different architects
  - Multilevel transportation system

Modernist City Design in the U.S.

- **The vision becomes reality**
  - Urban renewal in Brooklyn, NY

Modernist City Design in the U.S.

- **The vision becomes reality**
  - Instead of "towers in the park" end up with "towers in asphalt"
  - Houston, TX in 1980s

Modernist City Design in the U.S.

- The vision becomes reality

City Hall Plaza, 1978

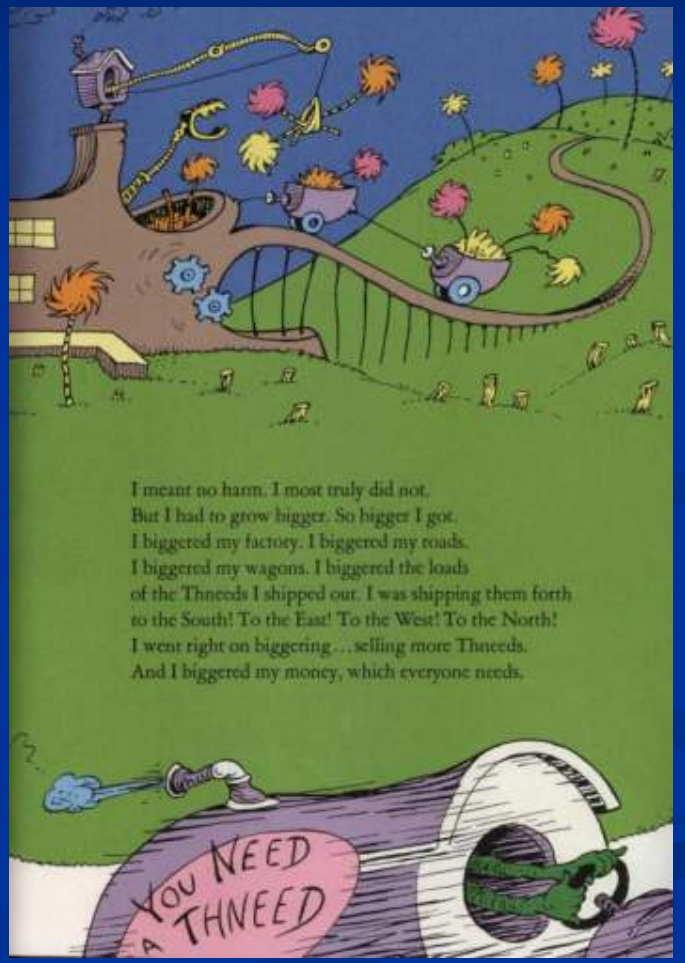
Boston, MA

Creating the Post 1945 American Suburbs

- Fueled by demographics: first Baby Boom; desire for the American Dream – unlimited mobility, an estate/castle, safe, unpolluted, agrarian, bucolic lifestyle, yet close enough to employment
- Fueled by inexpensive home loans, especially for veteran's
- Fueled by National Highways Program
- Fueled by dominant auto industry; loss or buy out of transit opportunities
- Fueled by amazing economic success of the first subdivisions, first malls and first mechanized retail

What are the Costs of this Pattern of Development?

- Loss of creeks, habitat, farmland, watershed land
- High water and energy use
- Traffic congestion, air pollution, water pollution
- Health effects
- High greenhouse gas emissions, VMT, etc.
- Social dislocation and inequities
- Aesthetic and visual issues
- Economic dislocation in inner cities and eventually in aging suburbs
- In other words, not sustainable!



What are the Benefits/Advantages of Suburbs?

- Creation of private wealth, privacy and stability through ownership of property
- Perceived as safe
- Good schools & other infrastructure
- At first, convenient mobility
- Perceived green space

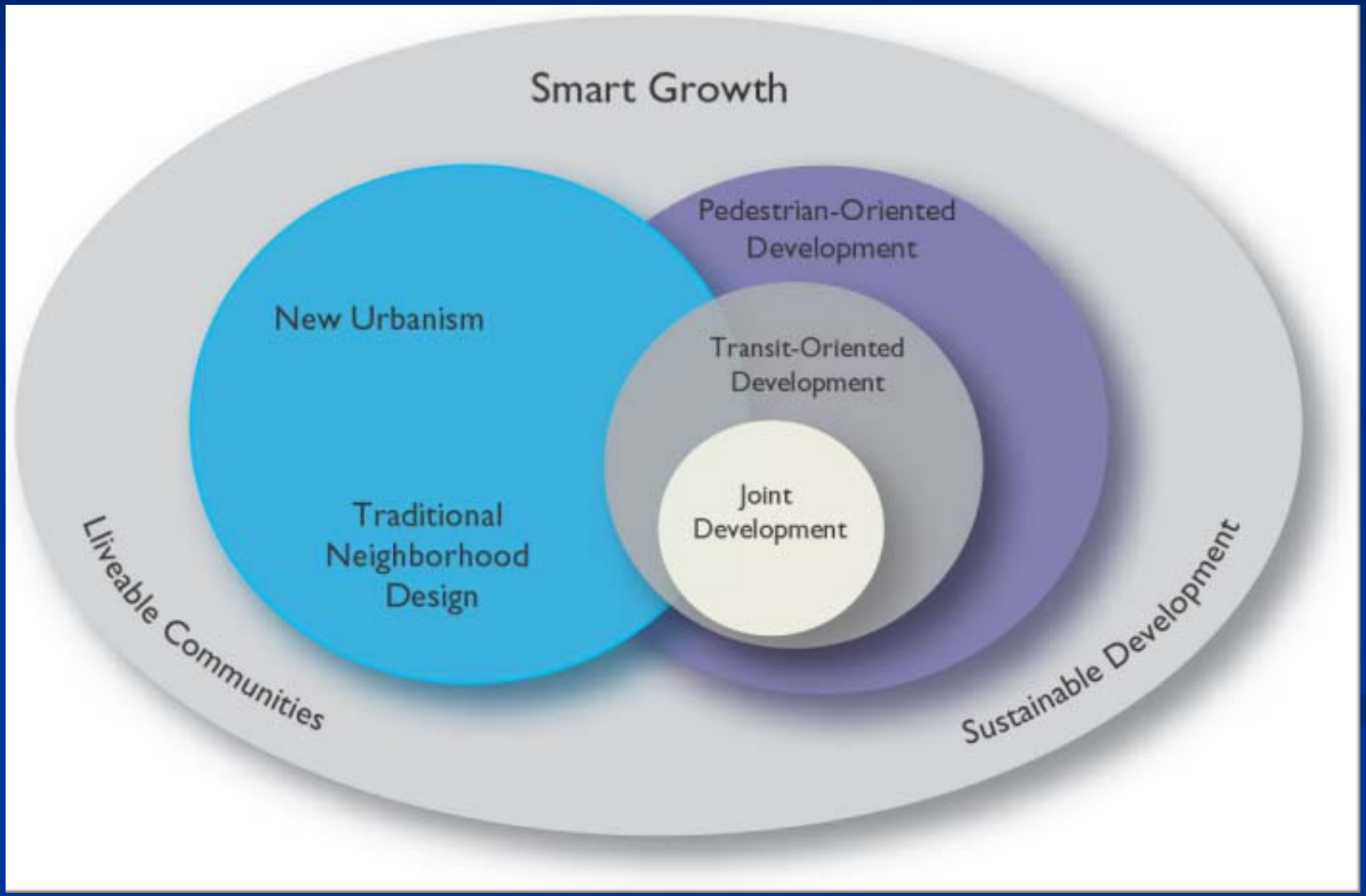
East Coast Sprawl

California Sprawl

East Coast Density

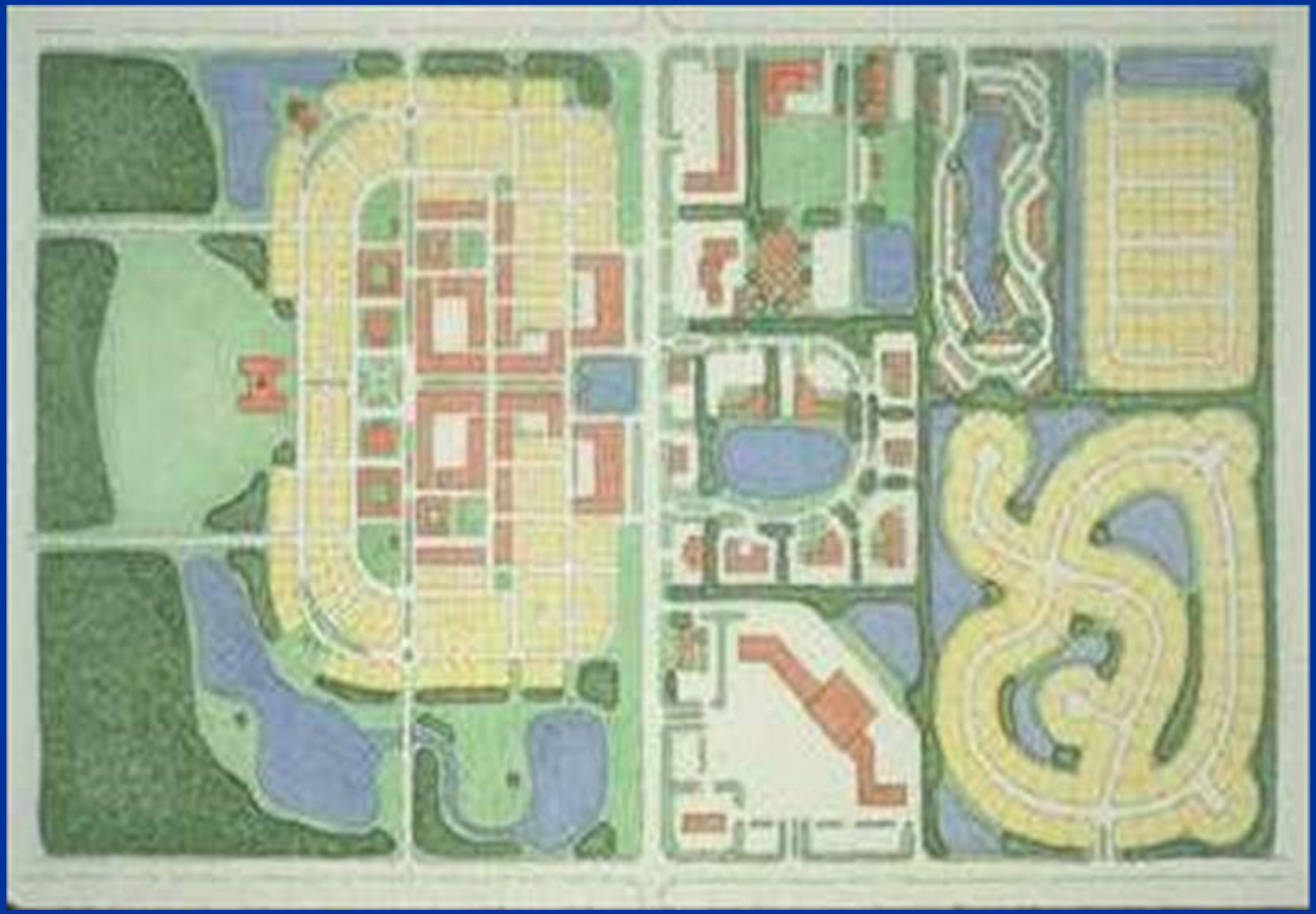
California Density

The Various Colors of Smart Growth



Seven principles of smart growth

Smart Growth/New Urbanism

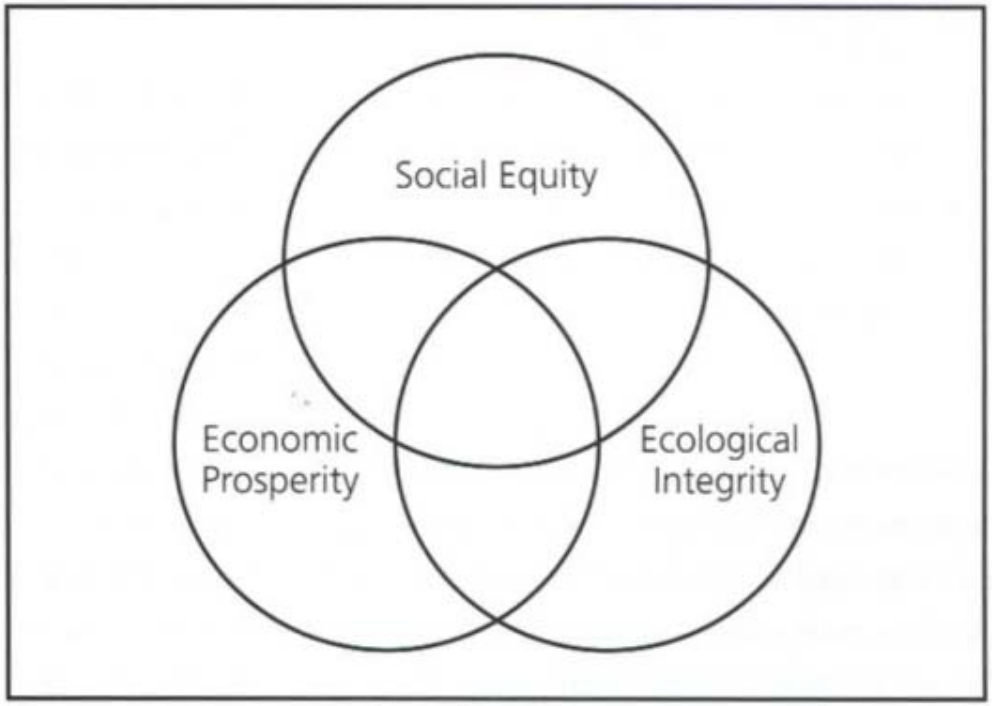


Smart Growth

Conventional

Diagram of the 3 E's

The Concept of Sustainable Development 2-1

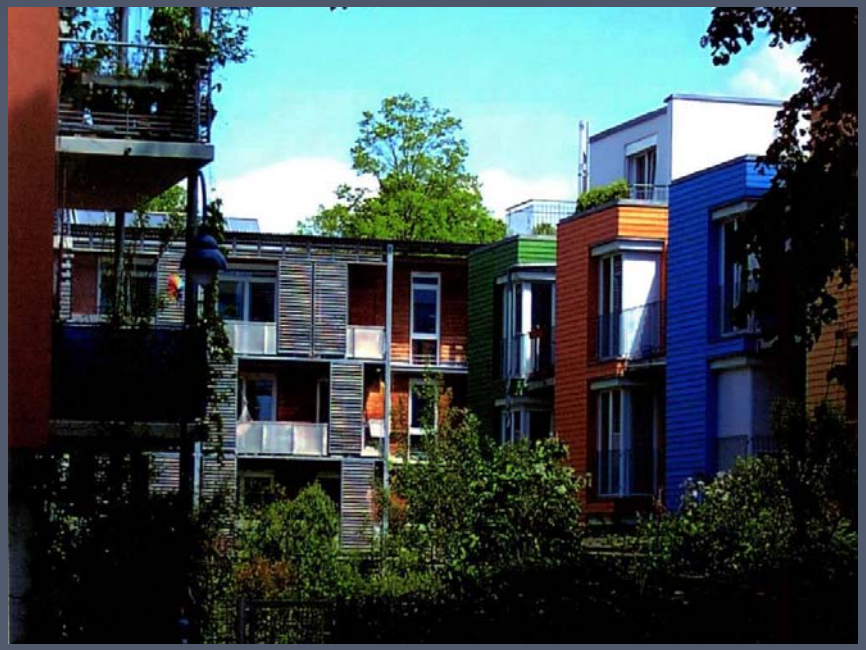


A COMMUNITY THAT IS:

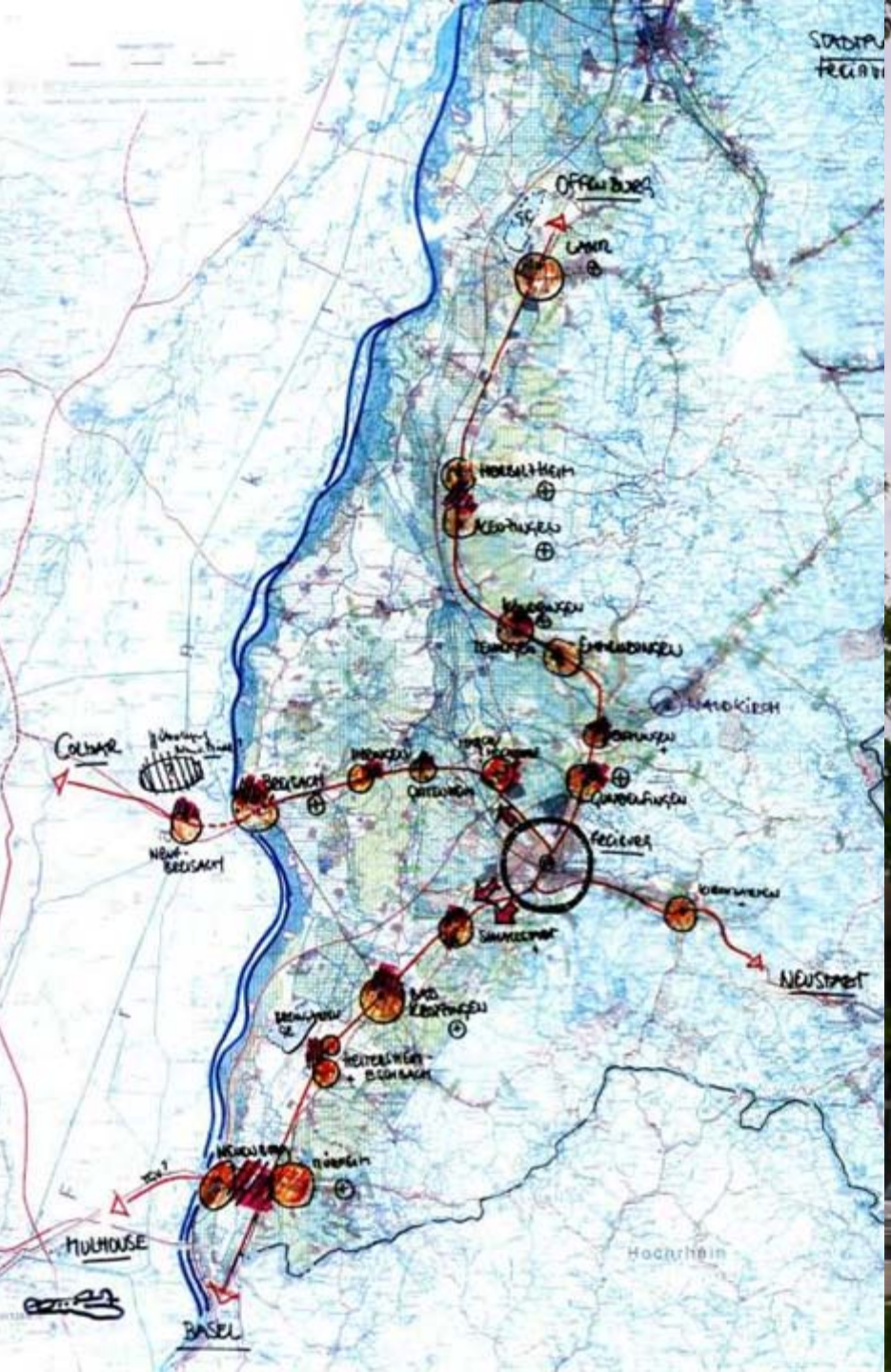
The Pyramid of Success for Sustainable Communities

A Tale of Two Successful Places: one far away, new, large and high density; the other close, older, small and low density

Vauban, Freiburg, Germany



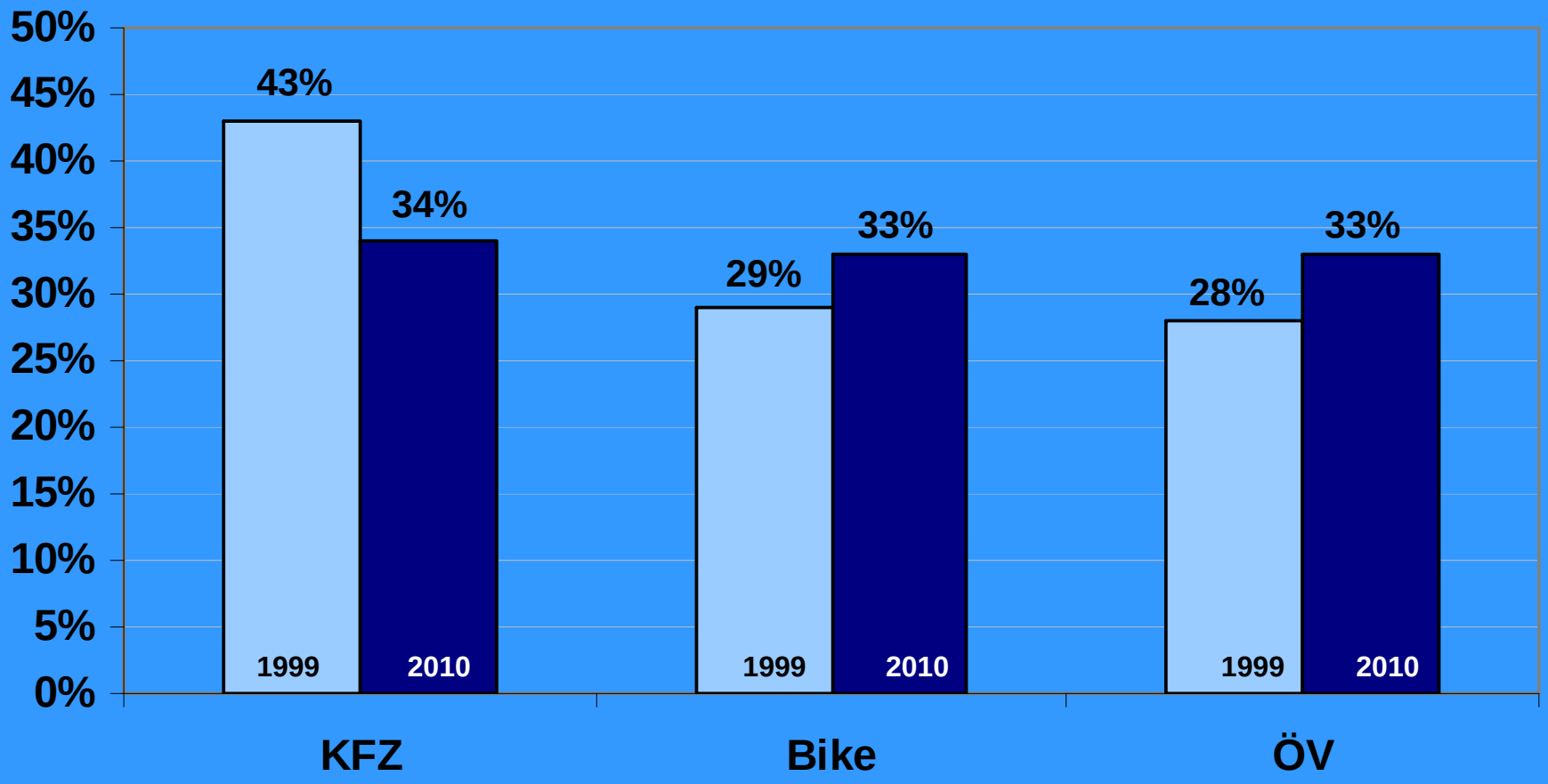
Village Homes, Davis, US

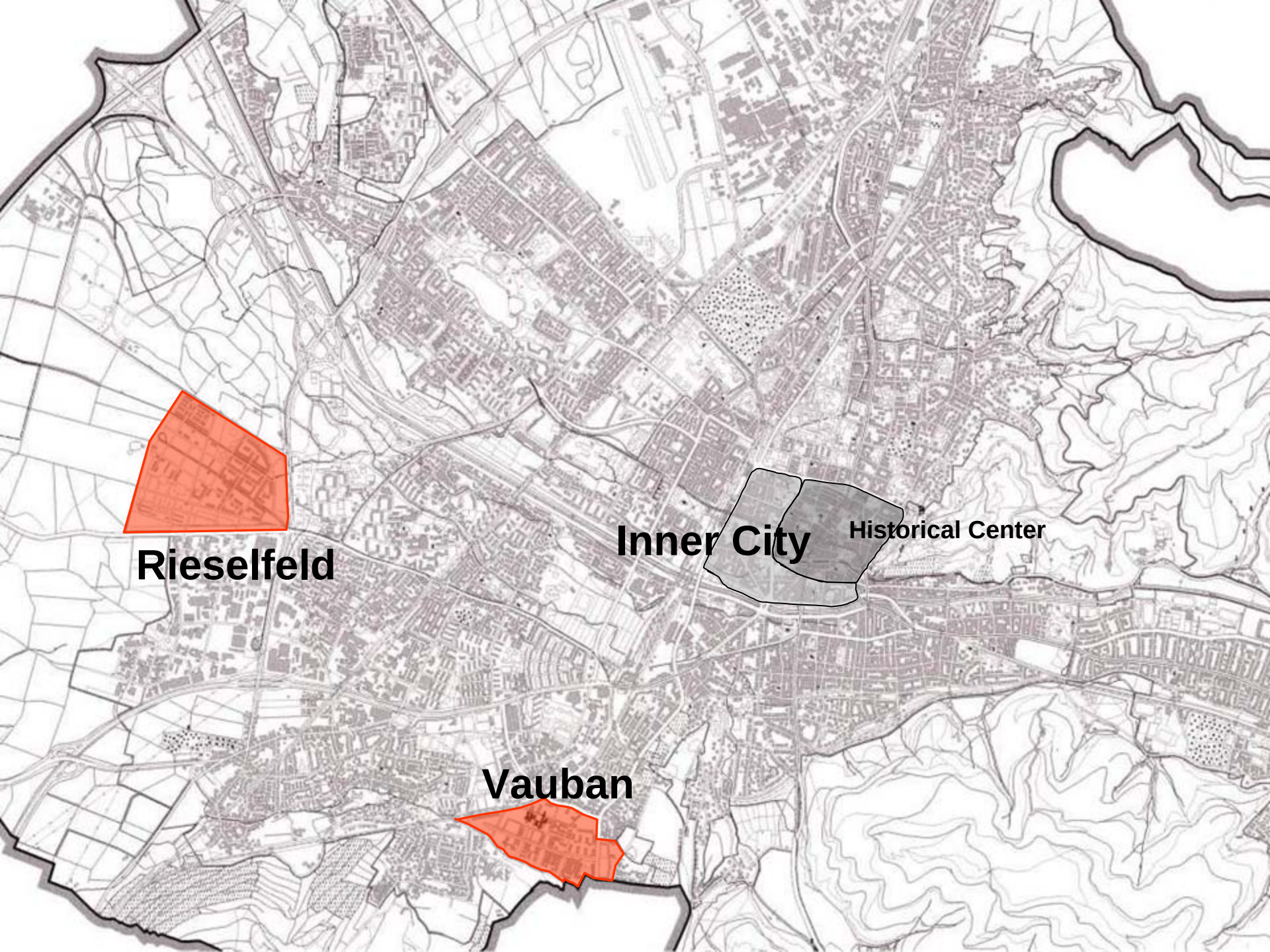

COLMAR
BREISACH
NEU-BREISACH
OFFENBURG
NEUSTADT
MULHOUSE
BASEL


TourenBus

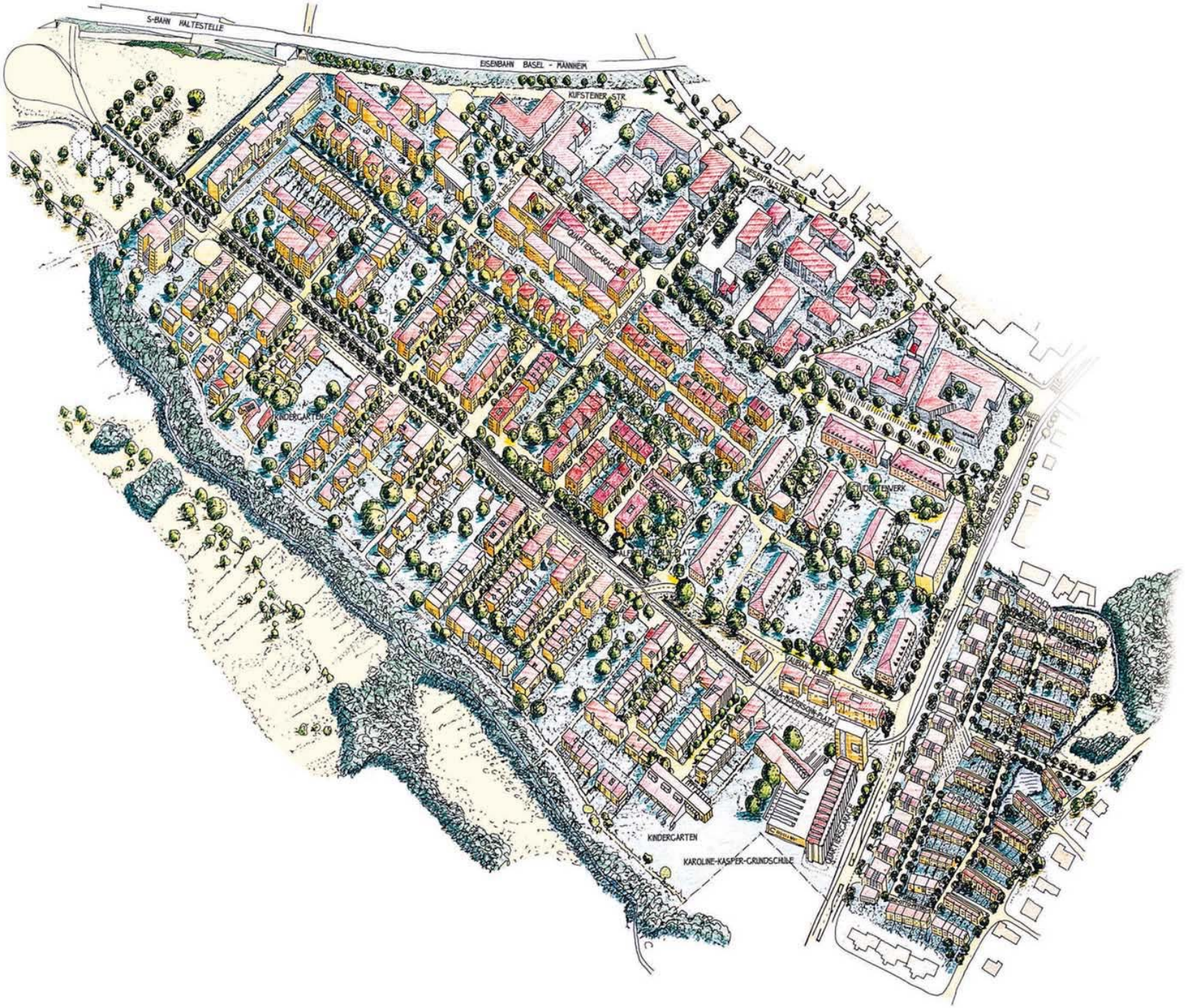
Modalsplit

Vision 2010




Rieselfeld
Inner City
Historical Center
Vauban


Vauban


S-BAHN HALTESTELLE
EISENBAHN BASEL - MANNHEIM
KUFSTEINER STR.
VIESENTALSTRASSE
PALMHOFSTR.
KINDERGARTEN
OBSTENWERK
KINDERGARTEN
KAROLINE-KASPER-GRUNDSCHULE


4
Hornusstr.
Kronen
VAG
264


Stellplätze
zu verkaufen!
Freiburg
SOLAR
ARAGE
WE

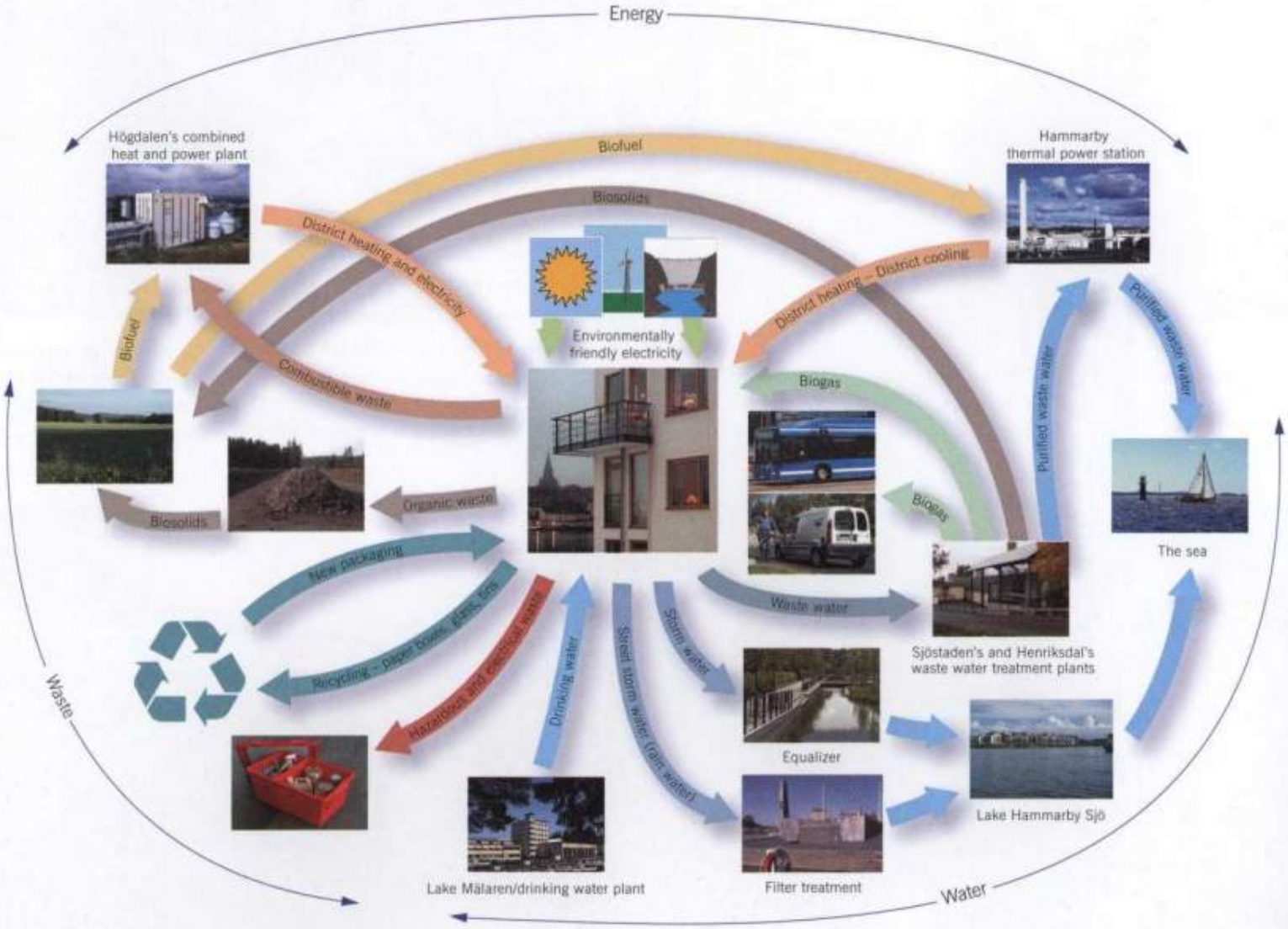

Haus 037
Alfred-Döblin-Platz
Süden
Brunch ab 15. Juli 2007
Sonn- und Feiertags
10 Uhr - 14 Uhr
Bauernmarkt am Mittwoch!
Einkaufen,
nette Leute treffen
und genießen
Marktplatz Vauban 14.30 bis 18.30 Uhr


49-67


SCHMID


VERKEHRSBERUHIGTER BEREICH
Schrittgeschwindigkeit ist einzuhalten
Fußgänger dürfen die Straße in ihrer ganzen Breite benutzen
Kinderspiele sind überall erlaubt
Parken nur auf gekennzeichneten Flächen
Besondere Rücksichtnahme aller Verkehrsteilnehmer untereinander erforderlich

THE HAMMARBY MODEL



Village Homes, Davis

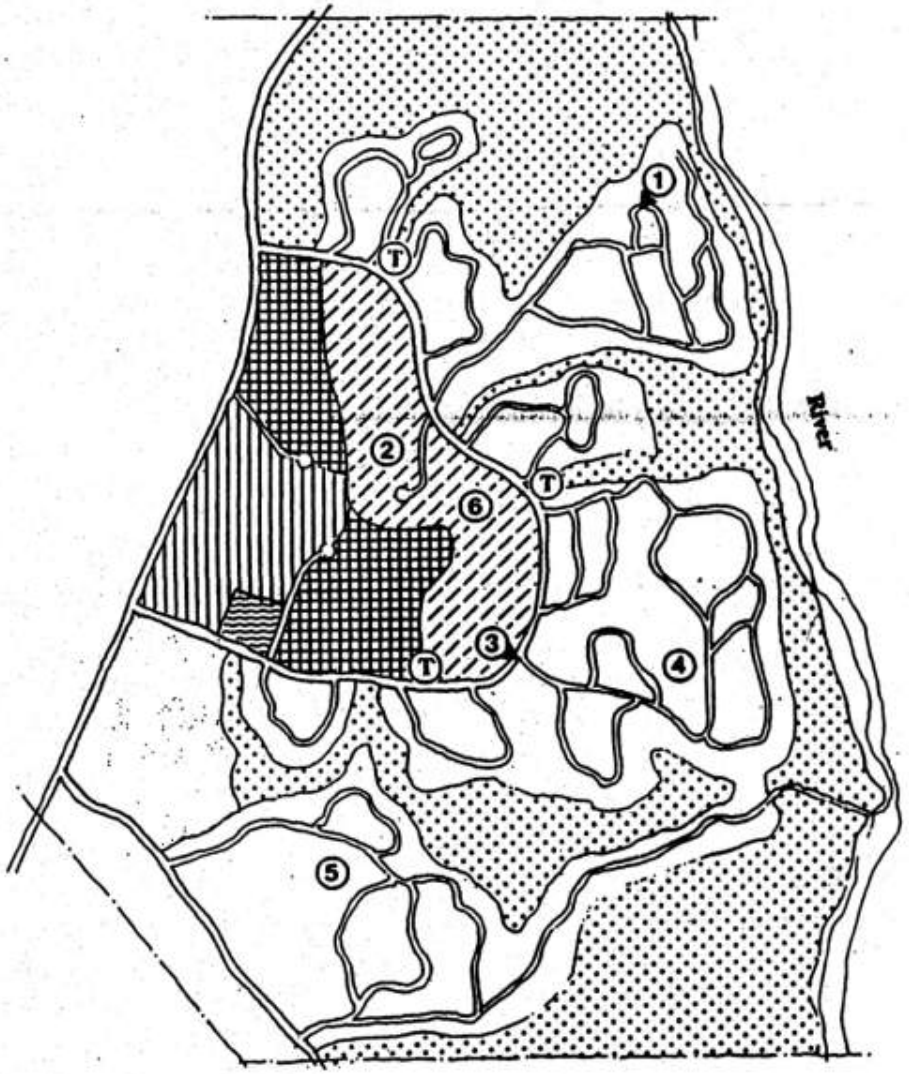
Village Homes Track Record

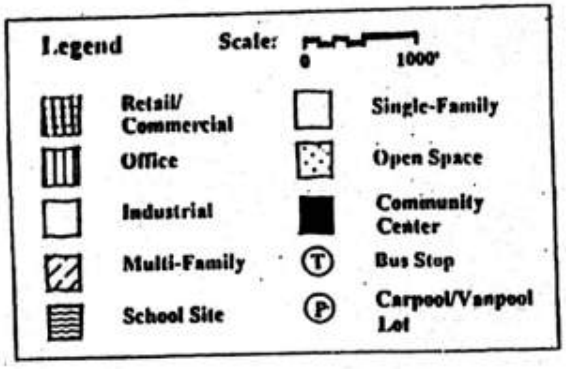
- Less expensive to construct with less materials and land disruption (but with considerable opposition from City Public Works)
- Aesthetic, recreational and pedestrian benefits
- No storm water failures in over 25 years
- Limited data on specific pollutant removal and absorption rates for specified storm events
- Operates as part of the overall city system, works as well or better than other neighborhoods
- Home values have stayed at the highest levels in the city

Master-Planned Community - Typical

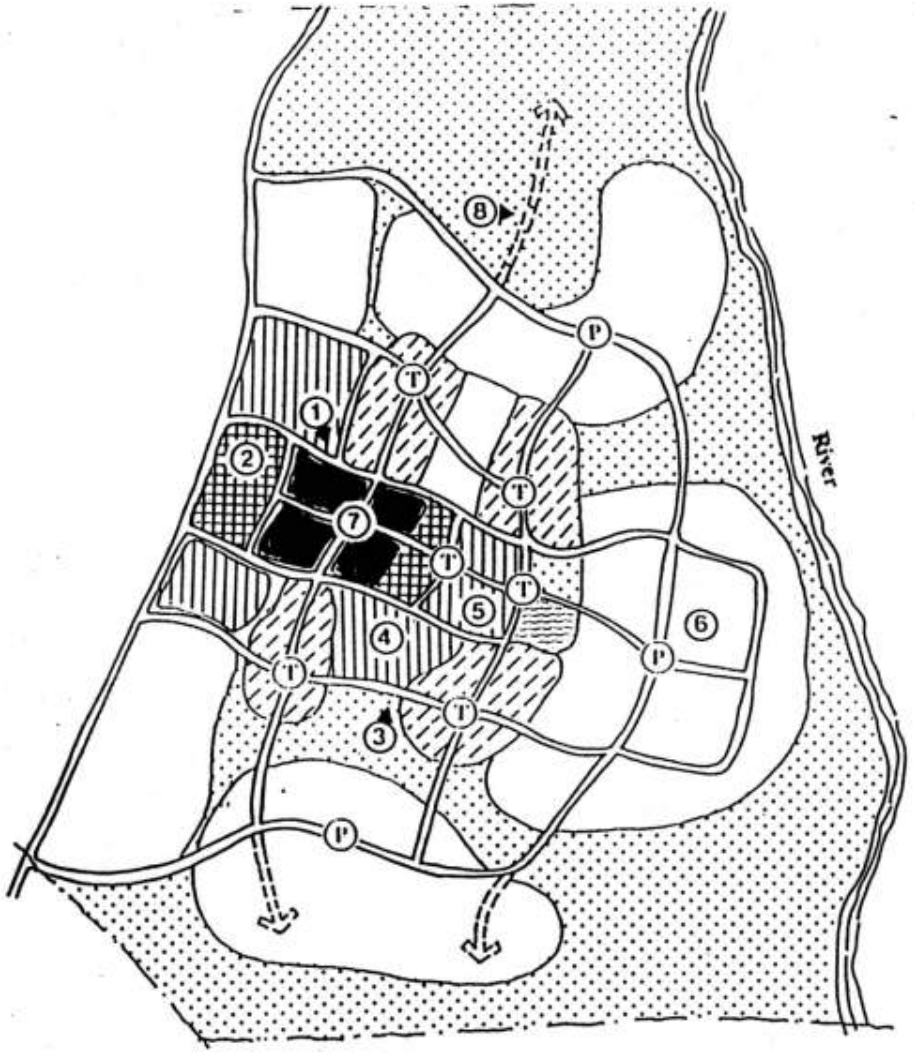
Typical Problems:

1. Loop roads and dead-end streets increase travel distances and discourage walking, cycling and transit service.
2. The lack of a community center leaves no logical transit hub which can feed to a regional network.
3. All traffic is forced onto a single arterial loop.
4. Neighborhoods separated from commercial areas and from one another make the community auto-dependent.
5. Low densities place most residents more than 1/4 mile from transit service.
6. Neighborhoods and other activities lack pedestrian connections.





Transit-Compatible - Master-Planned Community



Transit-Compatible Objectives:

1. Grid of streets provides more convenient circulation for both cars and pedestrians.
2. Community and commercial center provides a town center and a transit hub.
3. Street network encourages bicycle and pedestrian travel.
4. Mix of land uses puts services within walking distance of homes.
5. Higher density housing and office/industrial uses clustered along transit route.
6. Network of walkways and trails connect neighborhoods to each other, open space and community services.
7. Centrally located transit center serves as commuter park-and-ride lot as well as transfer center.
8. Easements for future roads connecting to adjacent properties and developments.

Legend

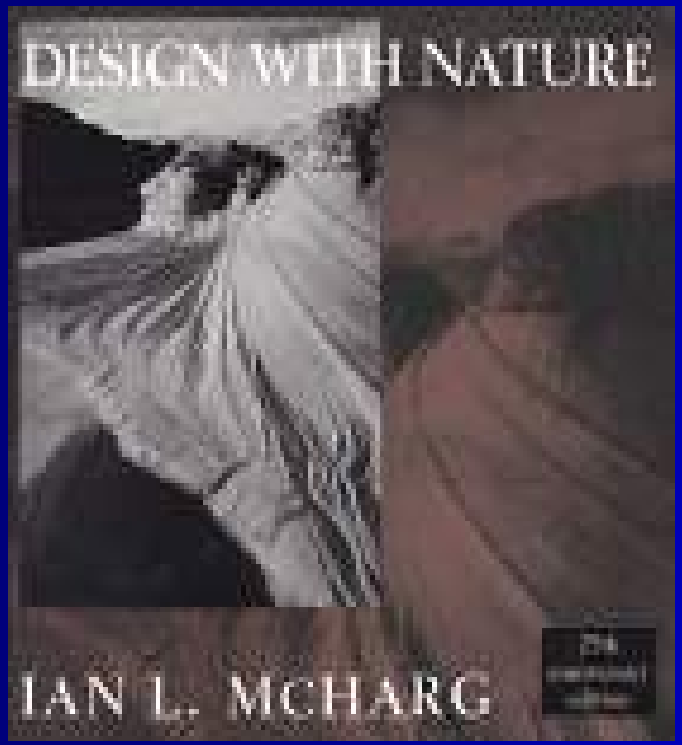
Scale: 0 1000'

- Retail/ Commercial
- Office
- Industrial
- Multi-Family
- School Site
- Single-Family
- Open Space
- Community Center
- Bus Stop
- Carpool/Vanpool Lot

Regional Planning

- Integrate transportation and land use to meet air quality, congestion management and GHG goals
- Natural Resource Mapping and Protection
- Urban Form: compact, distinct, infill/refill oriented
- Integrated air quality, water quality, water supply, habitat
- In other words: where do you grow, where do you conserve, and how do you “serve”?

Analyze where you can accommodate future growth within the region, community and district and where resources need to be protected



Geology

Hydrology

Slope

Soils

Woodland


UGB
GREENBELT
EXISTING
CITY EDGE
FUTURE
COMPACT
DEVELOPMENT

SACOG Blueprint

Sustainable Planning at the Regional Scale

SACOG

VALLEY VISION

SACOG region

SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY

Its members include the counties of El Dorado, Placer, Sacramento, Sutter, Yolo and Yuba as well as their constituent municipal governments.

How to Best Manage Growth?

SACRAMENTO REGION Blueprint TRANSPORTATION + LAND USE STUDY

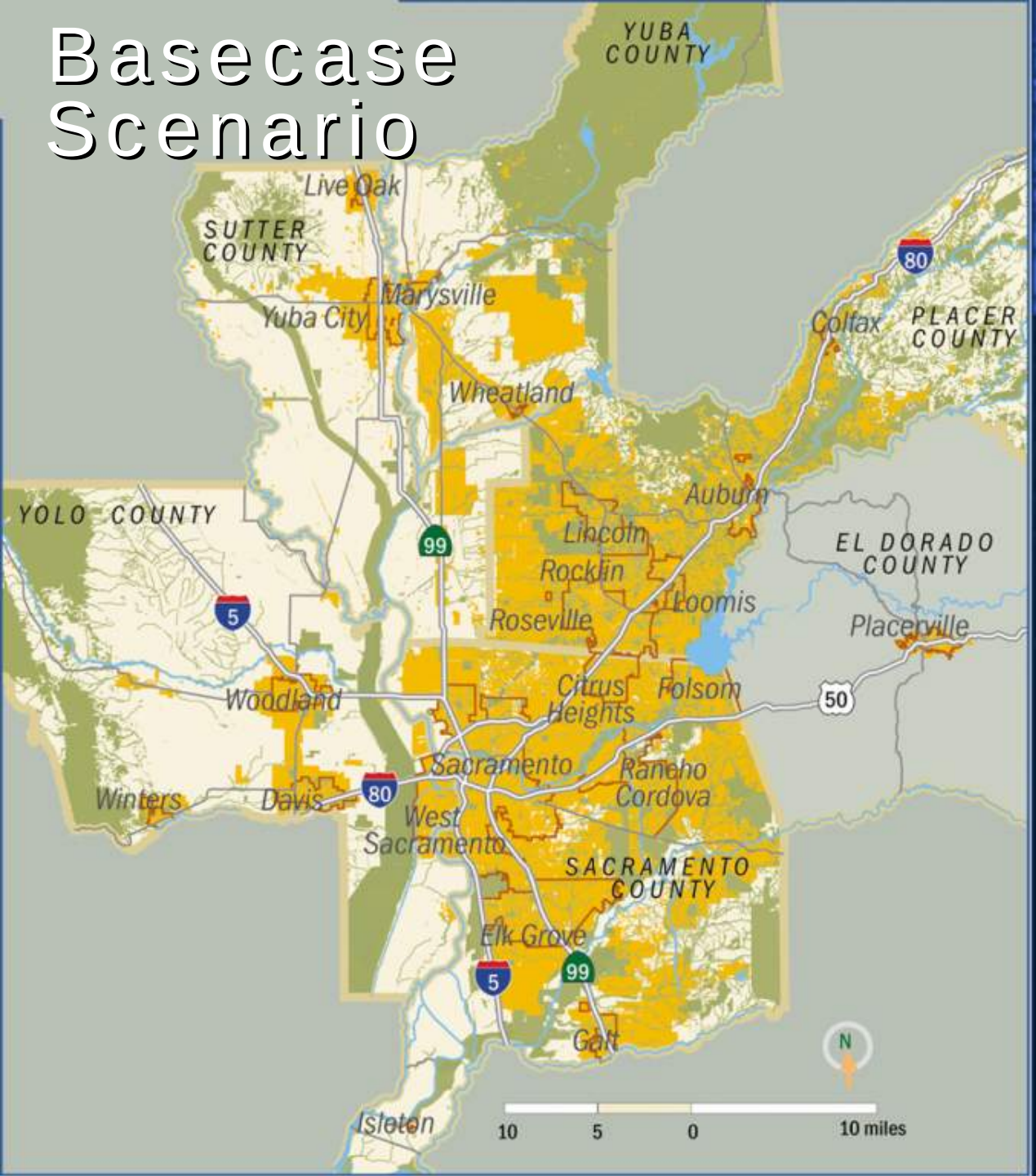
Seven principles of smart growth

SACRAMENTO REGION Blueprint TRANSPORTATION + LAND USE STUDY

Tested Regional Scenarios

- Regional Base Case = SACOG staff
- 3 Regional Alternatives =
  - 5,000 citizens' input in 37 workshops, and
  - Regional committee of city and county planners

Basecase Scenario



SACRAMENTO REGION

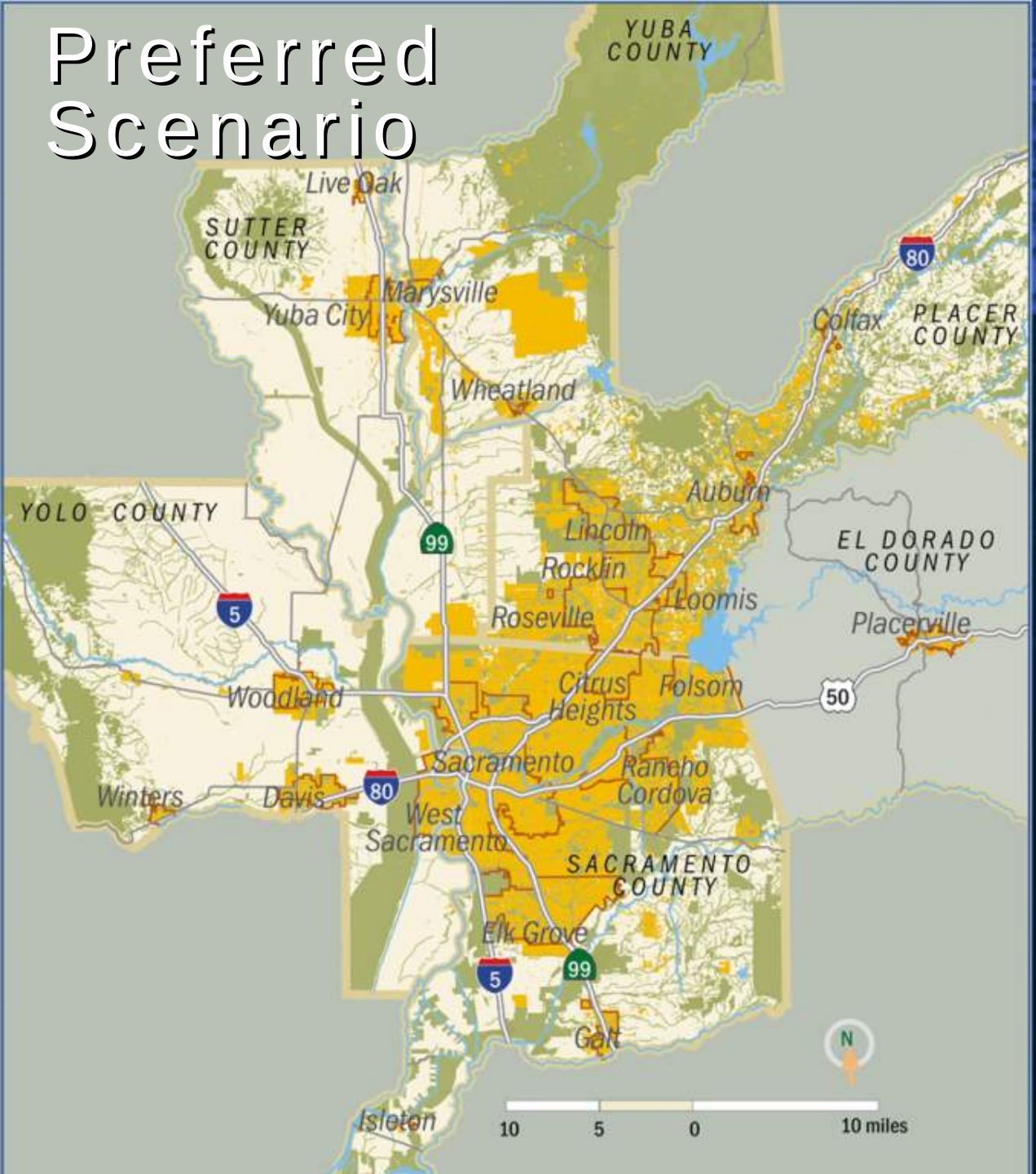
Blueprint

TRANSPORTATION / LAND USE STUDY

Key to the Map

- areas of existing and future development
- green areas (e.g. open space, parks, wetlands, vernal pools, stream corridors, hardwood stands)
- agriculture and other undeveloped lands
- rivers, streams and lakes
- city boundaries
- highways
- county boundaries

Preferred Scenario



SACRAMENTO REGION

Blueprint

TRANSPORTATION / LAND USE STUDY

Key to the Map

- areas of existing and future development
- green areas (e.g. open space, parks, wetlands, vernal pools, stream corridors, hardwood stands)
- agriculture and other undeveloped lands
- rivers, streams and lakes
- city boundaries
- highways
- county boundaries

Traffic Congestion Basecase

SACRAMENTO REGION

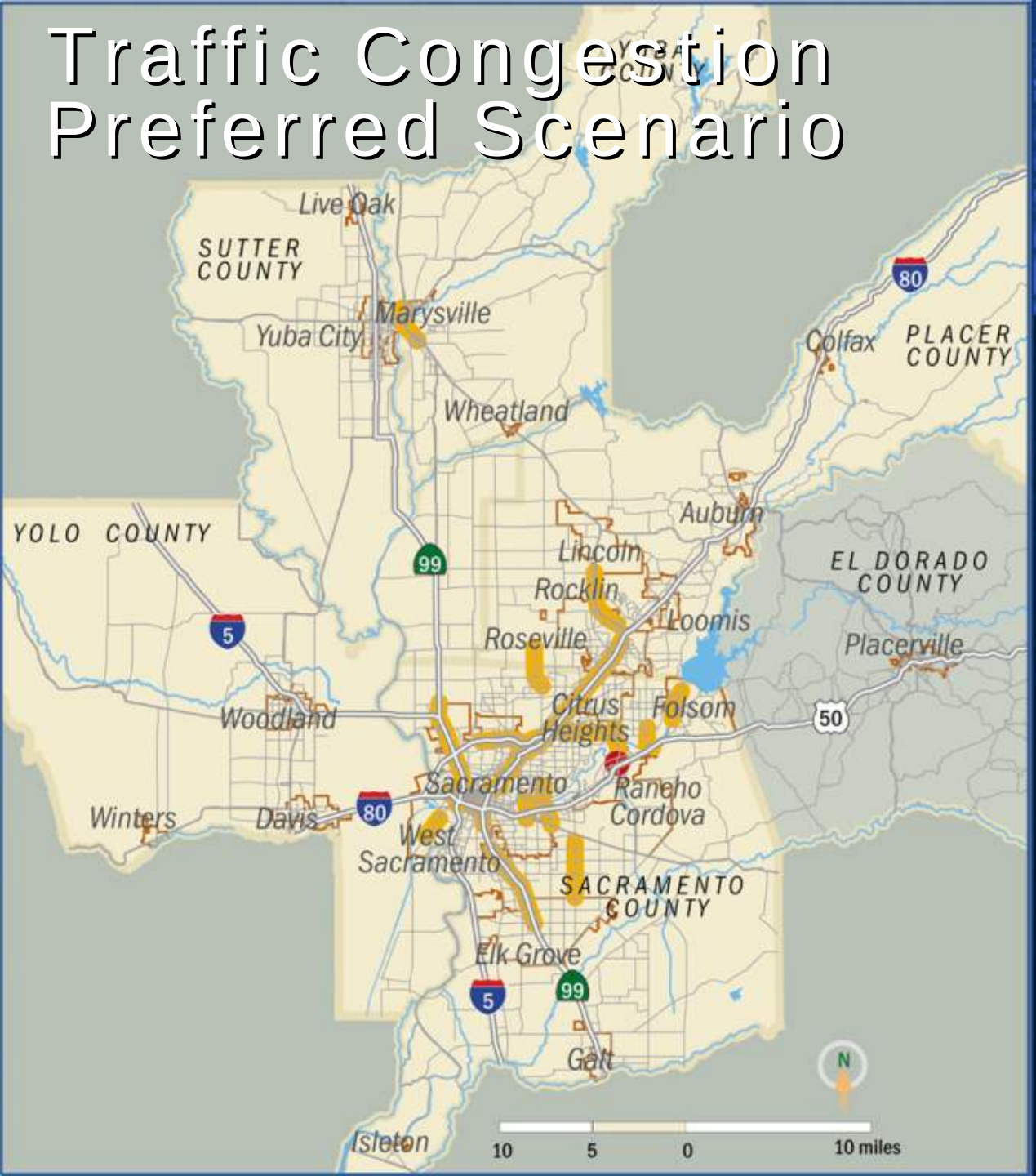
Blueprint

TRANSPORTATION / LAND USE STUDY

Key to the Traffic Congestion Maps

- Traffic approaching capacity
- Traffic exceeds capacity

Traffic Congestion Preferred Scenario



SACRAMENTO REGION

Blueprint

TRANSPORTATION / LAND USE STUDY

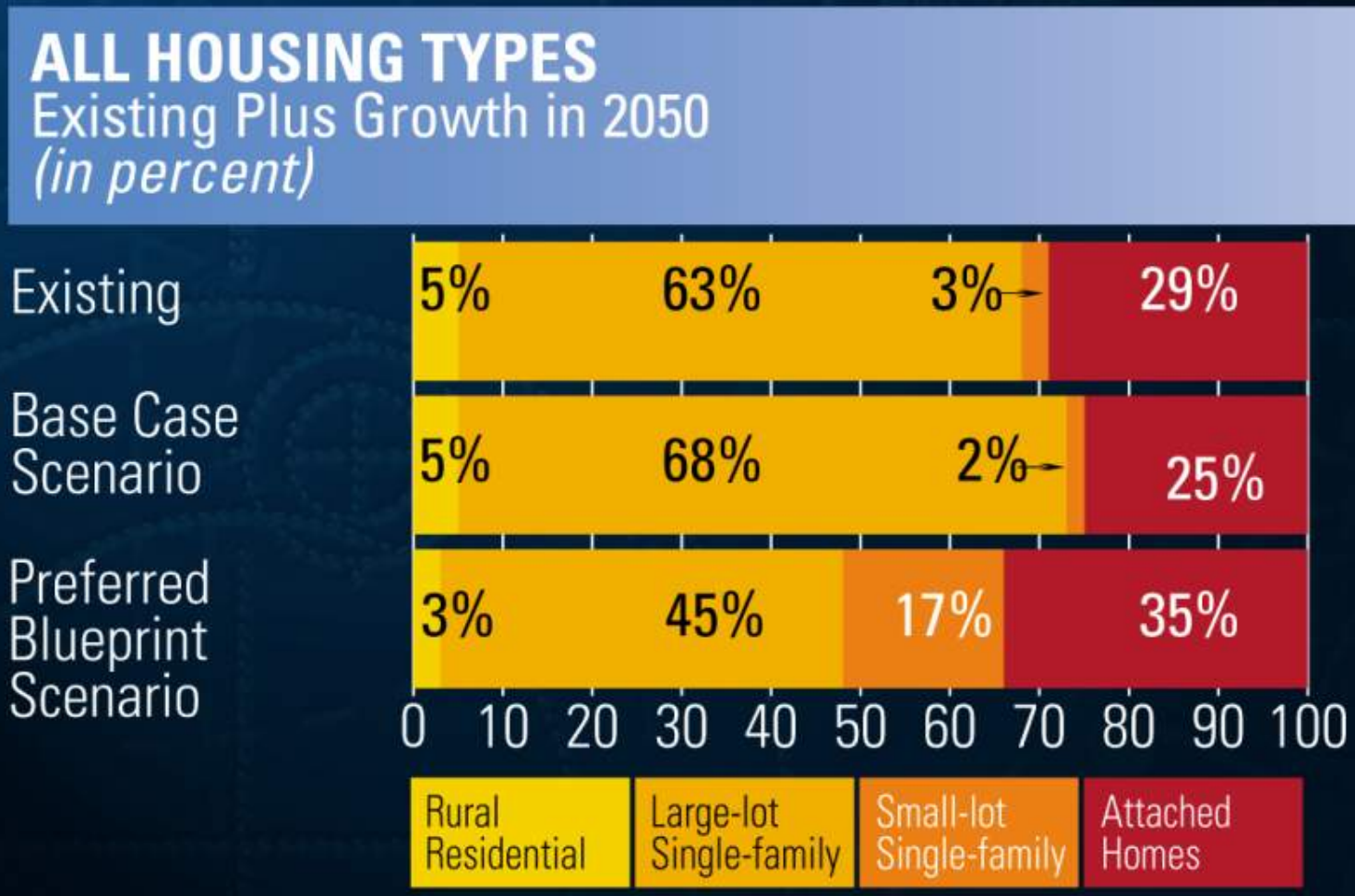
Key to the Traffic Congestion Maps

- Traffic approaching capacity
- Traffic exceeds capacity

SACRAMENTO REGION
Blueprint
TRANSPORTATION / LAND USE STUDY

More Attached and Small Lot

SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY

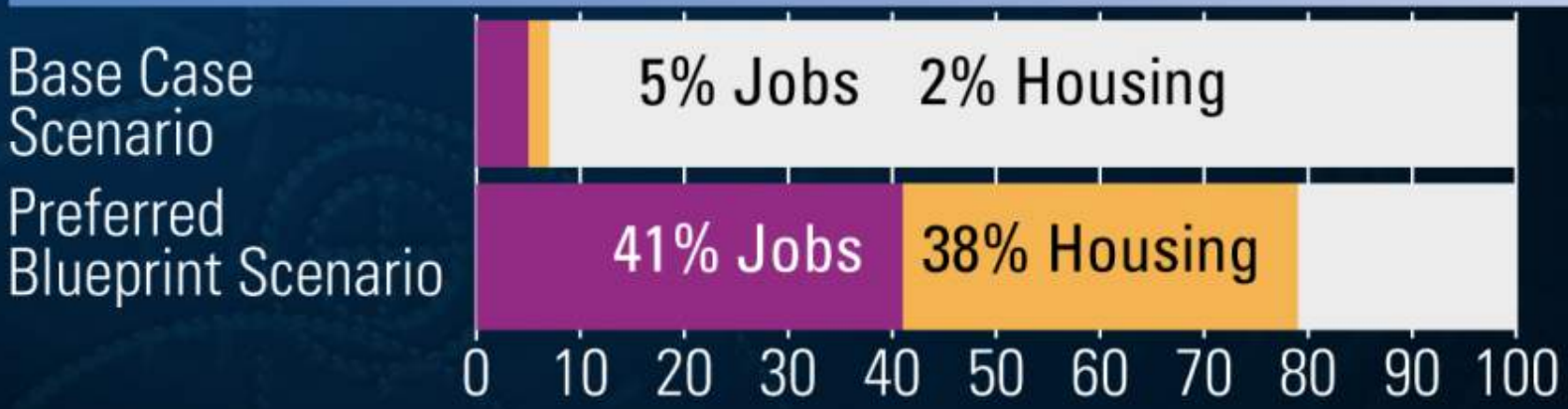


Making Transit Viable

SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY

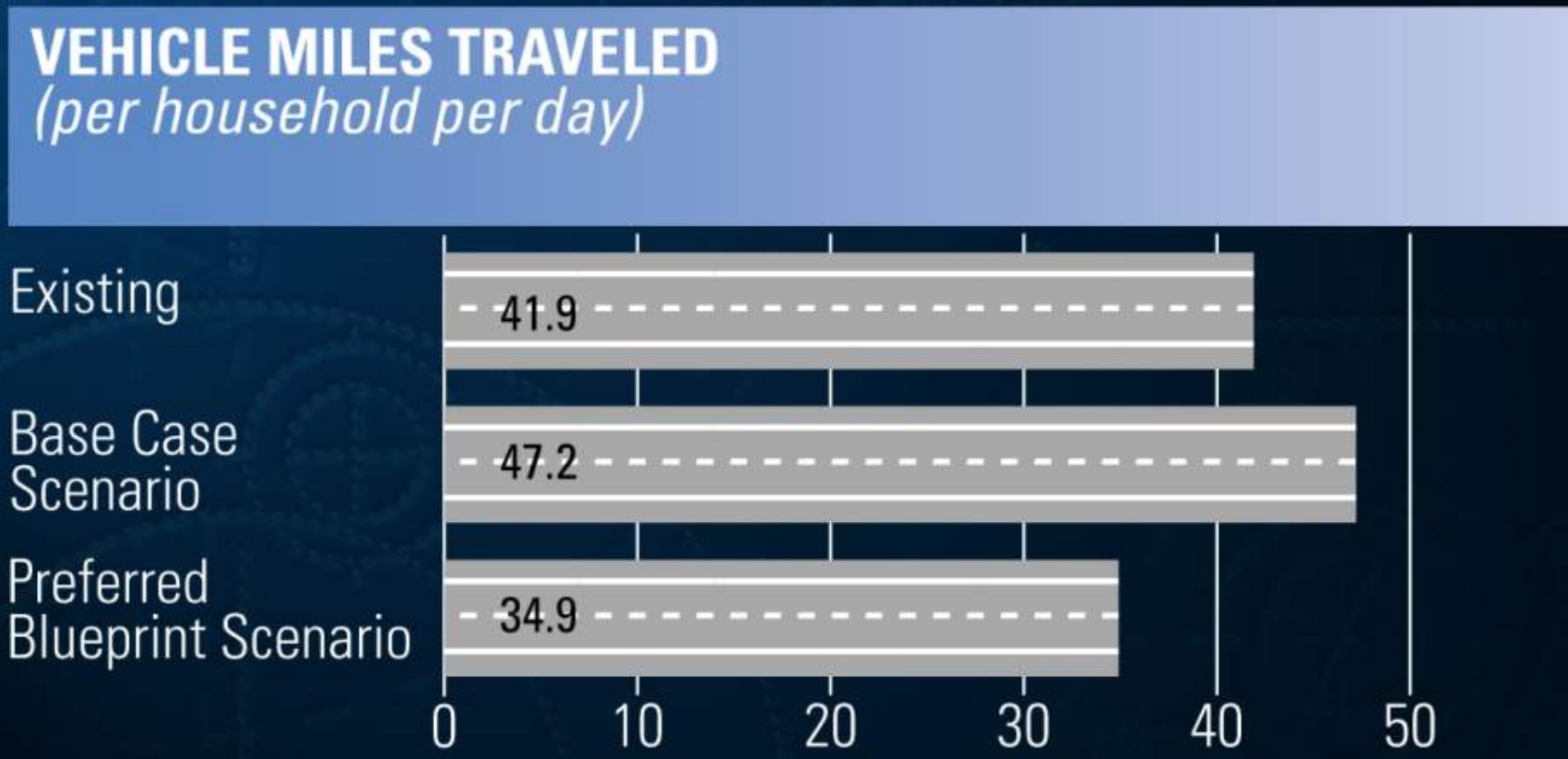
GROWTH NEAR TRANSIT

Within walking distance of 15-minute or better transit service



Shorter Trips

SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY



Blueprint Implementation

Civic Engagement Grant Program

SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY

Sacramento Area Council of Governments • Valley Vision

Water Demand Analysis

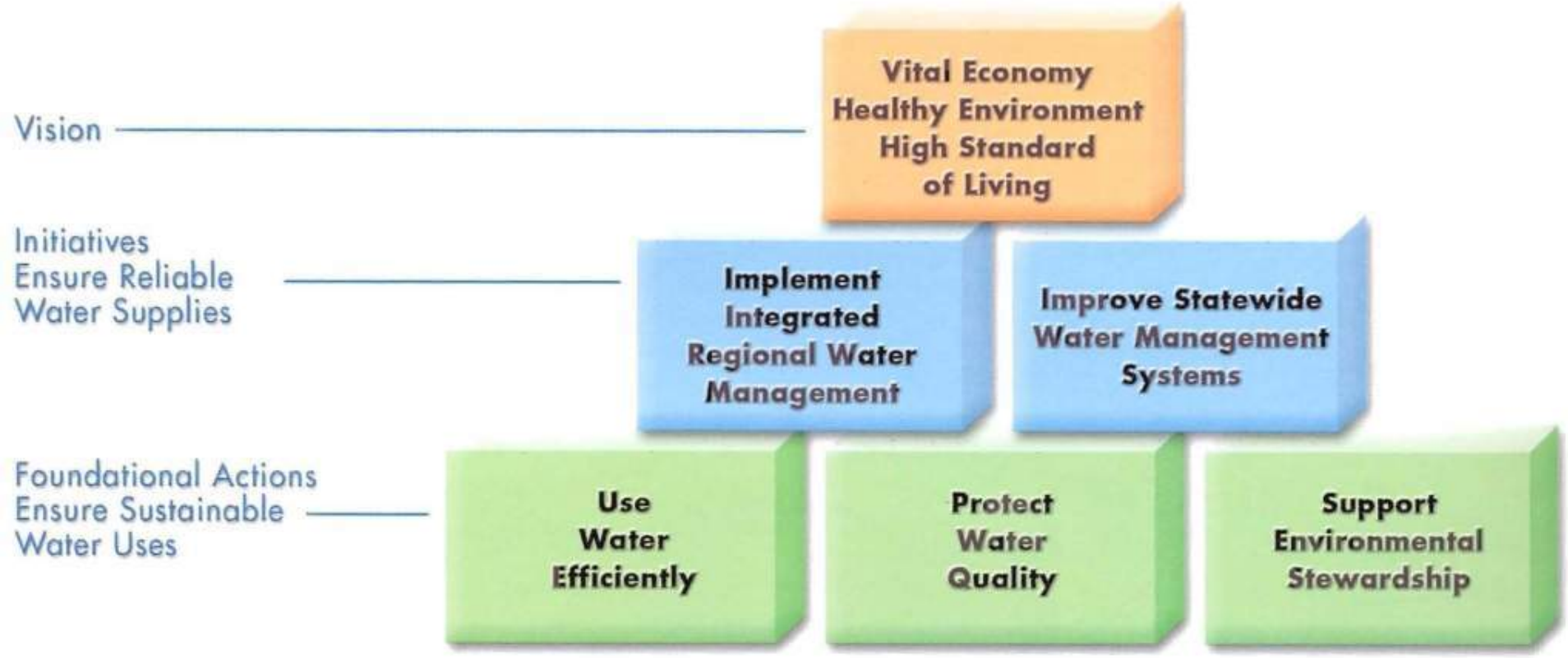
SACRAMENTO REGION Blueprint TRANSPORTATION / LAND USE STUDY

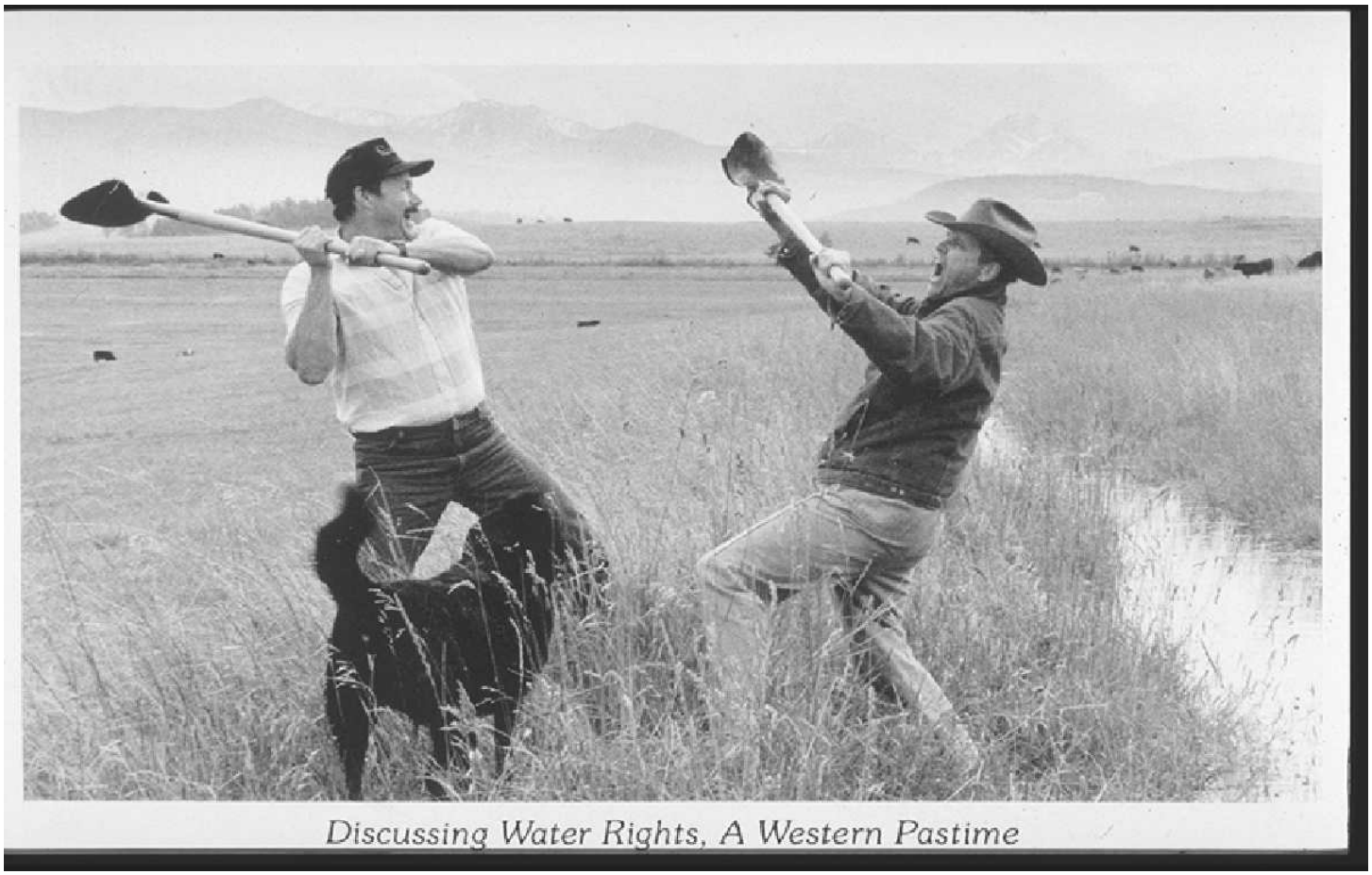
Region		Base Case (acre-feet/year)	Preferred Scenario (acre-feet/year)	% Difference
Residential	Incremental Demand	661,125	408,362	-38%
	Demand Per Unit	0.86	0.50	-42%
Employment	Incremental Demand	199,817	181,611	-9%
	Demand Per Employee	0.22	0.18	-20%
Total	Total Incremental Demand	860,942	589,973	-31%

Integrated Regional Water Management Plans

- IRWMP's consider all parts of the water cycle, include all regional partners and look for ways to save money, use water wisely and link water quality, quantity and flood/drainage management
- Most regions in California are developing one (linked to billions of dollars of Proposition 50 and 84 funding)
- Are they "integrated" and "regional" or are they: "I Really Want My Project"
- Will they engage land use issues?

DWR's "Pyramid of a Successful Water Future: Integrated Regional Water Management Plans





Water wars

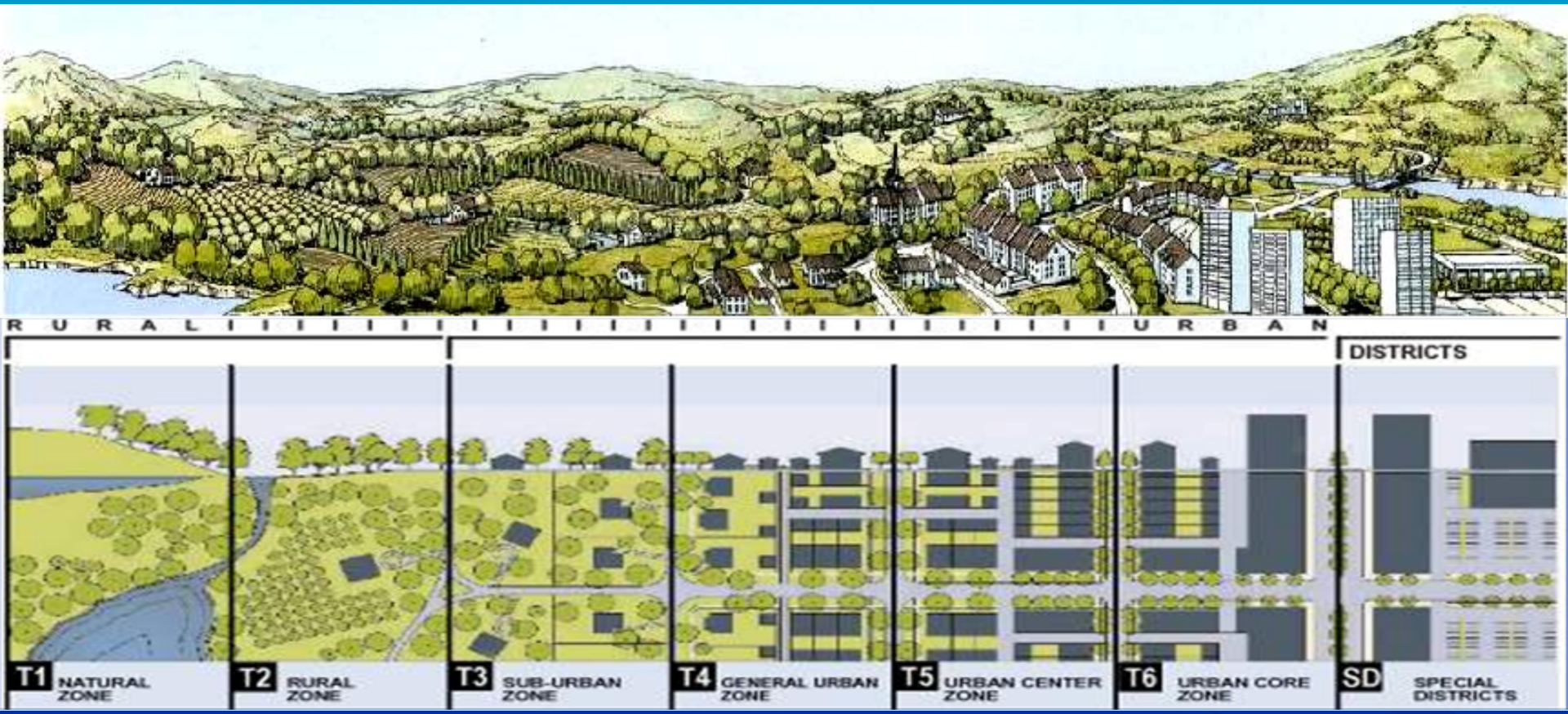
Regional Collaborations

- Getting people and organizations that are nothing alike and do not share any obvious interests to work together!
- Regional, interdependent solutions add to political and legal clout
- New funding and solution partners
- Sharing resources and political power
- Examples: Sacramento Water Forum, Napa River Watershed Plan, Truckee River Management Plan, Yuba River Accord

Water Forum
Sacramento Region, California

40 stakeholders, 10 year collaborative regional solutions

At the County or Community Plan Level









History of Community Planning Requirements

- 1927 Master Plans authorized
- 1937 Master Plans required of cities and counties
- 1955 State law mandates land use and circulation elements
- 1965 Master Plans called General Plans and elements added
- 1971 Vertical consistency required for zoning and subdivision
- 1980 Vertical consistency required for public works projects
- 1984 9 mandated elements made into 7
- 2000+ Special elements added like air quality, environmental justice, military bases

The General Plan

- Required for all cities and counties
- “Constitution” for growth and preservation
- Legal power comes from consistency provisions
- Requires 7 elements, covers all land, addresses issues in the law
- User-Friendly
  - Clarity/Understandability
  - Accessibility
  - Facility to Evolve/Adapt with Changing Community Needs & Visions

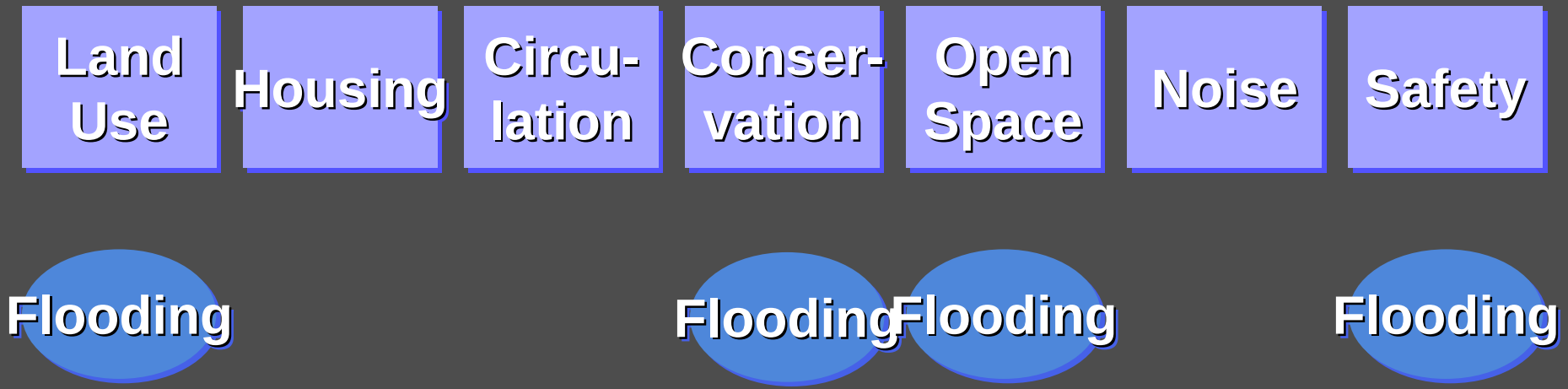
GENERAL PLAN CONSISTENCY REQUIREMENTS

- Consistency among elements
- Consistency within an element
- Area and community plan consistency
- Text and diagram consistency
- Consistency with all ordinances, expenditures, capital projects, etc.
- Equal legal status among elements

TESTS FOR AN ADEQUATE GENERAL PLAN

- Is it Complete (seven mandatory elements)?
- Is it Informational, Readable and Public?
- Is it Internally Consistent?
- Is it Consistent with State Policy?
- Does it Cover all Territory Within its Boundaries?
- Is it Long-term in Perspective?
- Does it Address all Locally Relevant Issues?
- How Old is it?

Plan Organization: Issues



Plan Organization: Issues

?

nfrastructure /Utilities

Land Use	Housing	Circu-lation	Conser-vation	Open Space	Noise	Safety

General Plan Organization: Issues

Optional Elements: Examples

- Economic Development
- Redevelopment & Revitalization
- Community Design
- Growth Management
- Parks & Recreation
- Historic Preservation
- Air Quality

New Topics/ New Elements?

- Water
- Global Warming & Climate Change
- Air Quality
- Child Care
- Health
- Wildfire
- Emergency Preparedness

TYPICAL GENERAL PLAN COMPONENTS

The Topic-Based GP

The Built Environment

Community Development

- Land Use
- Housing
- Urban Design
- Historic Preservation

Infra-Structure & Services

- Circulation/ Mobility
- Utilities
- Community Services*
- Parks & Recreation
- Education*
- Cultural*

The Economy

- Economic Development*
- Redevelop-ment*

The Social Environment

- Human Services*
- Environ-mental Justice*
- Crime*

The Natural Environment

Natural Resources

- Resource Management & Conser-vation
- Habitat
- Agriculture
- Air
- Topography
- Archaeological
- Scenic Resources

Hazards

- Seismic
- Fire
- Flooding
- Wind
- Noise
- Hazardous Wastes

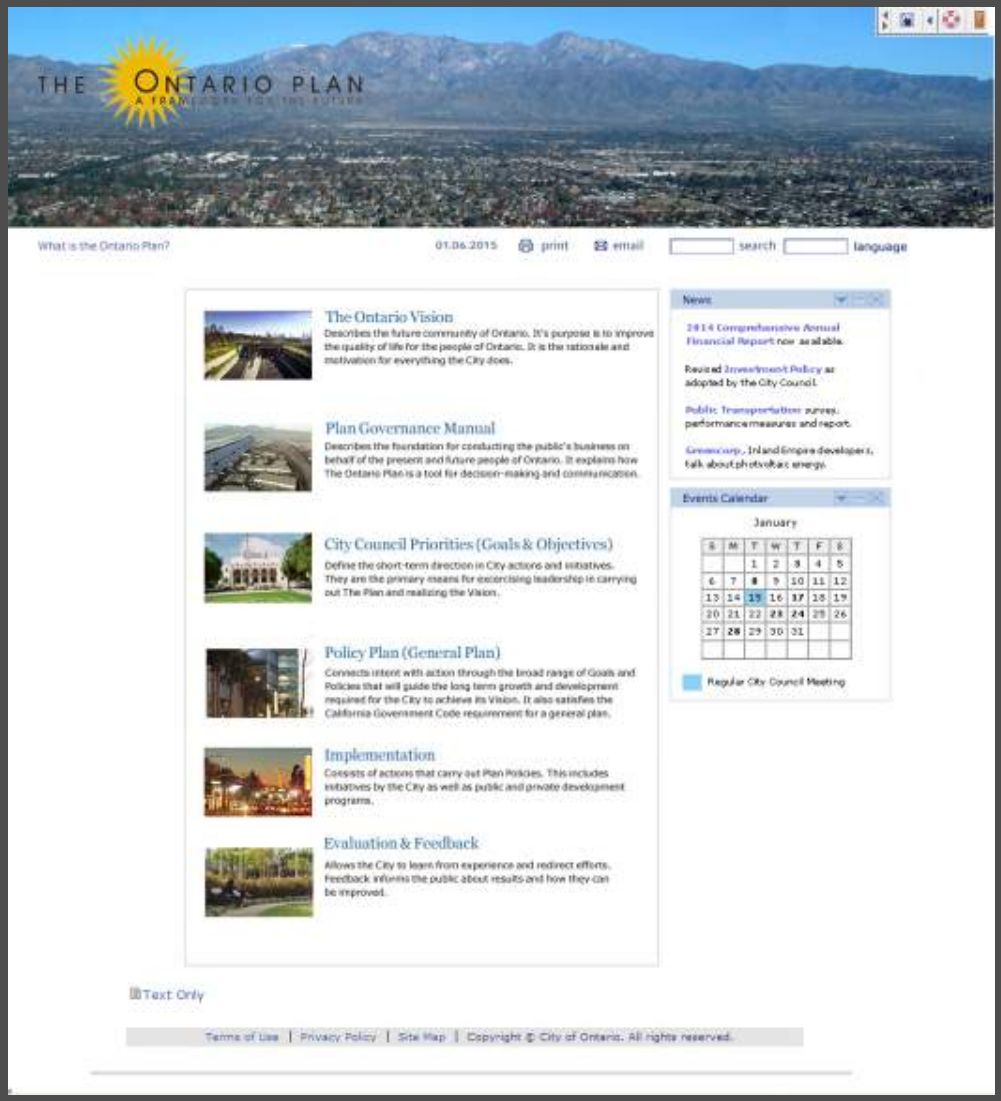
The Topic-Based GP

Contents

The Value-Based GP
City of Ventura General Plan

Table of Contents

The Digital GP



The Digital GP

Other Internal Links

- Planning Department
- Public Works
- Budget and Finance
- Community Services
- Police Department
- Building Department
- City Clerk
- GIS
- Human Resources
- Redevelopment

External Links

- IEUA
- SCAG
- San Bernardino County
- SCAQMD
- SANBAG
- Caltrans
- MetroLink
- Omnitrans
- The Gas Company
- SCE

Goal

5-5 Measurably improved air quality and a reduction of locally generated emissions which establish Ontario as a leader in the region and among similarly sized cities in the South Coast Air Basin.

Policies

5-5-1 Sensitive Land Uses. We prohibit the future siting of sensitive land uses, including residences and schools, within the distances defined by the California Air Resources Board for specific source categories without sufficient mitigation.

5-5-2 Greenhouse Gas Emissions Reductions. We promote the reduction of greenhouse gas emissions by weaning the City from its dependence on petroleum-based energy.

5-5-3 Indoor Air Quality. We require all building materials, including interior finishes, in new development and renovations to be formaldehyde free and contain no or low volatile organic compounds.

5-5-4 Transportation. We promote mass transit and human-powered mobility options (walking, biking, jogging) to reduce air pollutant emissions.

5-5-5 Lawn and Landscaping Maintenance. We support the reduction of air pollutant emissions, including particulate matter, from gasoline-powered lawn and landscape maintenance equipment.

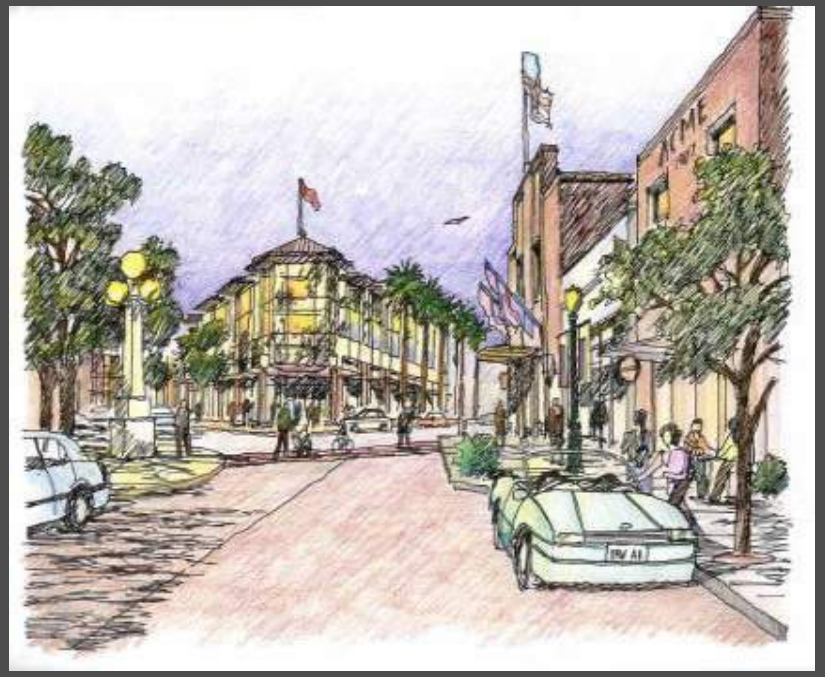
5-5-6 Tree Planting. We support increasing the City's tree canopy to provide 30 percent ground coverage by [date].

5-5-7 Pollutant Emissions Reduction. We will reduce pollutant emissions from stationary and mobile sources so as to surpass applicable government regulations and standards.

5-5-8 Stationary Sources. We prohibit the siting of sensitive land uses, including residences and schools, adjacent to known stationary sources that pollute beyond acceptable SCAQMD standards.

TYPICAL ANALYSES FOR A GENERAL PLAN UPDATE OR MAJOR AMENDMENT

- Land use capacity analysis (Existing Land Use and Future Potential)
- Housing needs assessment
- Infill and refill capacity analysis
- Infrastructure capacity (Water, Wastewater, Transportation)
- Market analysis
- Environmental flaws analysis
- Once a draft plan has been developed: environmental impacts, fiscal impacts, traffic analysis, jobs/housing



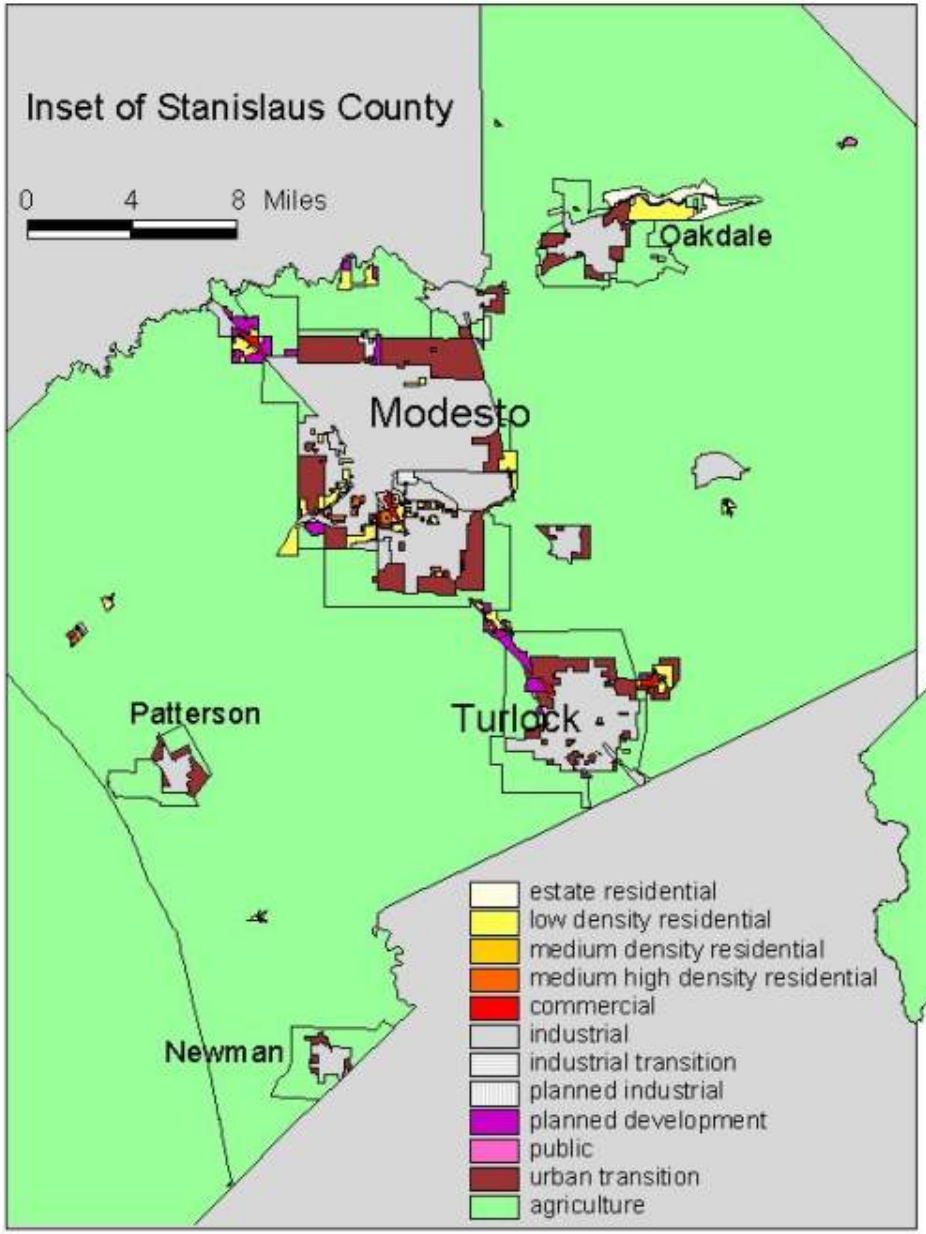
Land Use Element

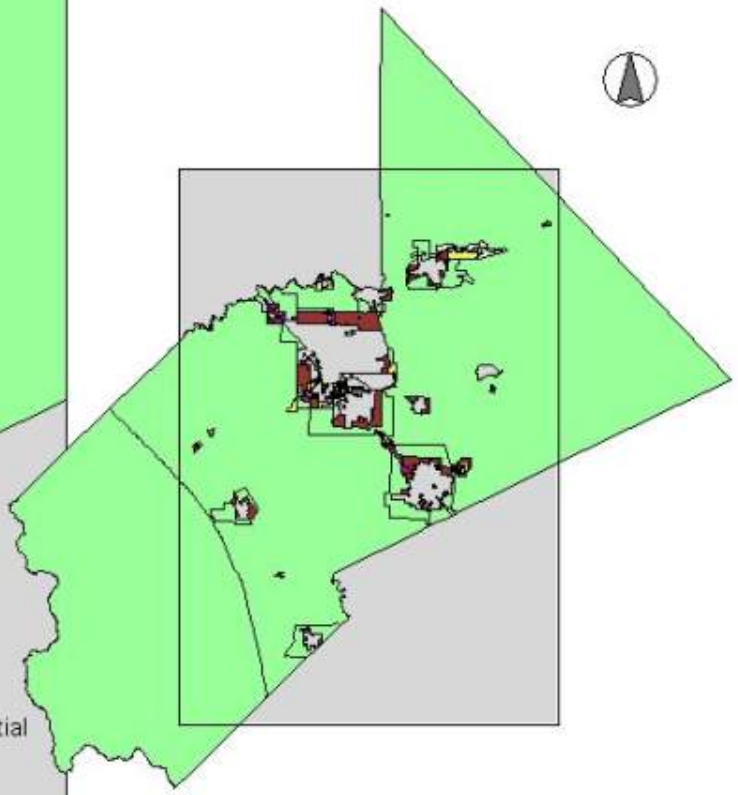
- Although all elements are "equal", the land use element is the most influential policy-setting part of the GP
- Policy areas must be addressed BUT policy outcomes not dictated (or even encouraged) by the State or region (except housing)
- Must Be "Correlated" With Circulation Element and all other elements

Land Use Element: Contents

- Must cover "proposed general distribution and location of land uses"
- Must contain a "land use diagram" (conceptual map).
- Must contain standards for population density (i.e. dwelling units per acre)
- Must contain standards for building intensity in each land-use designation

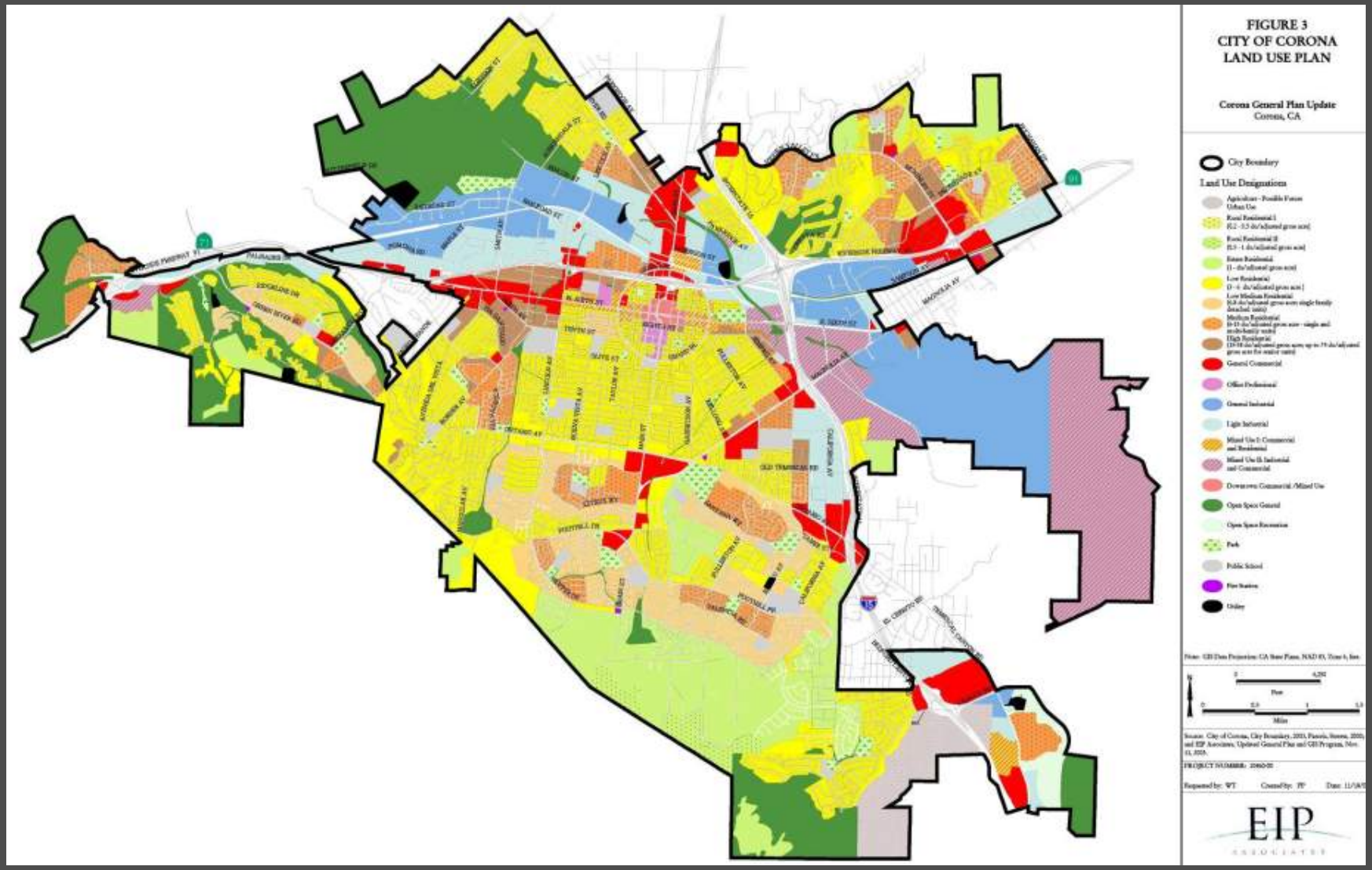
Stanislaus County's General Plan Land Use



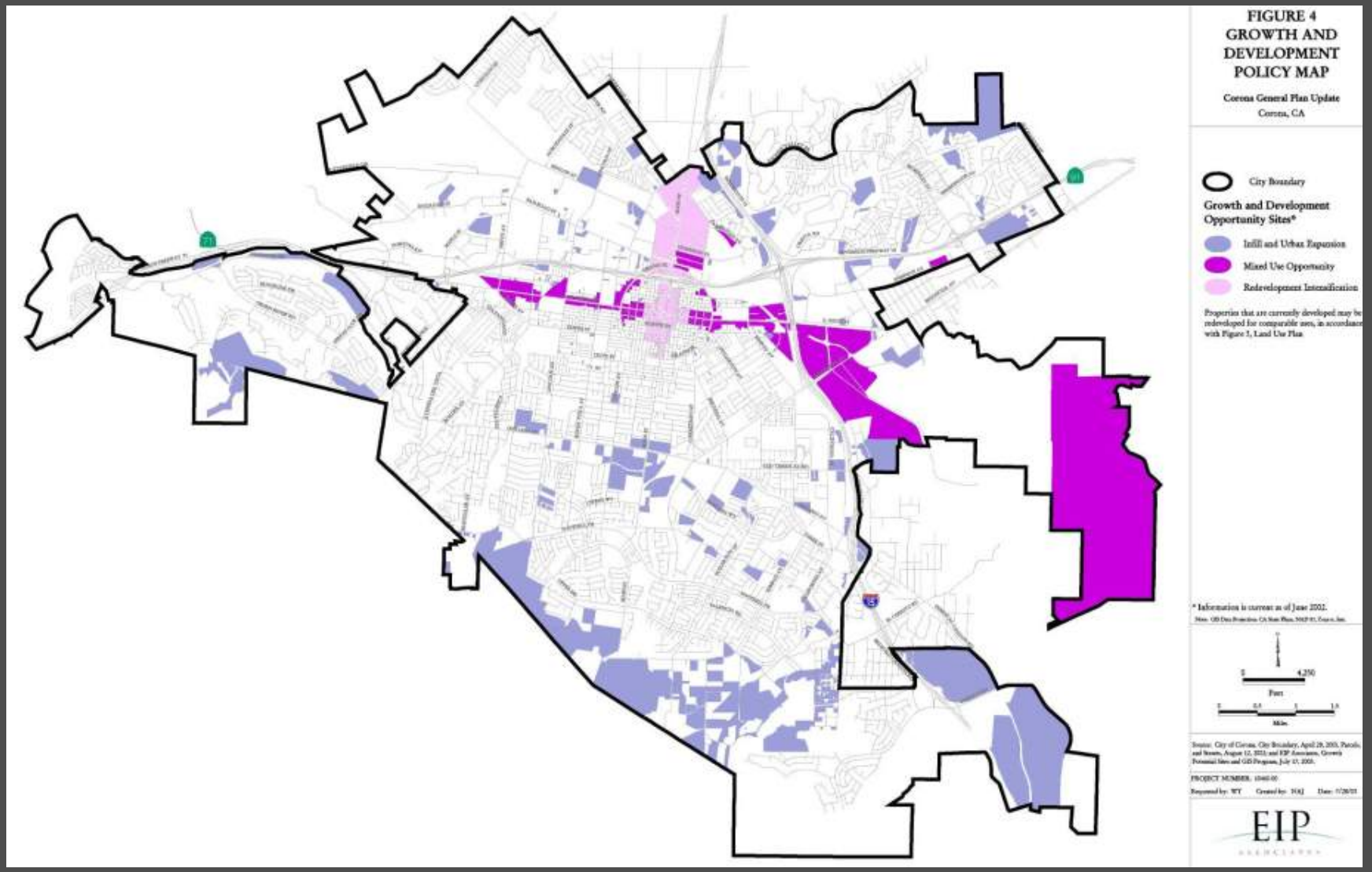


Funding for this project was provided by the Public Policy Institute of California (www.ppic.org) and the Great Valley Center (www.greatvalley.org).
Data sources: general plans (10/94) and general plan map (10/94).
ArcView 3.2, GIS Lab, Dept. of Geography, CSUS, 6/00.
Michael Schmandt, Associate Professor, Principal Investigator.

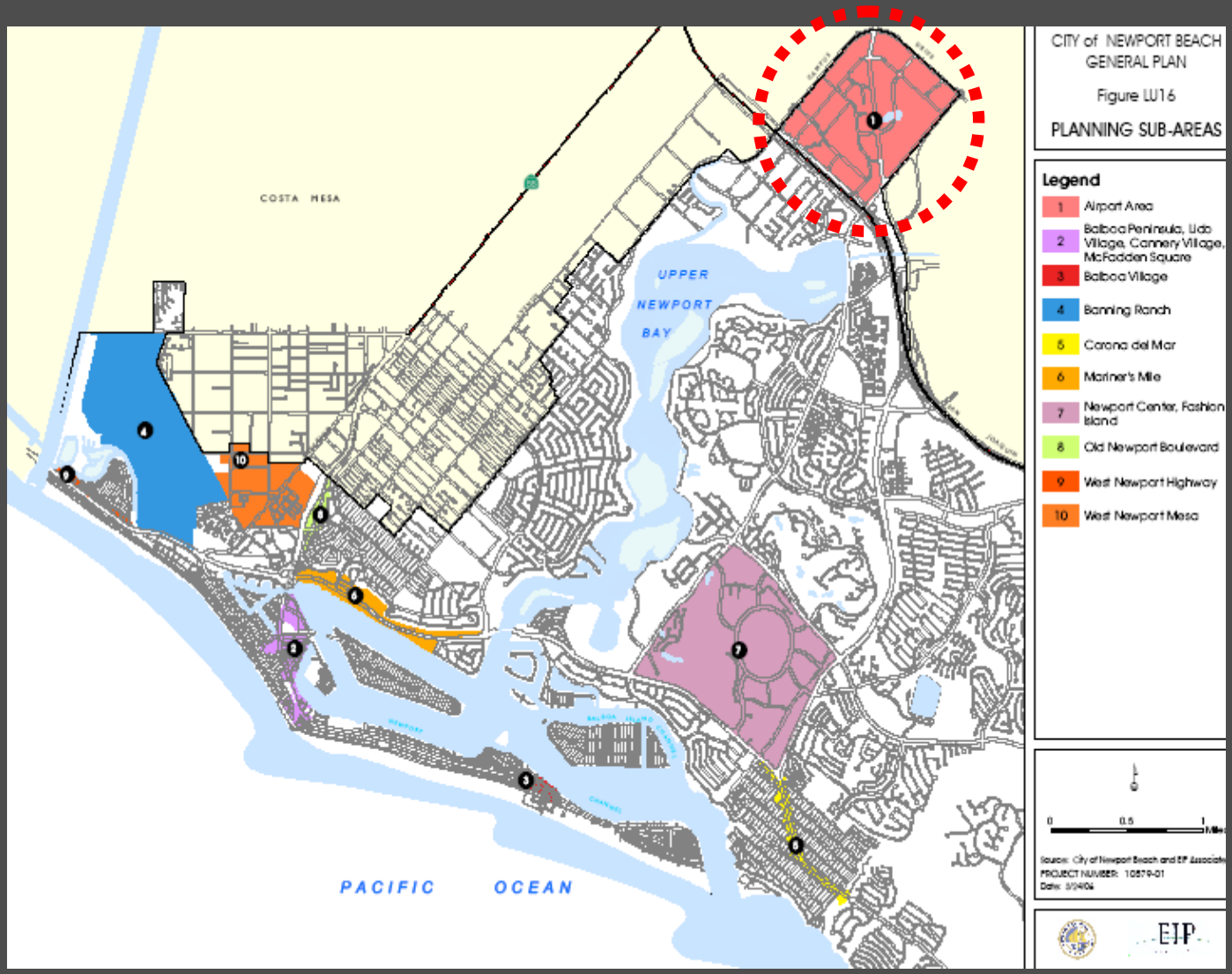
Land Use Element



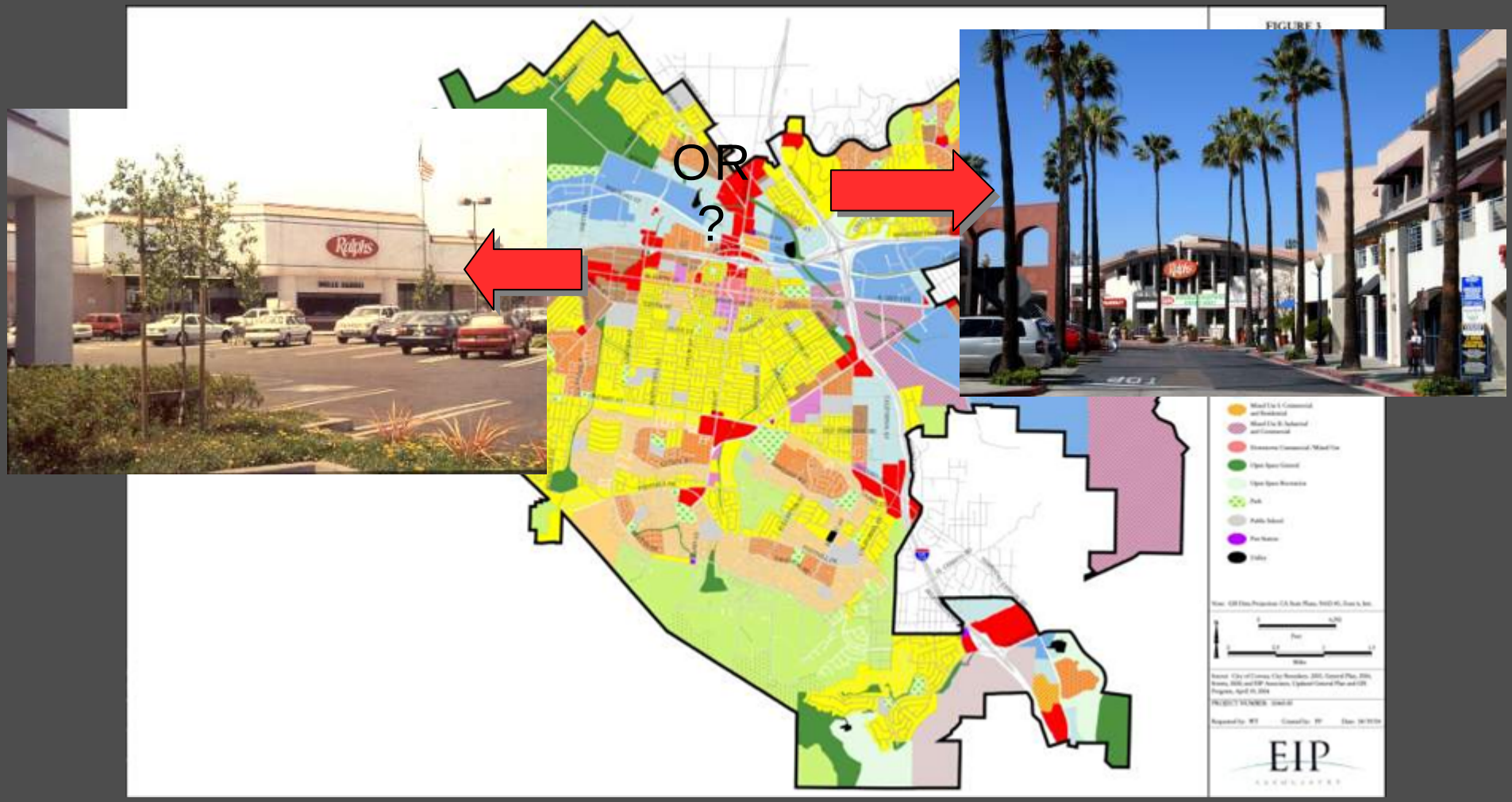
Land Use Diagram



Land Use Diagram



Land Use Diagram



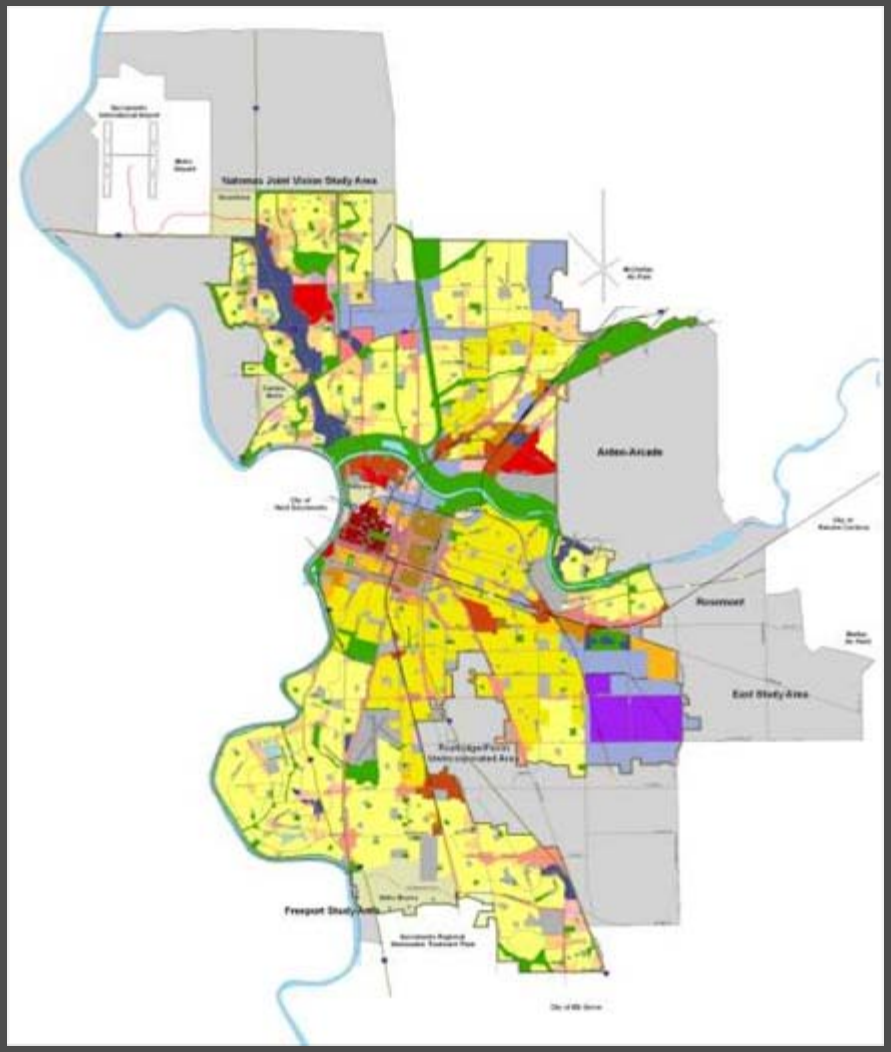
Land Use Diagram

Government Code Section 65302.4 (2004)

"The text and diagrams in the land use element that address the location and extent of land uses, and the zoning ordinances that implement these provisions, may also express community intentions regarding urban form and design

These expressions may differentiate neighborhoods, districts, and corridors ...and provide specific measures for regulating relationships between buildings, and between buildings and outdoor public areas, including streets"

Form-Based Land Use Diagram



Rural
- Rural Neighborhood Residential

Suburban
- Suburban Neighborhood Low
- Suburban Neighborhood Medium
- Suburban Neighborhood High

Traditional
- Traditional Neighborhood Low
- Traditional Neighborhood Medium
- Traditional Neighborhood High

Urban
- Urban Neighborhood Low
- Urban Neighborhood Medium
- Urban Neighborhood High

Centers
- Suburban Center
- Traditional Center
- Regional Commercial
- Urban Center Low
- Urban Center High
- Central Business District

Corridors
- Suburban Corridor
- Urban Corridor Low
- Urban Corridor High

Other Districts
- Employment Center (Low Rise)
- Employment Center (Mid Rise)
- Industrial
- Special Study Areas
- Planned Development
- Public
- Parks
- Open Space

Form-Based Land Use Diagram

SACRAMENTO 2030 GENERAL PLAN

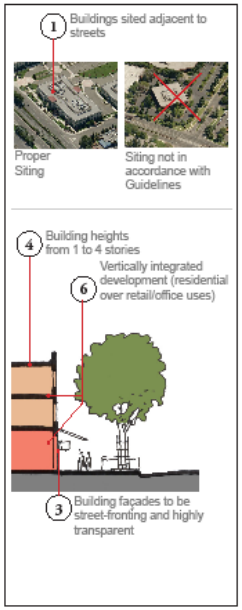
Suburban Center

Sacramento has numerous automobile-oriented suburban centers that represent a significant opportunity for transformation and enhancement. Because of the large amount of land dedicated to parking, new infill development can be added to surface parking areas and along adjoining public corridors to create more compact and consistent development. Parking can be relocated behind buildings and out of public view, while residential and office uses can be integrated into the suburban centers. Broad sidewalks with street trees and pedestrian zone amenities as well as public gathering places can be created to promote walking and social interaction.

Urban Form Guidelines

Key urban form characteristics envisioned for suburban centers include the following:

1. Compact development pattern with buildings sited adjacent to streets to add character and spatial definition to the public realm
2. Centrally-located gathering places (e.g. a small park or greenspace, outdoor restaurant/café seating, or other publicly accessible area) supporting surrounding uses
3. Building façades and entrances with a high degree of transparency and on-street and internal street fronting façades
4. Building heights generally ranging from one to four stories (taller heights acceptable if supported by context and market)
5. Lot coverage generally not exceeding 60 percent
6. Integrated residential and office uses
7. Separated parking between buildings, pedestrian paths, and landscaping
8. Attractive pedestrian streetscapes with broad sidewalks appointed with appropriate landscaping, lighting, and pedestrian amenities/facilities
9. Convenient and attractive pedestrian connections from adjoining neighborhoods and transit
10. Streets designed to integrate and balance safe pedestrian, bicycle, and transit use with efficient vehicular traffic flow
11. Attractive landscaping of public right-of-way with street trees and other plantings to enhance center character and identity



Allowed Uses

This designation provides for predominantly nonresidential, lower-intensity single-use commercial development or horizontal and vertical mixed-use development that includes the following:

- Retail, service, office, and/or residential uses
- Central public gathering places
- Compatible public, quasi-public, and special uses

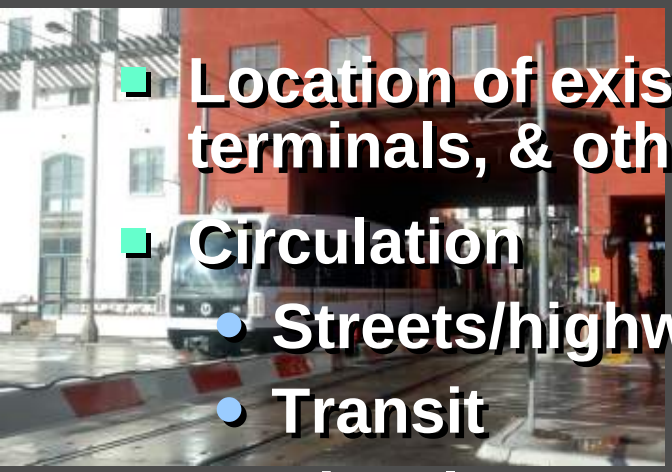
Development Standards

- Minimum Density: 15.0 Units/ Net Acre
- Maximum Density: 36.0 Units/ Net Acre
- Minimum FAR: 0.25 FAR
- Maximum FAR: 2.00 FAR

Suburban Center

Development Standards Note: *Residential development that is part of a mixed-use building shall comply with the allowed floor area ratio (FAR) range and is not subject to the allowed density range. Stand alone residential development shall comply with the allowed density range.*

~~Circulation~~ Mobility



- Location of existing & planned transportation routes, terminals, & other public utilities & facilities
- Circulation
  - Streets/highways
  - Transit
  - Bicycle
  - Aviation and railroad
  - Navigable waterways
  - Parking
  - Transportation system management



CIRCULATION DIAGRAM

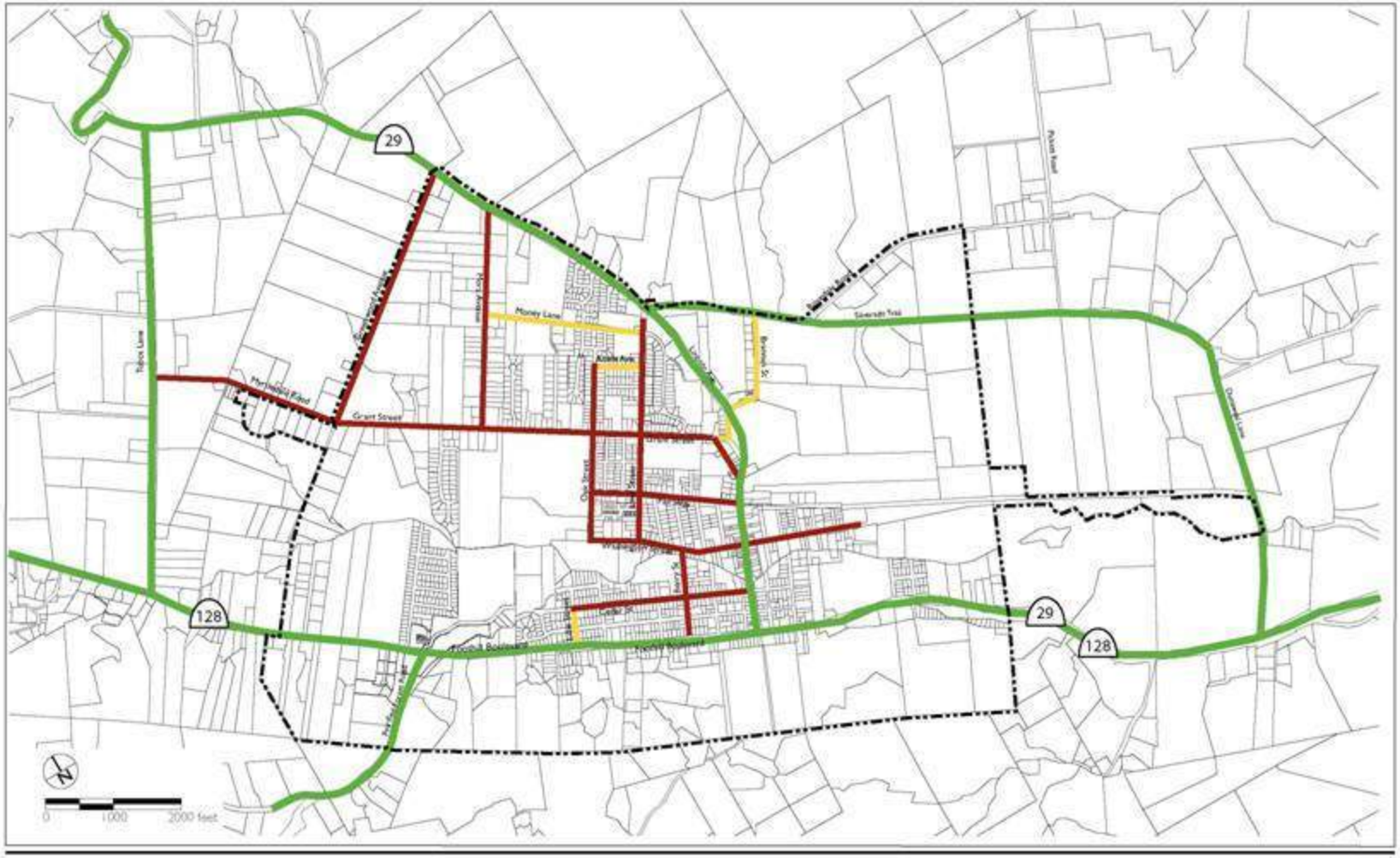


FIGURE CIR-4

EXISTING AND PLANNED STREET CLASSIFICATIONS

CITY OF CALISTOGA
2003 GENERAL PLAN

CIRCULATION IMPROVEMENTS

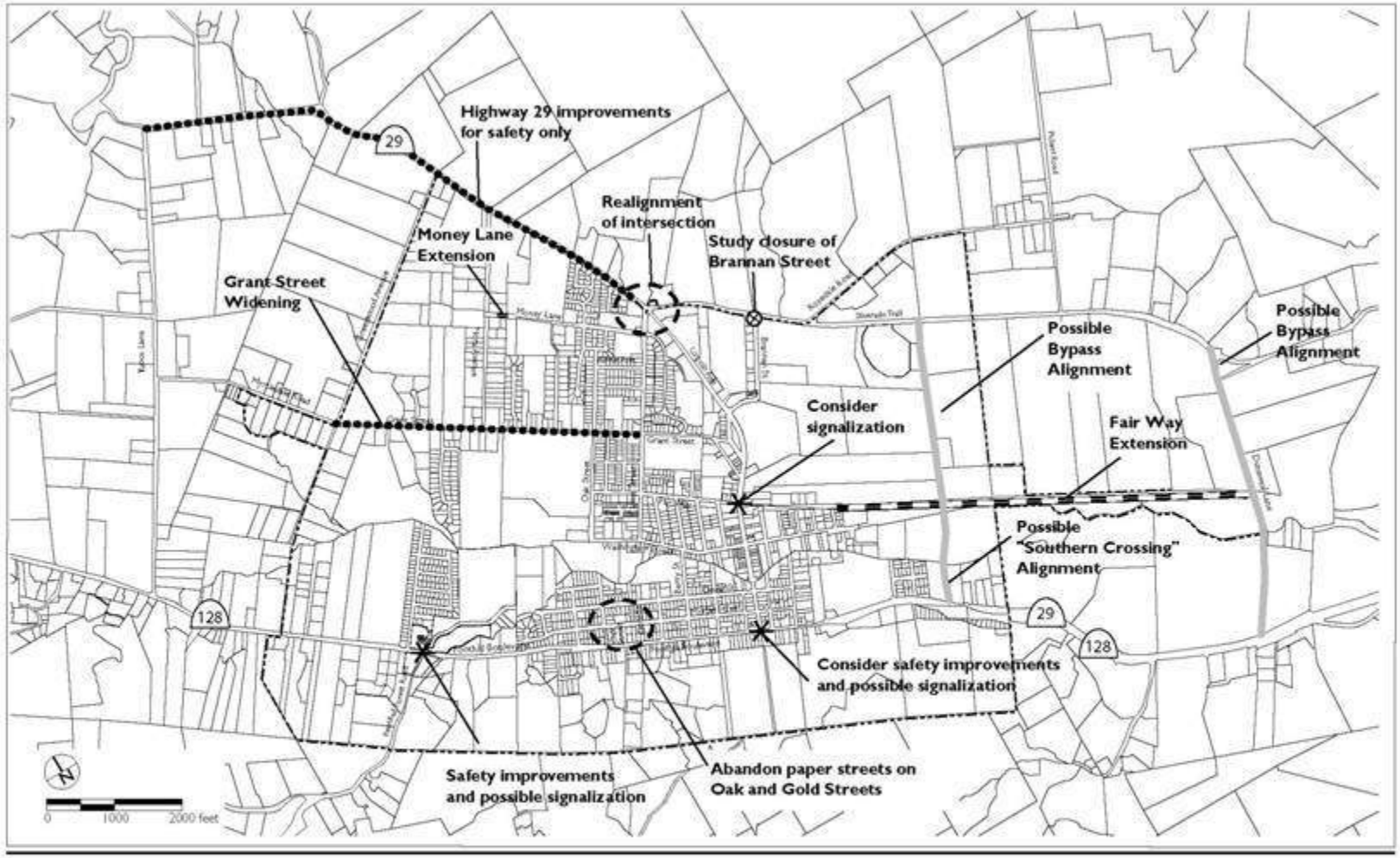
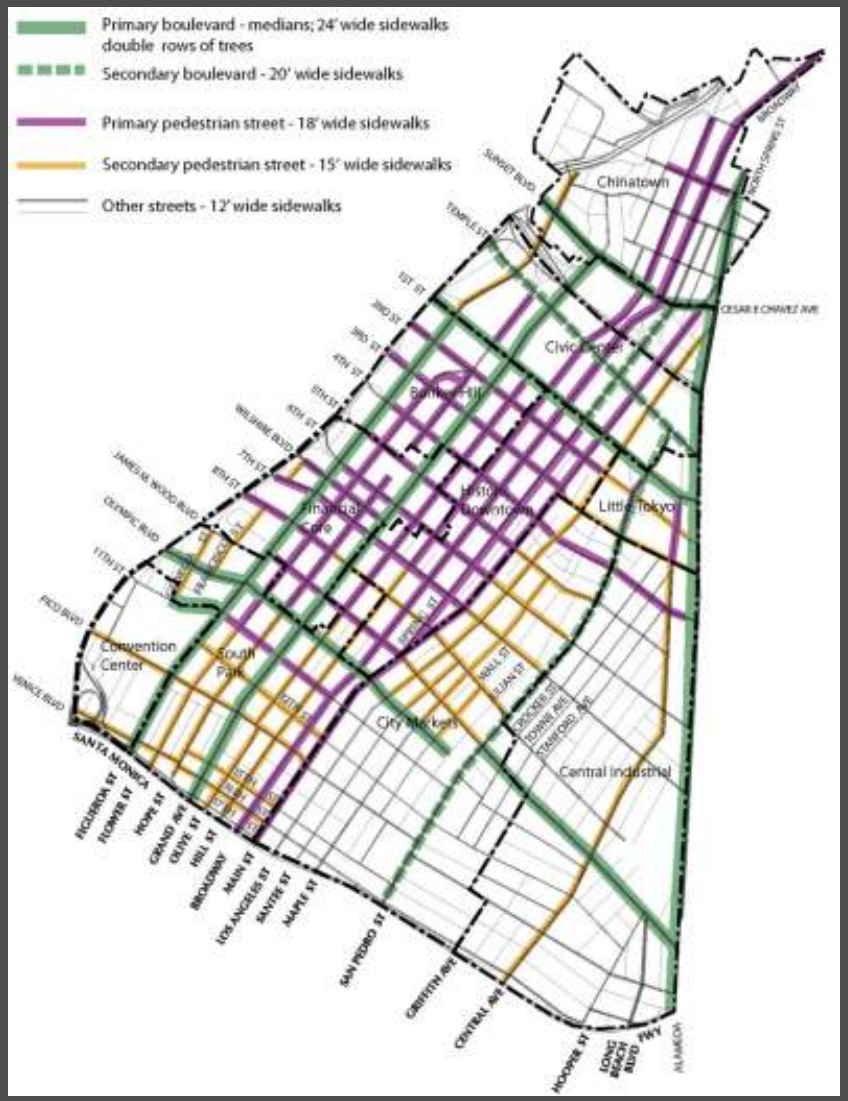


FIGURE CIR-5

STREET IMPROVEMENTS

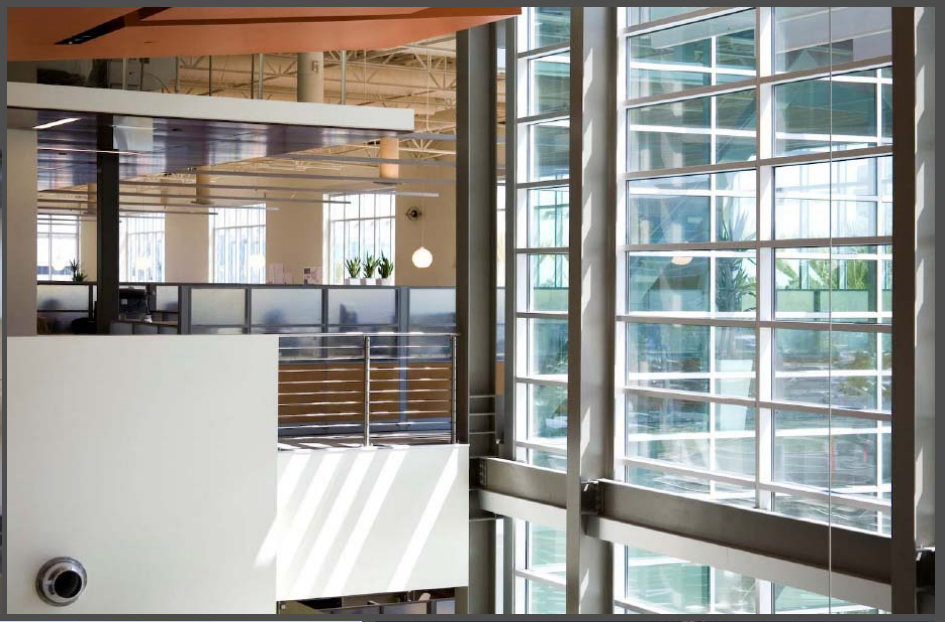
Linking Land Use and Transportation

Mobility : Ped and Bike Streets



Conservation/Infrastructure

Sustainable Practices



HOUSING ELEMENT ISSUES

Housing element process has become controversial; Caltrans has no formal role and CEQA is minimal

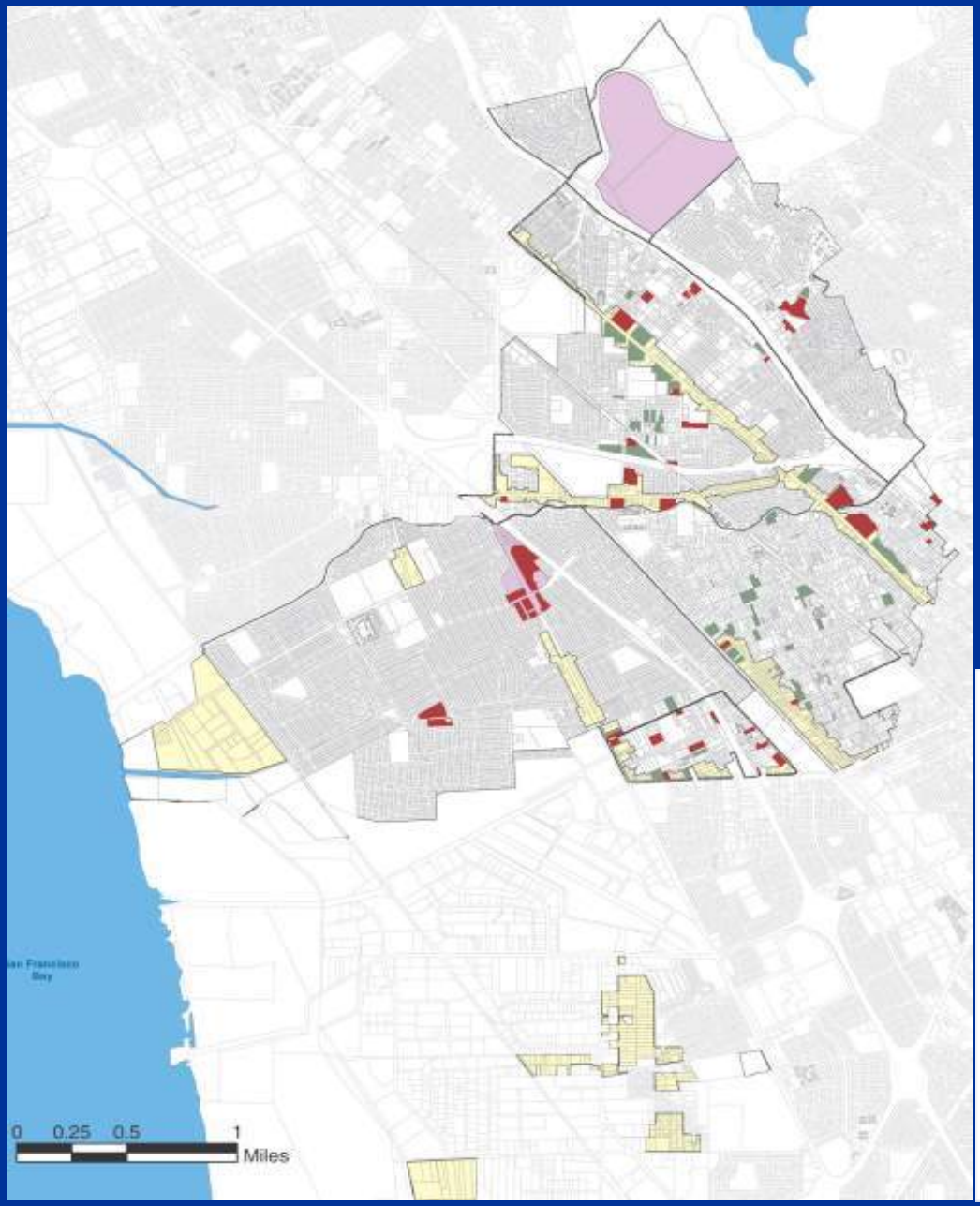
Communities uncomfortable with perceived loss of local control; especially requirements for low income housing; and they are uncomfortable with the regional projections

HCD does not recognize constraints (such as agricultural land or traffic); State mandates inconsistent

Leads to a lot of paperwork and plans, but no housing production

Housing Element reform discussions continue at the legislature

HOUSING SITES MAP



Focus Areas

Special Study Areas

Housing Element Sites - Rezoning not Required

Housing Element Sites - Rezoning Required

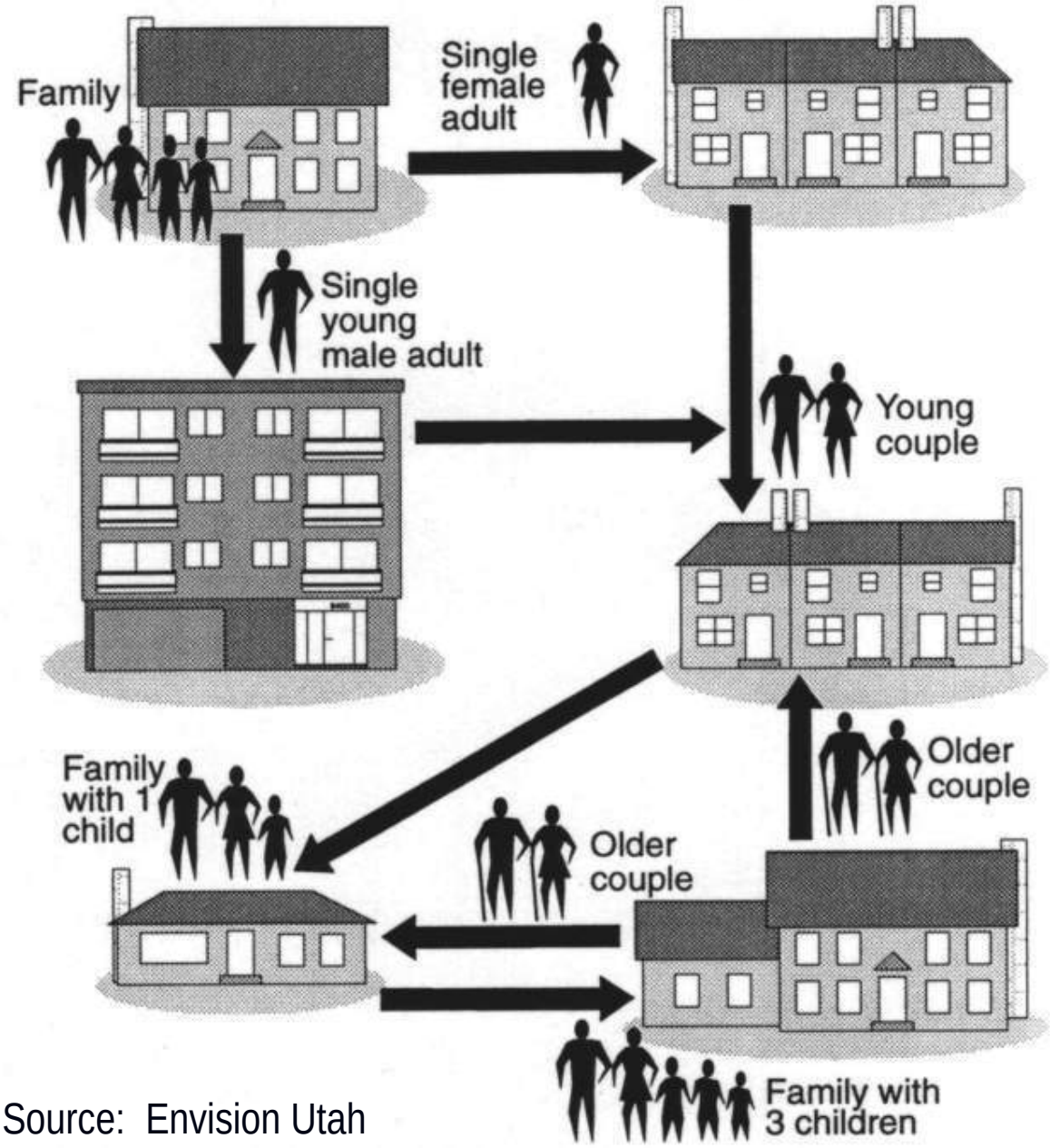
COUNTY HOUSING ELEMENT SITES
IN GENERAL PLAN STUDY AREA

EDEN AREA GENERAL PLAN
DRAFT 08/20/03

Provide housing opportunities and choices

- Provide quality housing for people of all income levels, household sizes.
- Why? Connects jobs and housing, allows for higher densities, reduces or shortens trips
- Meet SB 375 and AB 32 goals

Compact Housing meets varying housing needs at different points in people's lives



Source: Envision Utah

CONSERVATION ELEMENT

Identification, conservation, development and use of natural resources:

- Water
- Forests
- Soils
- Waterways
- Wildlife
- Mineral deposits

May be some overlap with Open Space and Safety Elements, but focus is natural resources

Must include policies for mineral deposits of regional or statewide significance

Conservation/Infrastructure

LEED or Green Points Required or Offered Incentives

OPEN SPACE ELEMENT

Plans and measures for preserving open space for:

- Natural resources
- Managed production of resources
- Outdoor recreation
- Public health and safety

Must include:

- Goals and policies
- Inventory of open space property
- Action program

Often overlaps with land use, conservation, and safety elements

Putting Open Space and Conservation Elements into Action

- Initiate a process for local or regional land acquisition (must enlist the business and land owner communities): example - Placer Legacy
- Create an open space district or partner with a land trust
- Create a financing mechanism: sales tax, Mello Roos, parcel tax, landscape and lighting act, etc.
- Convert conservation policies into ordinances, zoning standards, engineering standards or design guidelines (e.g. LEED required buildings, solar orientation, water conserving landscaping, narrower road standards, low impact development drainage systems, etc.)
- Example: Village Homes in Davis

NOISE ELEMENT

Identifies and evaluates noise problems in the community

Current and projected noise levels calculated and mapped for roadways, railways, airports, industrial plants and other major noise sources

Noise levels used as a guide in the Land Use Element to minimize community exposure to noise

SAFETY ELEMENT

Policies and programs to protect the community from risks associated with:

- Seismic hazards
- Geologic hazards
- Floods
- Wildfire hazards

Jurisdiction must consult with Dept. of Mines and Geology, and submit draft 45 days prior to adoption or amendment

Public Involvement In General Plan Updates

Vision Statement

Vision and Guiding Principles

SACRAMENTO GENERAL PLAN UPDATE

Defining Sacramento's Future

Adopted November 22, 2005

Introduction

The purpose of this document is to set out a vision that captures the City's key values and aspirations for Sacramento's future. The Vision Statement paints a picture of what Sacramento will be twenty-five years from now. The second part of this document sets out Guiding Principles that flow from the Vision Statement. These principles establish policy benchmarks for the rest of the General Plan Update process. The principles, along with the issues identified in the *Planning Issues Report*[1], will be used to help define how growth will occur, as well as direct the development of land use alternatives and updated General Plan policies. The alternatives will be defined at a citywide scale and for targeted "areas of opportunity."

The Vision and Guiding Principles are applicable to the context of the city as a whole as well as its community plan areas and neighborhoods. The Vision and Guiding Principles is informed by recently adopted City policy related to smart growth and sustainable development and an extensive community involvement program that includes public input from the first phase of town hall forums, focus group interviews, and the General Plan Advisory Committee (GPAC), a 25-member citizen's committee appointed by the Mayor and City Council.

Vision Statement

The guiding vision of the General Plan is that **Sacramento will be the most livable city in America.**

As California's capital, Sacramento will continue to play its traditional role in the region as the primary center of government, employment, and culture. Downtown Sacramento will vibrate with arts, culture, entertainment, and a 24-hour population.

The city's economy will continue to strengthen, diversify, and play a larger role in the global economy. Building on the skills of our workforce, Sacramento's economy will provide a broad range of jobs in all industry sectors, including those related to small and local businesses.

[1] *The Planning Issues Report identifies major issue categories to be addressed in the new General Plan. Copies of the document are available from the Planning Division or on the Internet at www.sacgp.org.*

Every neighborhood will be a desirable place to live because of its walkable streets, extensive tree canopy, range of housing choices, mixed use neighborhood centers, great schools, parks and recreation facilities, and easy access to Downtown and jobs.

Sacramento will be linked to the rest of the region by an extensive, efficient and safe network of roadways, bridges, mass transit, bikeways, pedestrian trails, and sidewalks. It will be linked to the rest of California and the world by an international airport, conventional and high-speed passenger rail, interstate highways, and high-speed communication systems.

Sacramento will continue to celebrate its cultural and ethnic diversity and ensure the equitable treatment of all neighborhoods and groups. Sacramento will protect its historic and cultural resources and its natural environment and will increase access to its riverfront and open spaces for the enjoyment of its growing population.

Sacramento will promote the health and well-being of the community and will plan for the long-term safety of its citizens.

Finally, to help address the causes of global warming and the urban heat island effect, Sacramento will be a model of sustainable development in its planning, its use of urban heat island reduction measures, and its conservation of energy, water, and other natural resources.

Guiding Principles

Land Use

- Provide a diversity of neighborhood environments, from the *traditional*[2] downtown core to well-integrated new growth areas.
- Create a vibrant downtown that serves as a regional destination for the arts, culture, and entertainment while accommodating residents that live, work, and gather in the city center.
- Focus higher density developments and mixed-use projects in areas adjacent to transit stations, along transit corridors and commercial corridors, near job centers, and in strategic opportunity areas throughout the city.

- Use the existing assets of infrastructure and public facilities to increase infill and re-use, while maintaining important qualities of community character.

[2] *The term "traditional" refers to the urban grid pattern that is characteristic of older central cities.*

Awareness & Communication

Is this the Destiny of Woodland Hills?

Some people have written off the West Valley for good. We're about to prove them wrong.

Help us establish standards and a plan for our community to ensure that our families will enjoy a sustainable, profitable, sociable and accessible neighborhood. Find out how on Saturday, June 21.

We Call It PlaceMaking

From Joyce Pearson, Board Chair of the Woodland Hills-Warner Center Neighborhood Council

I want to invite you to attend our premier Community Forum, and learn how to harness the future. Your presence is not only requested, it is vitally needed. Our guest list of speakers is a Who's Who of some of the "greenest", technology advanced, current economic gurus of our time.

I know many of you are as concerned as I am about our community and its quality of life. And only you as a community can bring a force for the right kind of change in our neighborhoods.

Over the last few years, the Woodland Hills-Warner Center Neighborhood Council has spent a tremendous amount of time to help create conditions that will improve life for all of us. But we also need your support, your input, and your willingness to participate in the fate of the future of our community. Monumental tasks are on the horizon and it will take a monumental community effort to control, shape, and mold the challenges we are presented.

This Forum arms you with updated, state-of-the-arts tools to apply to such critical issues as traffic, open space, mixed-use development, water conservation, solar use, and much more.

If we as a community are so sure we can do a better job for ourselves, lets show up, learn how and do it. Operators are standing by to take your order of commitment.

If you want to save Woodland Hills, you'd better save Saturday morning, June 21.

With a little effort, we can make Woodland Hills a lot more livable. Learn about the June 21 Community Forum inside.

Woodland Hills Warner Center Neighborhood Council

20929 Ventura Boulevard, Suite 47-535
Woodland Hills, CA 91364

Get timely Neighborhood Information via our Website, e-Newsletters, e-Mail Event & even Phone Call Reminders too if you request them.
Sign-Up by simply visiting www.whcouncil.org
Tell you neighbors too!

Presorted
Standard
U.S. Postage Paid
Los Angeles, CA
Permit No. 12932

Awareness & Communication

Community Forums/Panel Discussions

Engagement

Advisory Committees

- Logical Role for Environmental Planning Commission
- Regularly Scheduled Meetings
- Conduit to Constituencies

Engagement

Workshop Exercises – Mapping: Identify Issues & Develop a Plan

Engagement

Workshop Exercises – Mapping: Identify Issues & Develop a Plan

Engagement

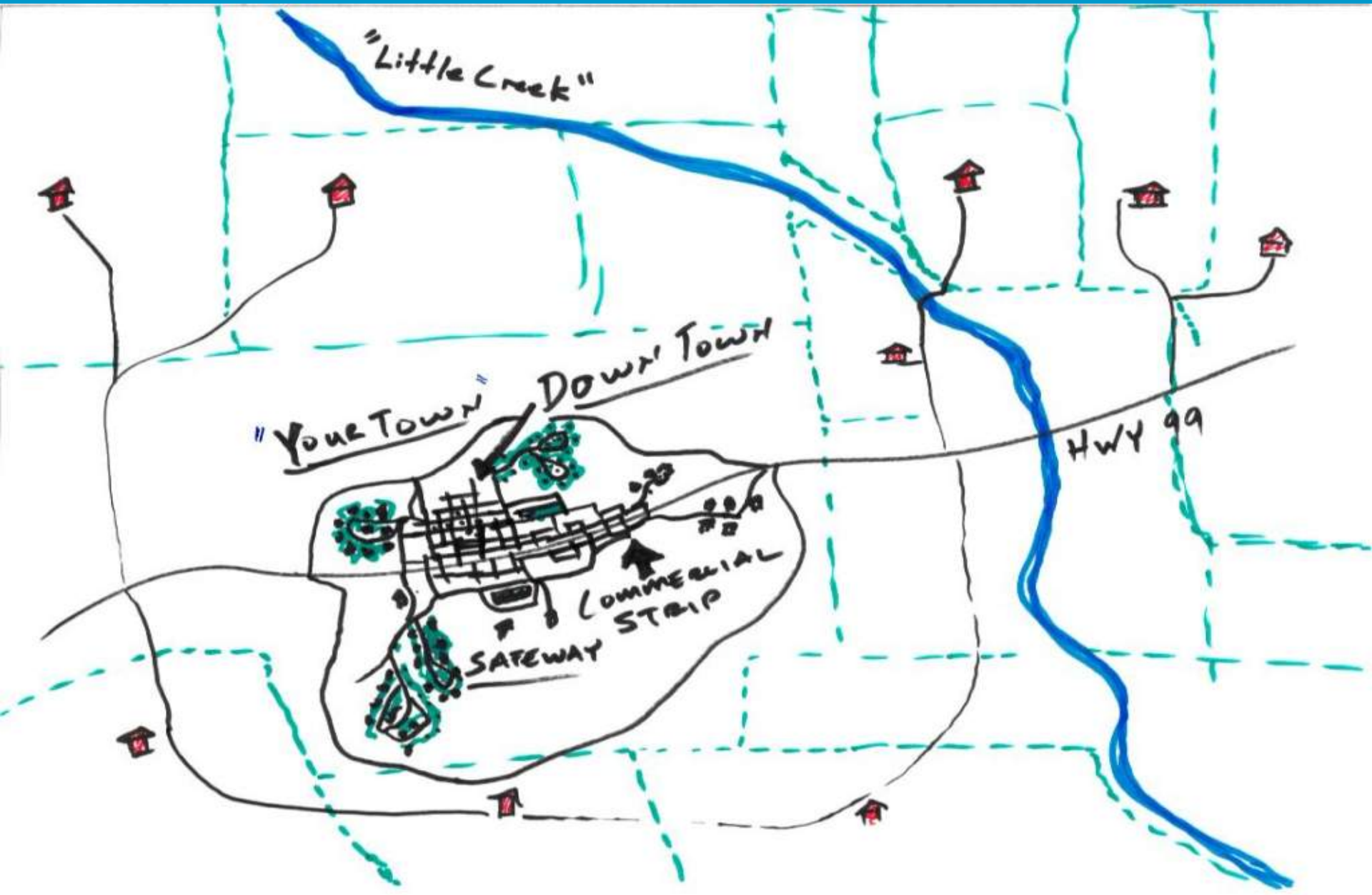
Workshop Exercises – Computer-Based Planning & Impact Evaluation

- Criterion INDEX
- PLACE^{3}S
- Community VIZ

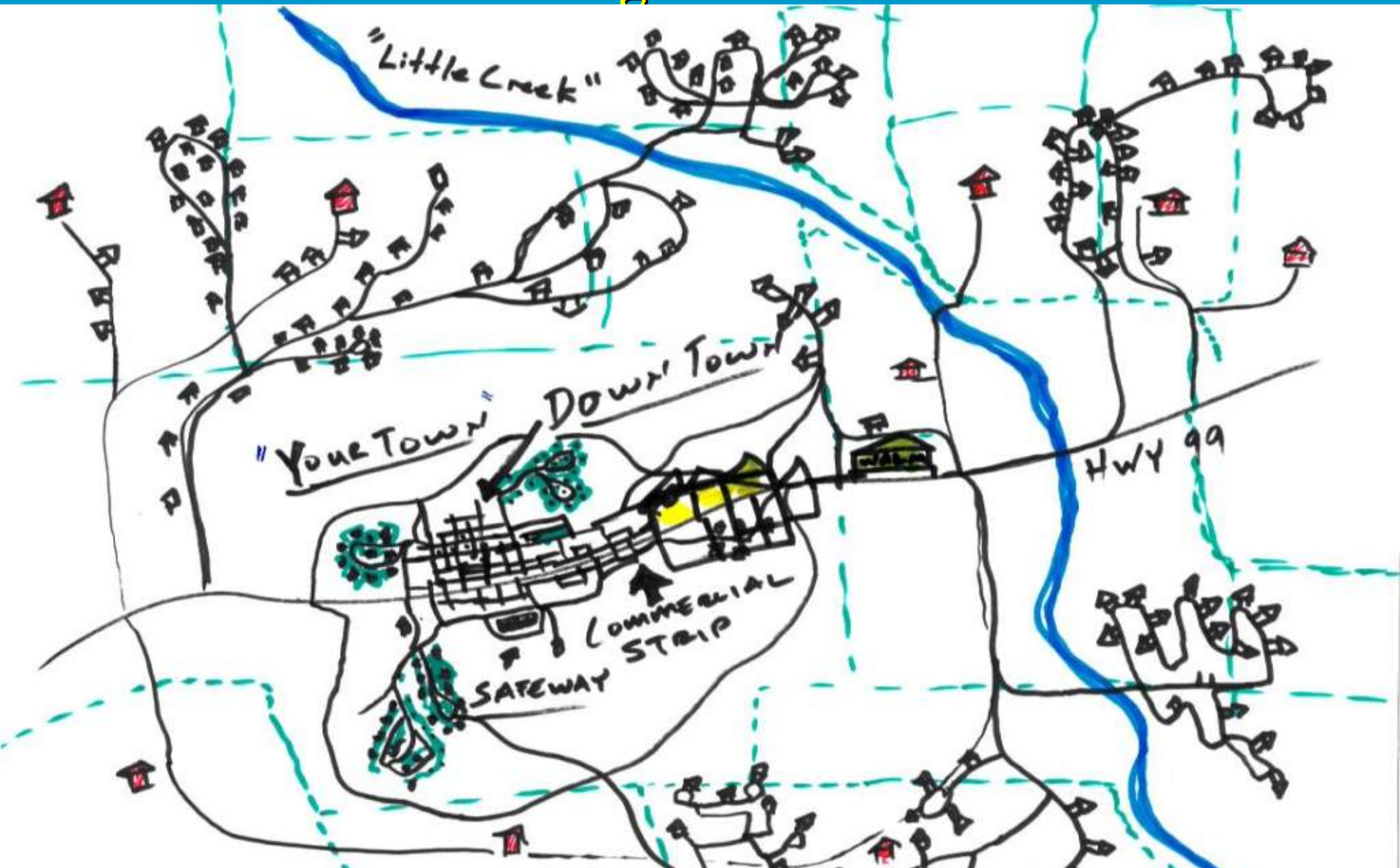
General Plans: Addressing Water

- Develop GP land use map alternatives that address water resources issues directly
- Determine "where you grow"
- Determine "how you grow"
- Incorporate water management policies in the GP
- Analyze water issues carefully in the EIR
- Develop a Water Element as part of the GP or in Conservation or Public Facilities Element

The Form and Location of New Development and Redevelopment has a lot to do with Water Resources

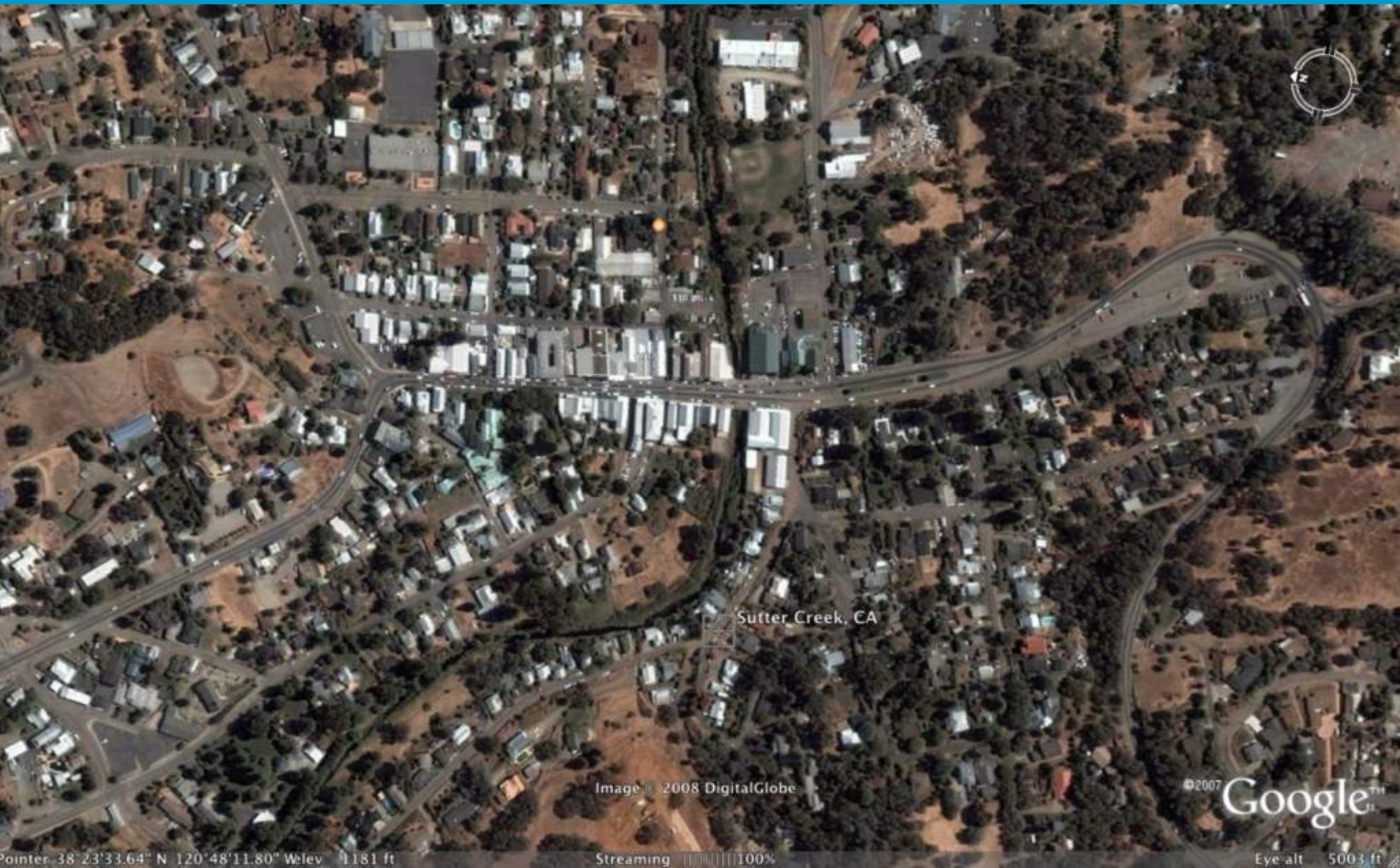


Water demand, cost of infrastructure and service, water quality, economies of scale for wastewater and water, drainage and runoff



Development Patterns

Development Patterns



Water/Land Use Principles

Efficient Land Use and Community Design

Natural Infrastructure

Efficient Water Use

Sustainable Site Design

Implementation Principles

Advisory Committee Proposed Goals

Increase Land Use Efficiency: Accommodate growth in efficient development patterns & compact form to minimize watershed-scale impacts, protect water supplies, use infrastructure efficiently, and conserve valuable land.

Increase Water Use Efficiency: Plan and design new development and associated infrastructure to make the most efficient use of existing water supplies.

Strengthen Existing Communities: Focus growth and investment towards existing communities to ensure efficient use of land, water, infrastructure & fiscal resources.

Minimize Development Impacts: Plan and design development to prevent and minimize its impacts on water resources, and support efficient use of land & water.

Increase Coordination and Collaboration: Create programs and policies that encourage greater cooperation locally and regionally, within and between different agencies, and between different interests.

Conserve Valuable Natural Assets: Invest in the preservation and restoration of “natural infrastructure” systems that provide water and community benefits, such as healthy soils, riparian areas and groundwater recharge zones.

Create a water element for your general plan or specific plan

- OPR General Plan Guidelines
- Integrate all aspects of the hydrologic cycle into one element
- Incorporate new water supply requirements by including local water purveyors plans
- Incorporate wastewater and recycling plans to locate demand sites
- Incorporate stream and wetland protection, as well as retention drainage policies to address water quality and recharge issues
- Example: Sonoma County, Yolo County

Contents of a Water Element

- Water supply/demand
- Water quality/wastewater treatment
- Storm Water Management
- Flood Risk Reduction
- Watershed Management
- Protection of Aquatic Resources

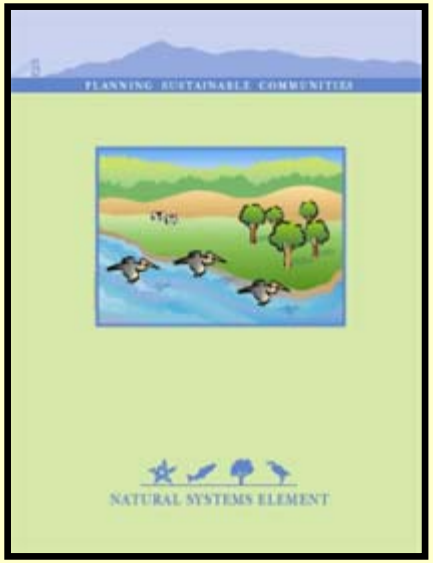
Benefits of a Water Element

- Accessible information for the public in one readable document
- Use same data base, assumptions and projections for all water infrastructure
- Useful for water supply assessments
- Find linkages between water use, conservation, recycling, wastewater, and drainage
- Assist in storm water and related quality permits
- Promote watershed management approach

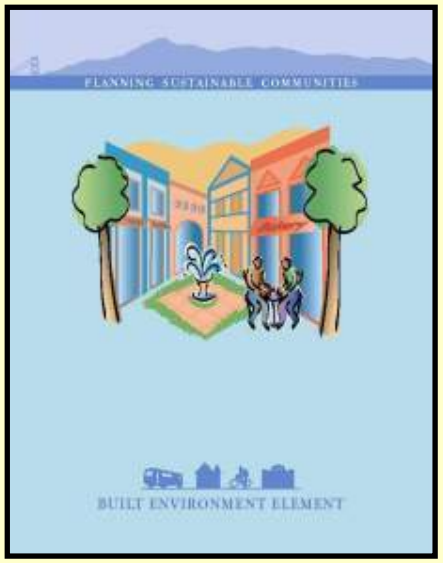
Planning Sustainable Communities at the County Scale in Marin County, California

Alex Hinds, Planning Director, Marin County

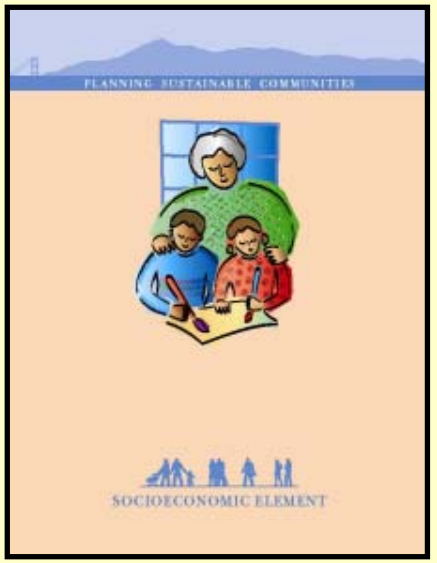
Countywide Plan



Natural Systems and Agriculture



Built Environment



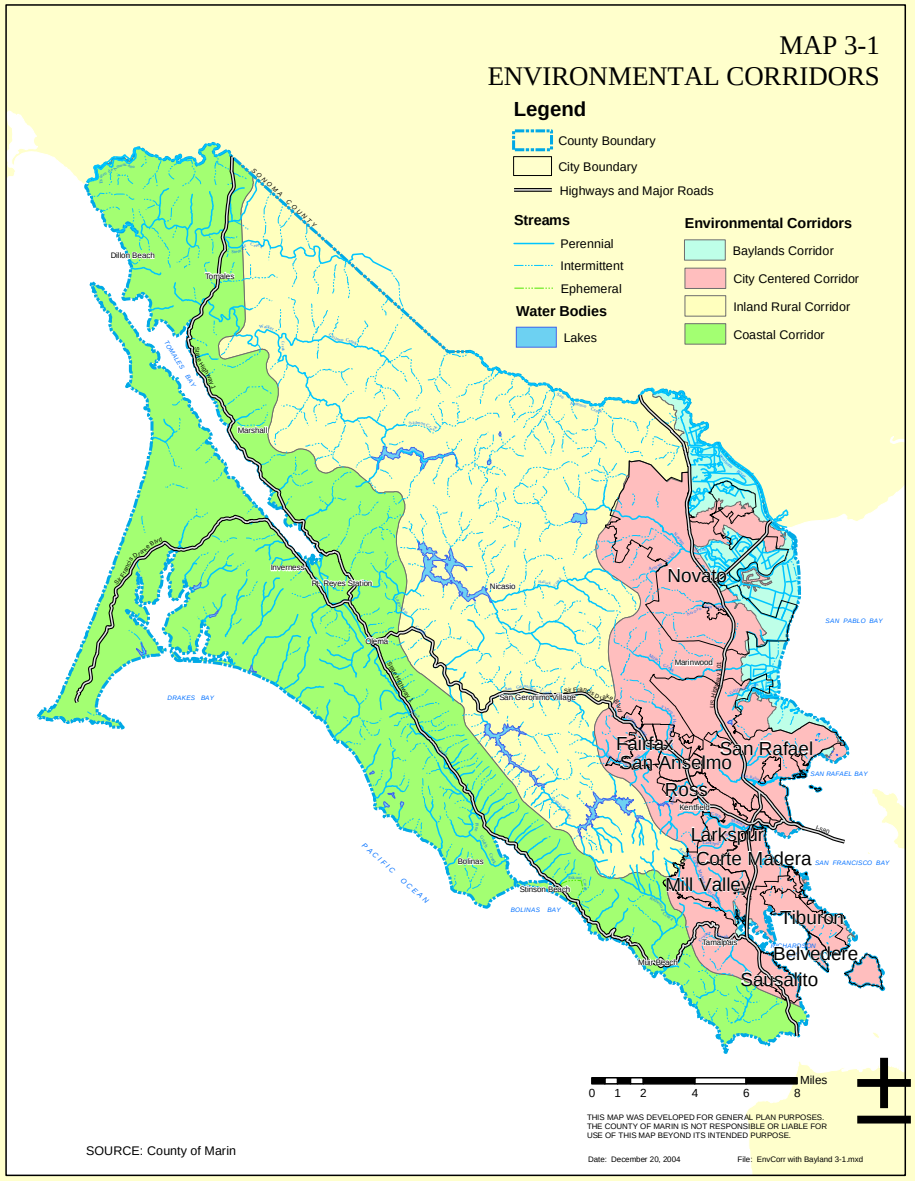
Socioeconomic

“Planning sustainable communities”
is the overarching theme of the CWP update

CWP Definition of Sustainability:

- Aligning our built environment and socioeconomic activities w/ the natural systems that support life
- Adapting human activities to the constraints and opportunities of nature
- Meeting the needs of both the present and the future

Environmental Corridors

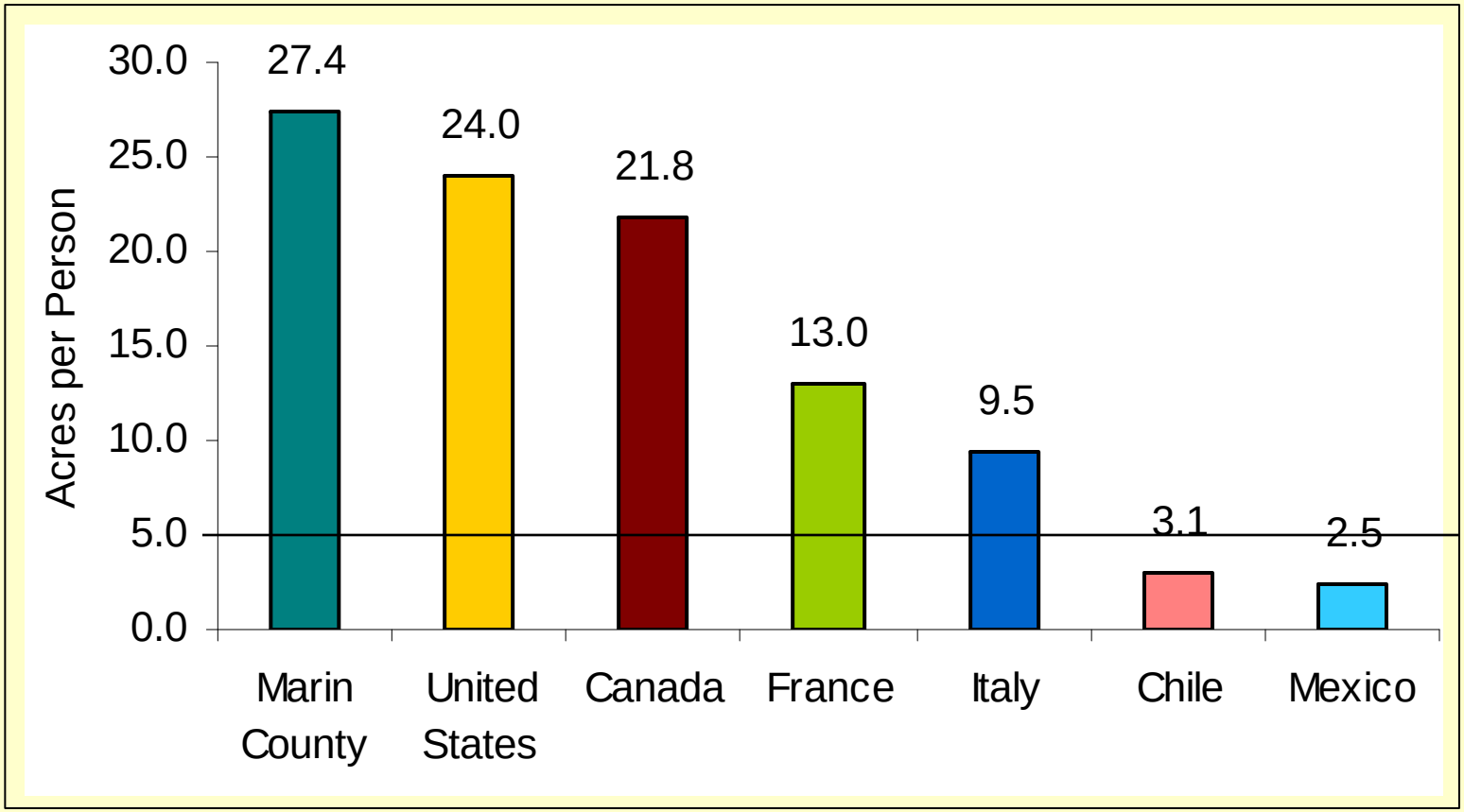


There have historically been three major corridors:

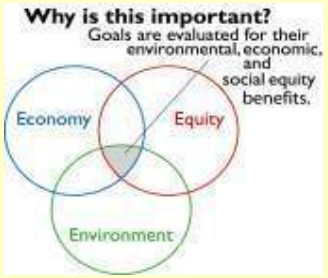
- The Coastal Corridor
- The Inland Rural Corridor
- The City-Centered Corridor

A 4th, Baylands Corridor is new and assists in climate change adaptation

Ecological Footprint Comparison



Countywide Plan



Each element addresses:

- What are the desired outcomes?
- Why it is important?
- How will results be achieved?
- How will success be measured?

Natural Systems & Agriculture

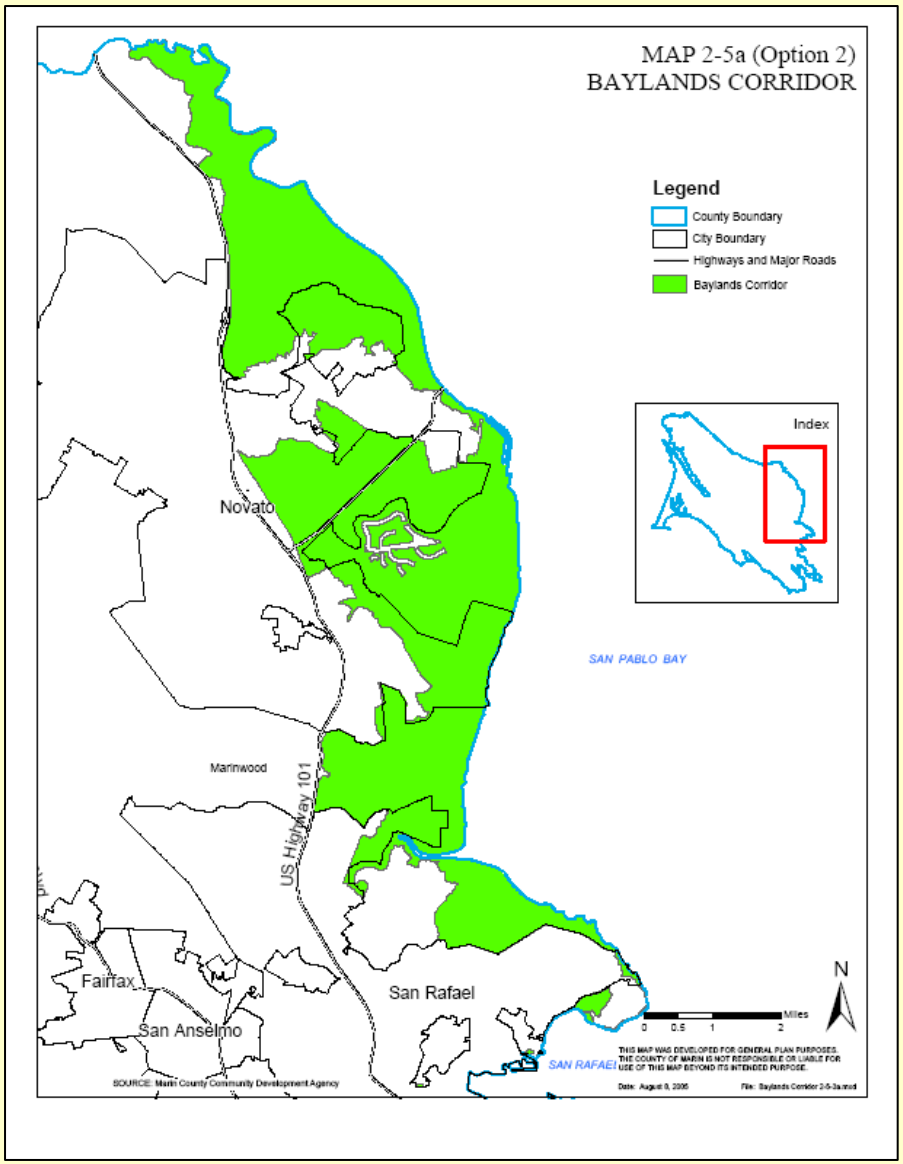
Topics in the Natural Systems & Agriculture Element:

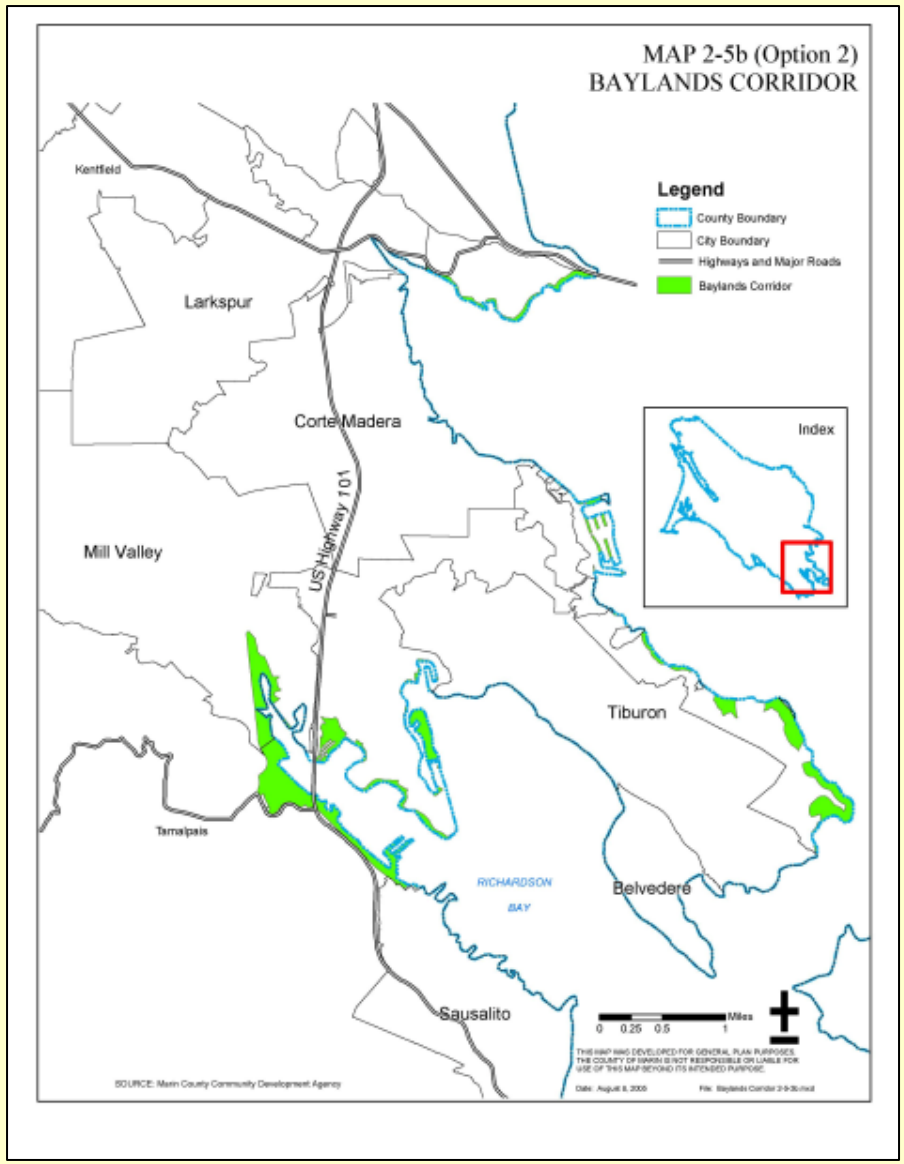
- Biological resources
- Water resources
- Environmental Hazards
- Atmosphere and climate
- Open space
- Trails
- Agriculture and food

CWP Climate Change Goals

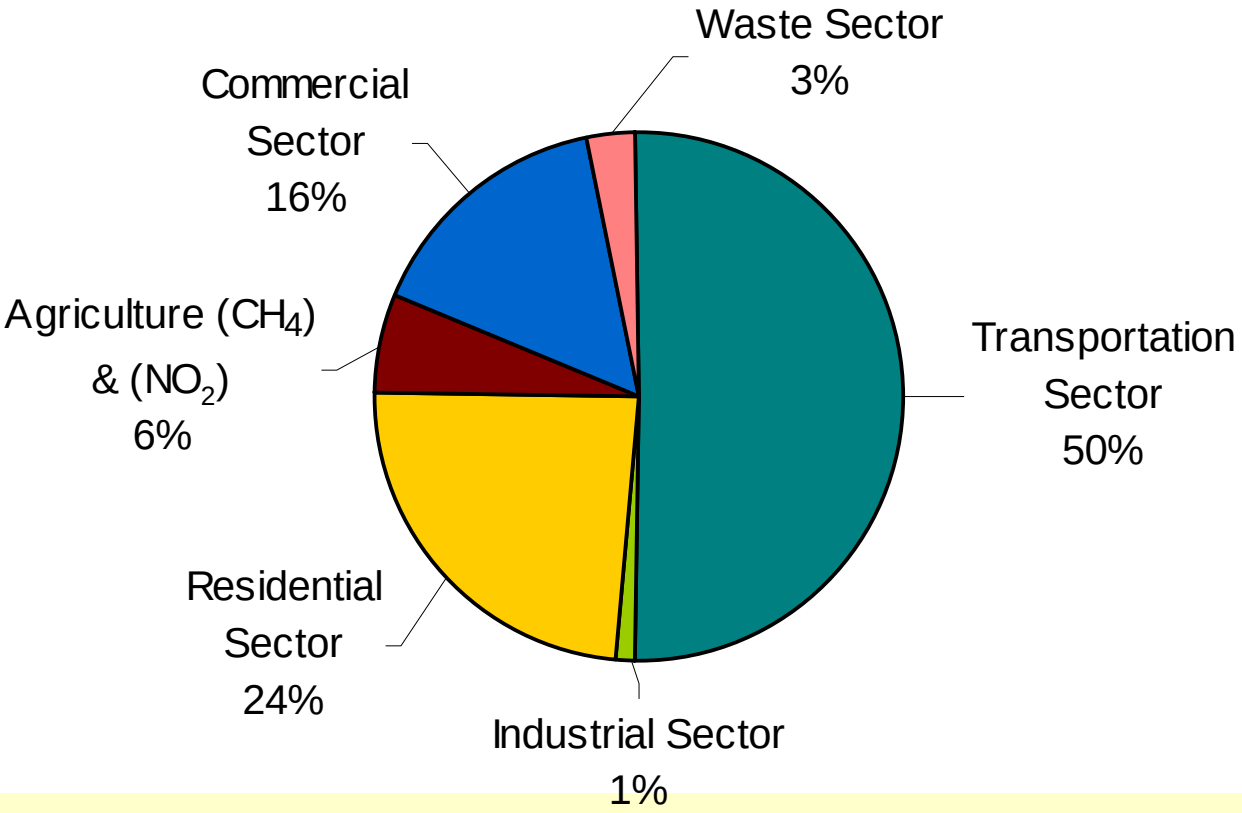
- Reduce GHG emissions
- Monitor climate change
- Adapt to climate change

Baylands Corridor





Marin's Greenhouse Gas Emissions Analysis



Set Target to Reduce Emissions

Indicator	Benchmark	Targets
Amount of GHG Emissions Countywide	2,634,000 tons CO2 in 1990	Reduce 15-20% by 2020.

Built Environment

Topics in the Built Environment:

- Community Development
- Design
- Energy and Green Building
- Mineral Resources
- Housing
- Transportation
- Noise
- Public Facilities and Services
- Planning Areas

Marinwood Shopping Center

Before:

After:

Built Environment Element

Indicator	Benchmark	Targets
Energy mix	Renewable share was 23.2% in 2000	Increase renewable energy sources to 30% by 2010 and 40% by 2015

Socioeconomic

Topics in the Socioeconomic Element:

- Economy
- Childcare
- Public Safety
- Community Participation
- Diversity
- Education
- Environmental Justice
- Public Health
- Arts and Culture
- Historical and Archaeological Resources
- Parks and Recreation

Socioeconomic Element

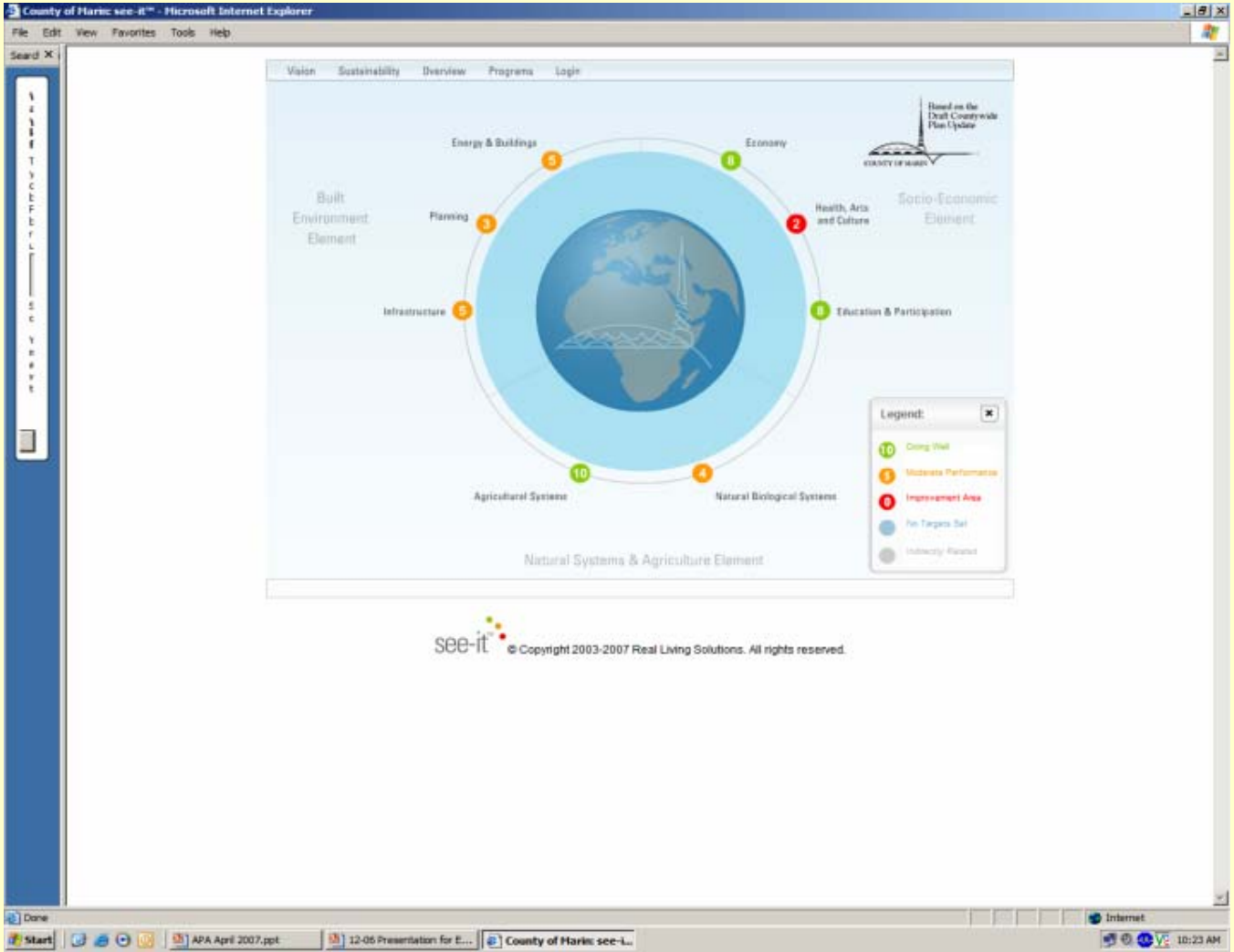
Indicator	Benchmark	Targets
Number of certified “green” businesses	0 in 2000	Increase to 250 by 2010, and 400 by 2015

Sustainability Initiatives

The Community Development Agency offers a broad array of programs including:

- ***Solar Incentives • Green Business***
- ***Climate Protection • Green Building***
- ***Energy Efficiency • Waste Tire Education***
- ***Sustainable County Operations***

New See-it Viewer: allows the public to follow progress of key indicators

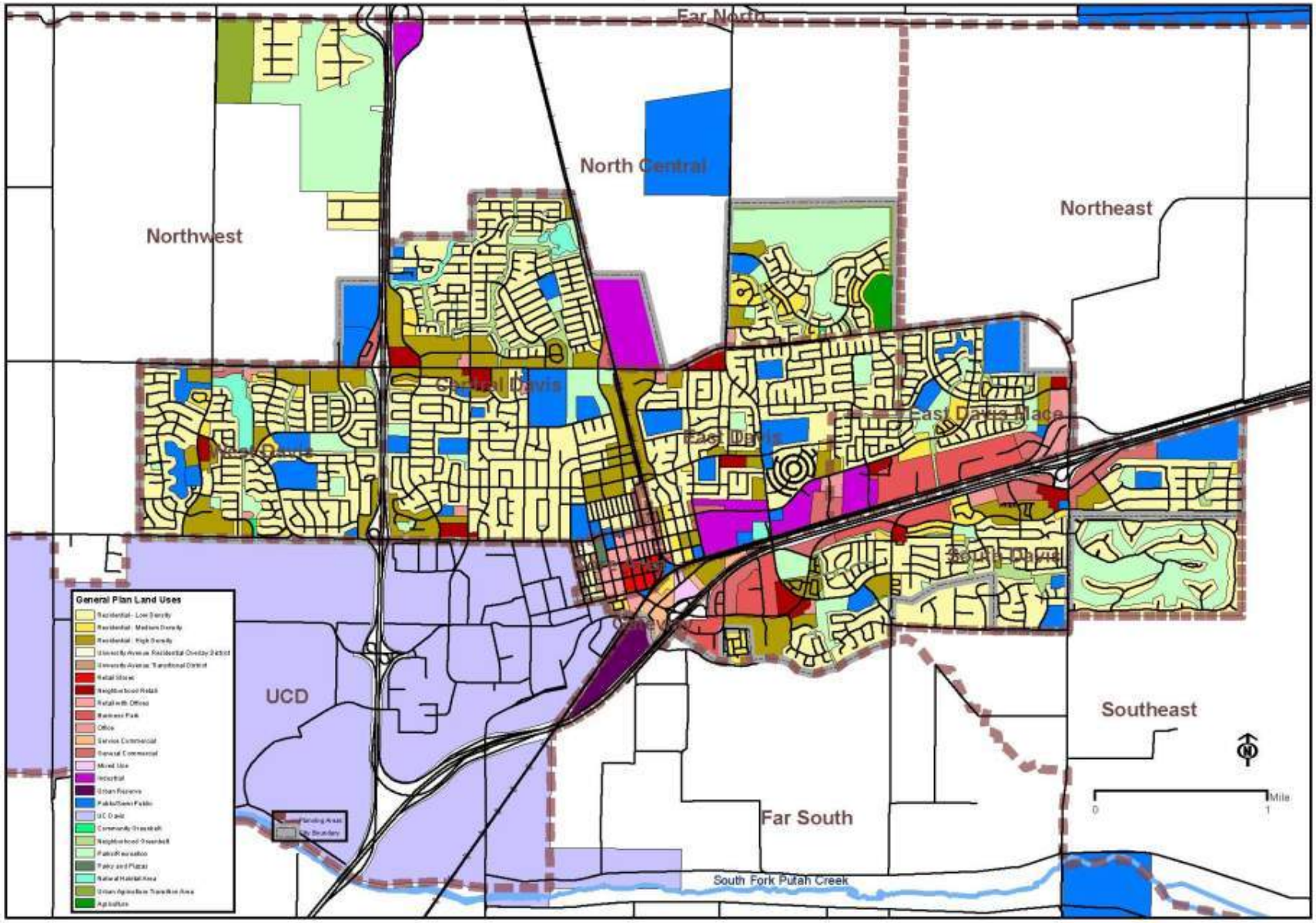


City of Davis
General Plan

Davis General Plan Selected Policy Framework

- Central downtown; grid, density, transit, parks, plazas, parking structures, streetscape, restrictions elsewhere on retail, theaters, etc.
- Design guidelines and process for infill
- Distinct neighborhoods anchored by parks, schools and shopping; no regional shopping, small scale centers
- Multi-modal system; no LOS for cars; interconnected greenbelt and bike system
- Affordable housing requirements
- Park system equitably distributed
- Multiple types, densities and styles of housing
- Development finances infrastructure
- Multi-use infrastructure (ponds and basins)

General Plan Land Uses
City of Davis, March 2007



March 2007

General Plan 3-2007.mxd


General Plan Land Uses
Residential - Low Density
Residential - Medium Density
Residential - High Density
University Avenue Residential Overlay District
University Avenue Transitional District
Retail Stores
Neighborhood Retail
Retail with Offices
Business Park
Office
Service Commercial
General Commercial
Mixed Use
Industrial
Urban Reserve
Public/Semi-Public
UC Davis
Community Greenbelt
Neighborhood Greenbelt
Parks/Recreation
Parks and Plazas
Natural Habitat Area
Urban Agriculture Transition Area
Agriculture

3rd and C

Project Profile

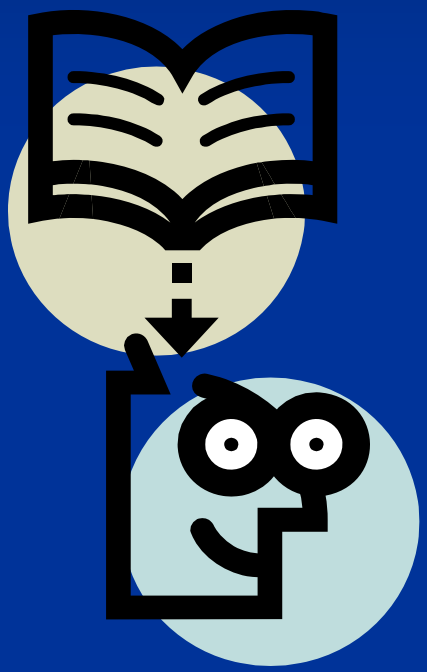
- 0.14 acres
- 2,800 s.f. retail
- 4 MF units
- 29 d.u./ac.
- 4 parking spaces
- $50,000 in RDA Fee Assistance
- Ground floor retail requirement

McCormick Building

Project Profile

- 4th and F downtown
- 0.42 acres
- 9,000 s.f. retail
- 11,000 s.f. office
- 8 live/work lofts
- 29 d.u./ac.
- 11 parking spaces
- $75,000 in-lieu of parking fees

In-Class Exercise: Goals, Objectives, Policies and Actions



Each group is to write on a flip chart a goal (1), objectives (1-2), policies (2-3) and actions (2-3) to address an unfamiliar issue and one for water:

- Lack of affordable housing
- Need to provide adequate active recreational/park space
- Desire to contain urban growth in a compact and defined urban "envelope"
- Increase bicycle use as transportation
- Make up your own
- Plus something on water supply, water quality, flooding, drainage, etc.

IMPLEMENTING GENERAL PLANS

- Zoning
- Specific Plans
- Design Guidelines
- Redevelopment , Growth Management, Affordable Housing, Development Agreements
- Local Ordinances
- CEQA

ZONING

The DNA of a City

Primary means of implementing the General Plan

General plan presents the long-term outlook; zoning classifies specific, immediate uses on parcels of land with standards

Zoning translates long-term objectives into everyday decisions

Success of General Plan rests on effectiveness of consistent zoning ordinance

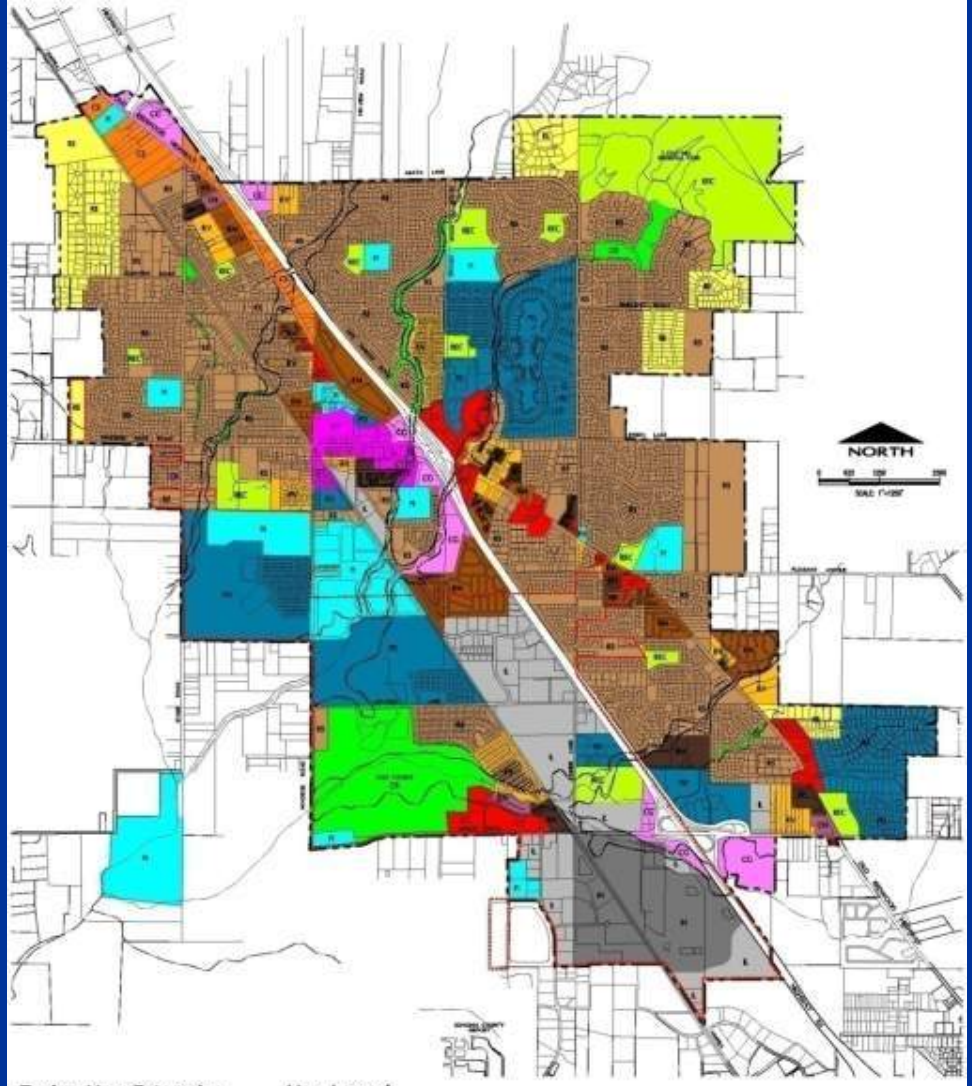
Various "modern" zoning codes being adopted: form based, performance based, district-based, one-map system, on-line

BASIC ZONING
(See Extra Materials Section in the Notebook)

- Zoning: Parcel-specific land use regulations intended to implement the policies as they apply to every single parcel of land. Focus on allowable uses and separate zones.

Typically contains four types of standards

- LAND USE: Primary, Ancillary and Conditional
- INTENSITY: Density, Bulk, Height
- SITE STANDARDS: Parking, Set-Back, Open Space, etc.



Zoning Map Categories

RESIDENTIAL

- High Density Residential
- Medium Density Residential
- Village Residential
- Suburban Residential
- Estate Residential

COMMERCIAL DISTRICTS

- Neighborhood Center Commercial
- Town Center Commercial
- Community Commercial
- Service Commercial
- Gateway Commercial

INDUSTRIAL DISTRICTS

- Light Industrial
- Heavy Industrial

SPECIAL PURPOSE DISTRICTS

- Open Space
- Planned Development
- Public/Institutional
- Recreation

Map Legend

- Town Boundary

OVERLAY DISTRICTS

- Airport Safety
- Flood Hazard

Zoning Map

May 25, 2000

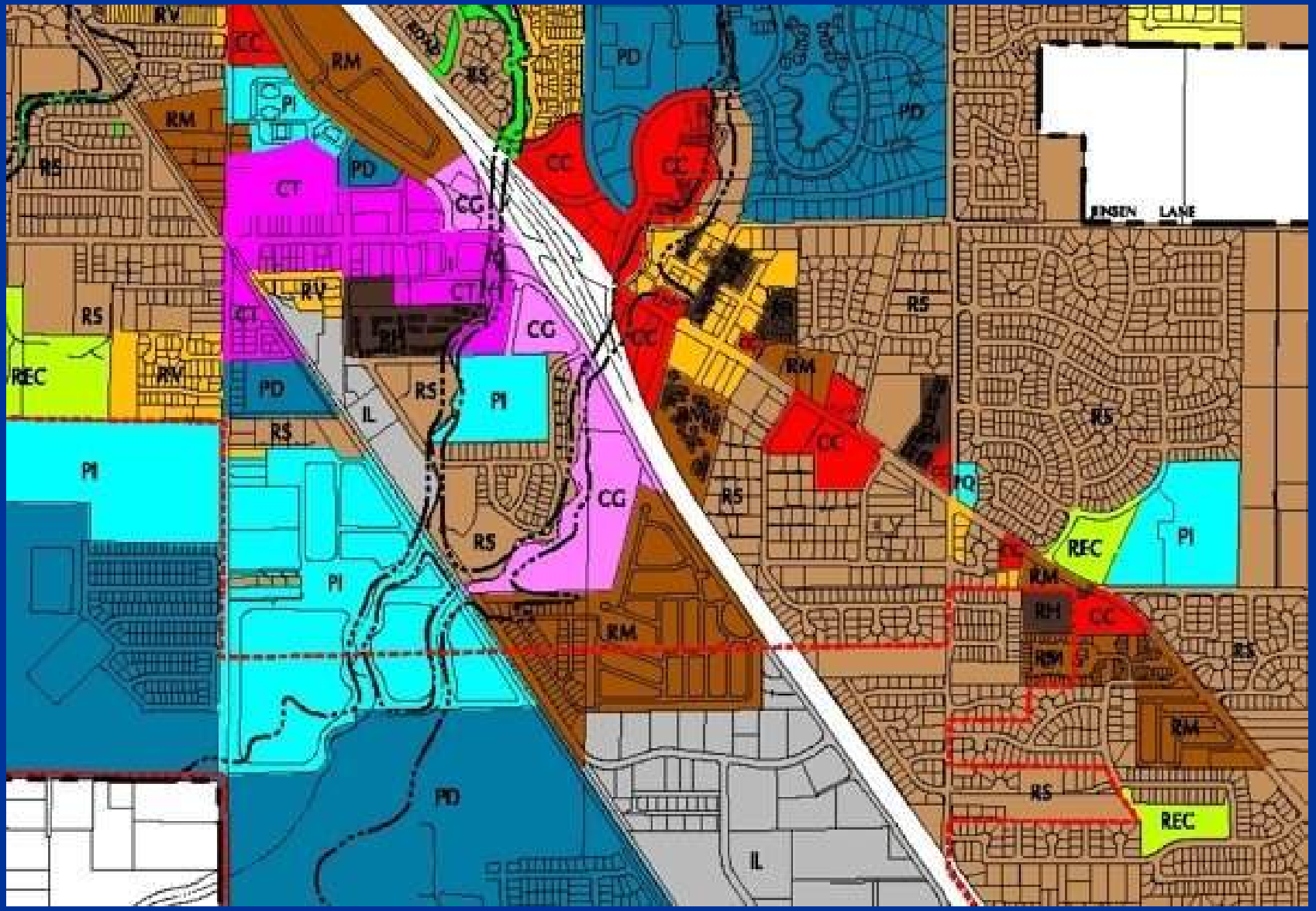
REVISED

February 12, 2002

TOWN OF WINDSOR

Sonoma County, California

PREPARED BY: MUSE & BASS CONSULTING CIVIL ENGINEERS


RV
CC
RM
RS
PI
RM
RS
PD
CT
PD
CG
RV
CT
RS
CT
RH
CG
REC
RM
PD
IL
RS
PI
RS
PI
CG
RS
PI
RM
PD
IL
PD
RS
CC
CC
RM
CC
RS
RS
PD
RS
REC
PI
RM
RH
CC
RM
RS
RM
RS
REC
JENSEN LANE


© 2001 WAC Corp.


TRADER JOE'S


BIG
K mart
NOW HIRING


TOYS R US

Applying Principles of Livable Communities to Zoning: Form-Based Codes

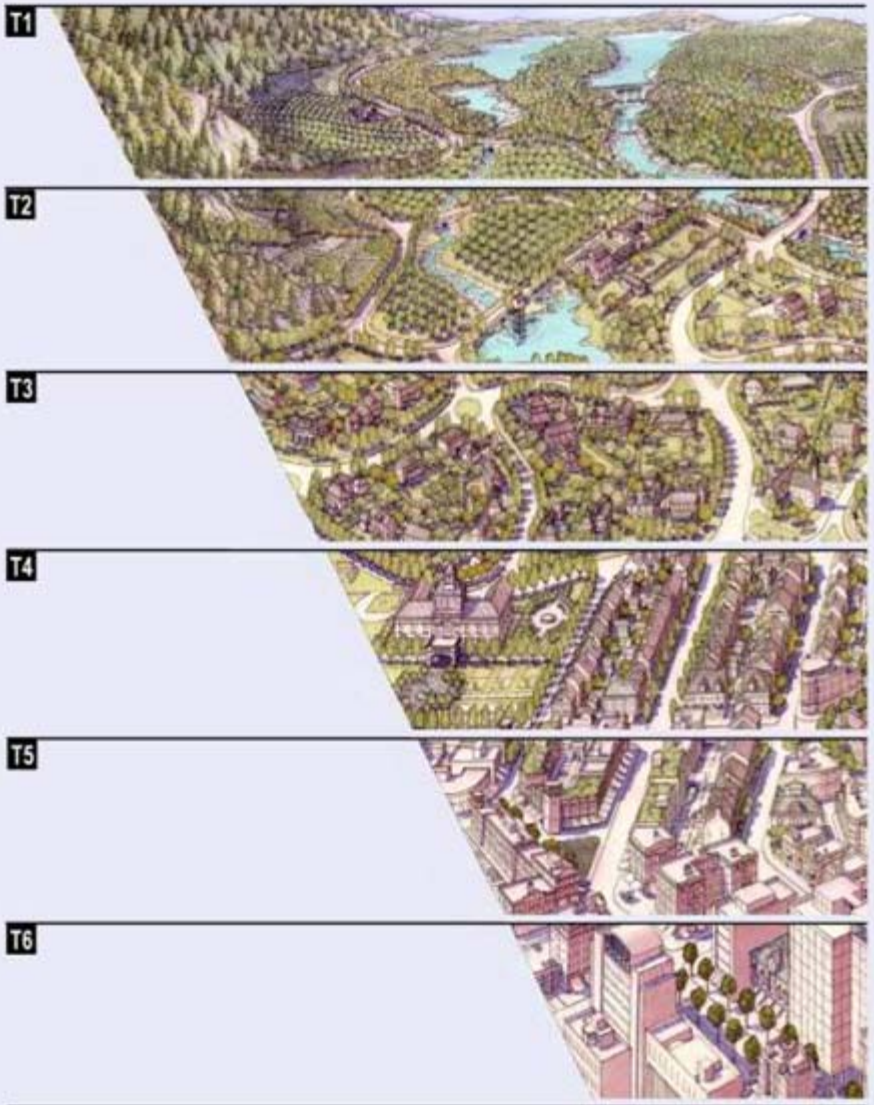
- Changing the "DNA" of the modern city
- Focused on district, street and building type, scale, relationships and design, not prohibiting uses
- Graphically shows a vision of what is desired, not a list of what is prohibited
- Integrates street and public space standards with land use and building standards so crosses planning and public works
- Made by planners and designers, not lawyers!
- Made for planners, designers and builders, not lawyers!
- Can be applied to any type of district: downtown, residential, mixed use, commercial strip, etc.

Preparing a Form-Based Code

- Public visioning/charrette
  - Form-based codes are developed with community input
  - Provide clear picture of what new development will look like
    - Get buy-in of community up front, avoid litigation
    - Developer knows what community wants and is assured of speedier development process

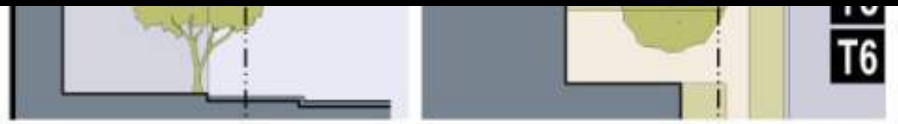

Opening Presentation

SMARTCODE V 7.0



DUANY PLATER-ZYBERK & COMPANY

type should be allocated in conjunction with other frontage types. Large trees within the forecourts may overhang the sidewalks.



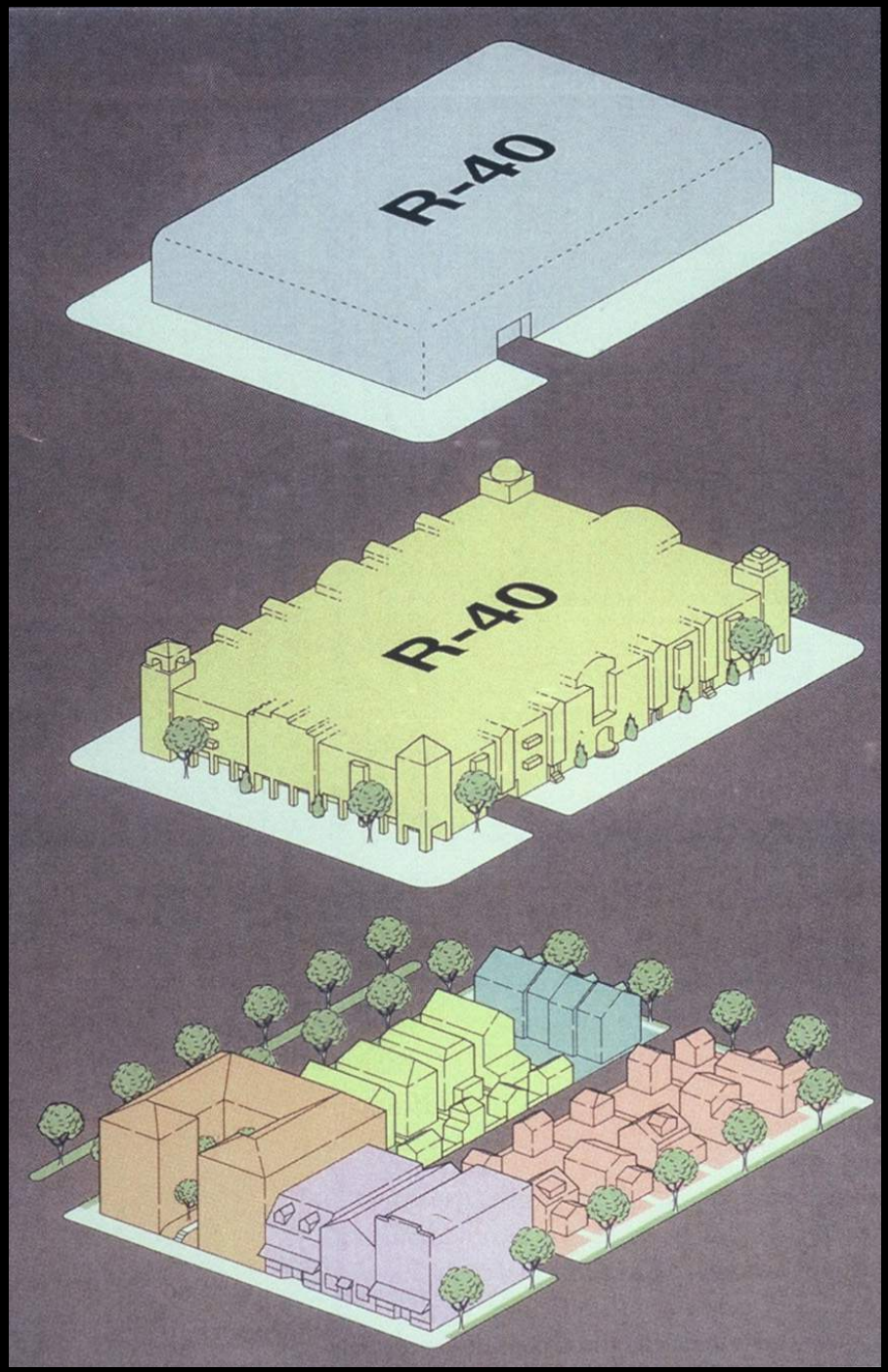
e. Stoop: a frontage wherein the facade is aligned close to the frontage line with the first story elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor residential use.

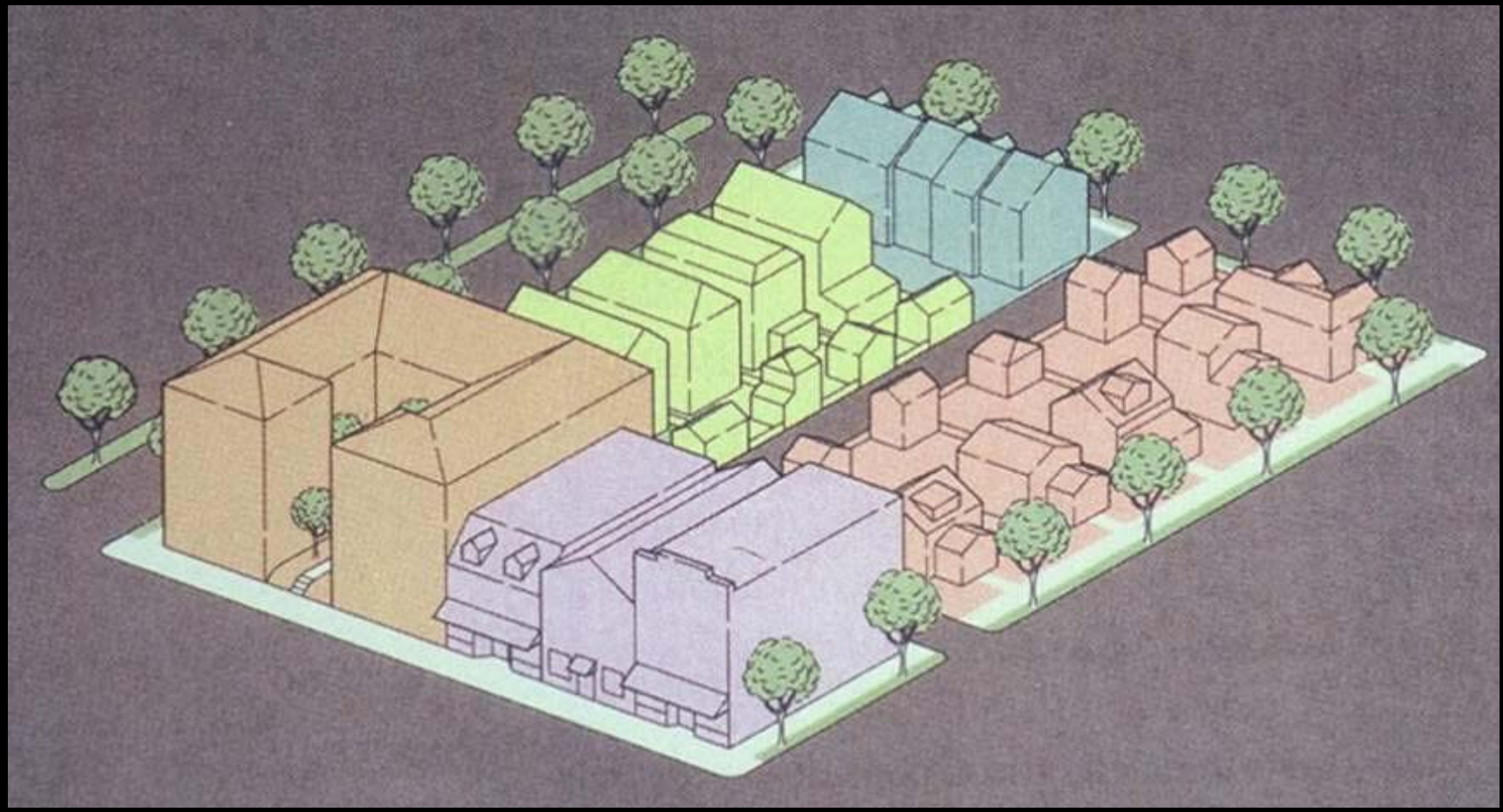
f. Shopfront and Awning: a frontage wherein the facade is aligned close to the frontage line with the building entrance at sidewalk grade. This type is conventional for retail use. It has a substantial glazing on the sidewalk level and an awning that may overlap the sidewalk to the maximum extent possible.

g. Gallery: a frontage wherein the facade is aligned close to the frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the sidewalk. This type is conventional for retail use. The gallery shall be no less than 10 feet wide and may overlap the whole width of the sidewalk to within 2 feet of the curb.

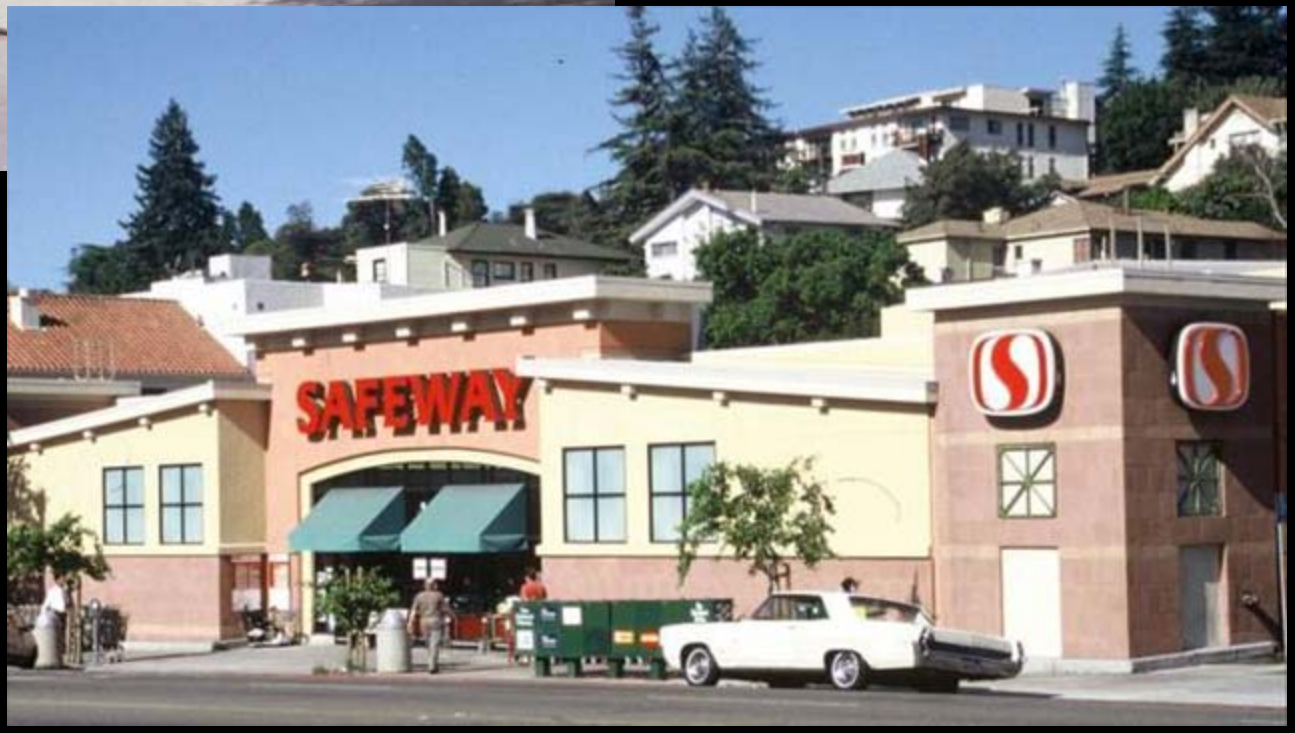
h. Arcade: a frontage wherein the facade is a colonnade that overlaps the sidewalk, while the facade at sidewalk level remains at the frontage line. This type is conventional for


TWO WAY
TRAFFIC
AHEAD


R-40
R-40



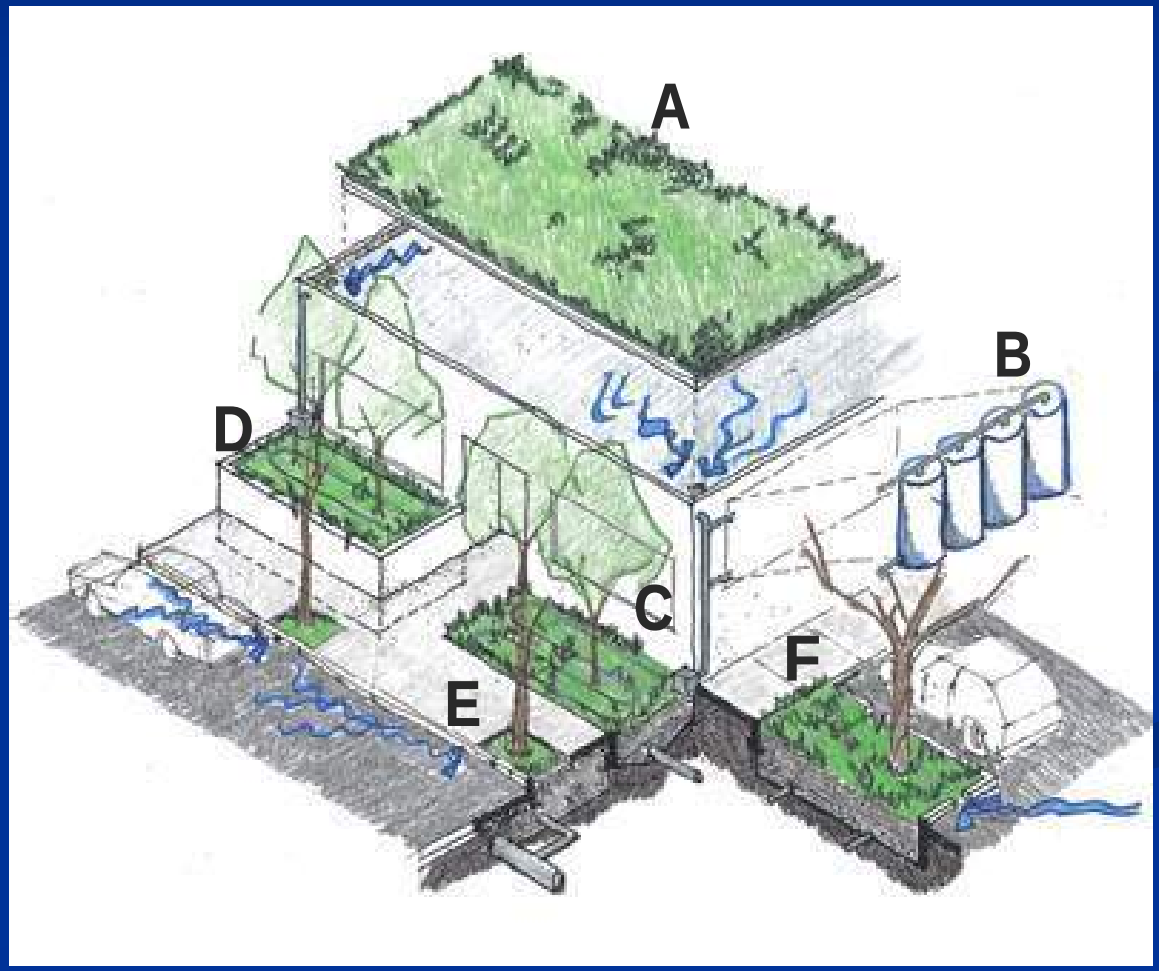

SAFEWAY


SAFEWAY

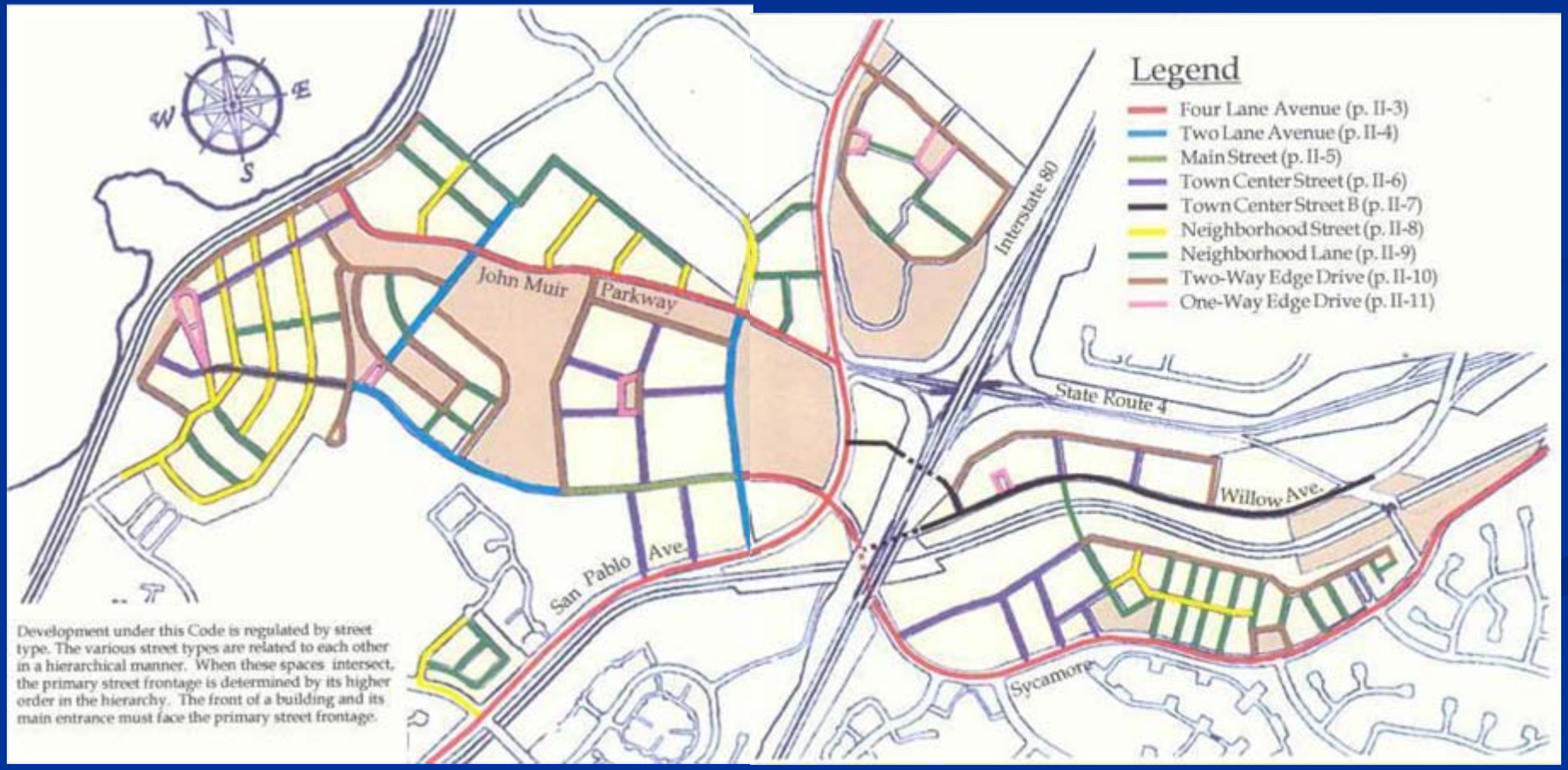
Sustainable Water Resources Standards in the Zoning Code

City of Emeryville:

- **Green Roof**
- **Bio-swales**
- **Rainwater garden**
- **Drip-line planter**
- **Bio-retention tree well**
- **Infiltration basins**
- **Reduced parking or road width**



Form-based codes: City of Hercules



- Zoning to fit (and create) the “place”

1. Four Lane Avenue

The Four Lane Avenue is designed for locations where the movement of larger volumes of traffic is desired. Wide sidewalks, on-street parking and doors and windows facing the street make this high traffic street pedestrian friendly as well.

A. Building Placement:

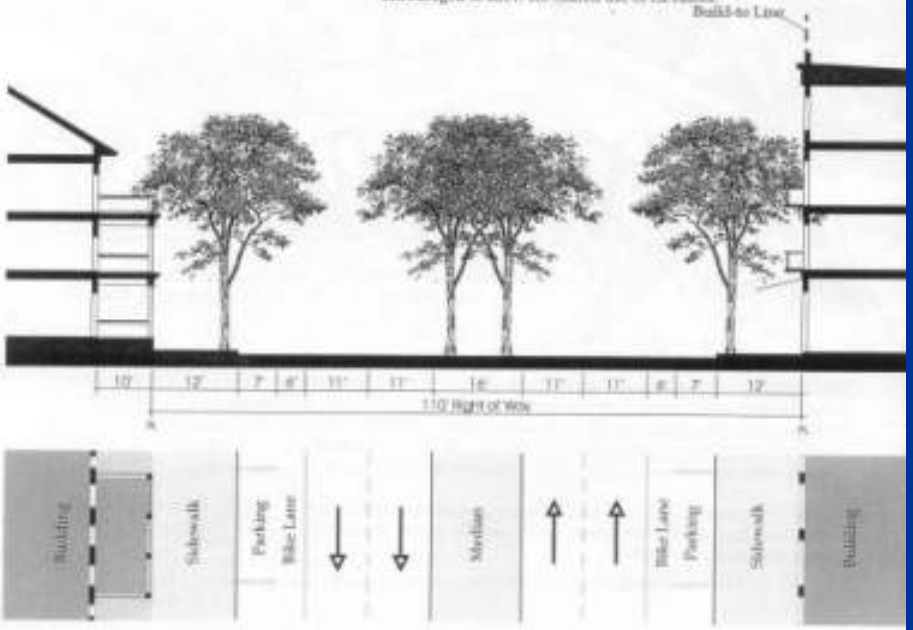
Build-to-line location: (Typical)	0 to 10ft. From Property line
Space Between Buildings:	0 ft. if attached 6-10 ft. if detached

B. Building Volume:

Bldg. Width:	16 ft. minimum 160 ft. maximum
Bldg. Depth:	125 ft. maximum
Bldg. Height:	2 stories minimum 4 stories maximum 55 ft. maximum The first floor shall be a minimum of twelve (12) feet in height

C. Notes:

1. Appurtenances may extend beyond the height limit.
2. Building fronts are required to provide shelter to the sidewalk by means of at least one of the following: marquee, awening, or second floor balcony.
3. The alignment of floor-to-floor heights of abutting buildings is Encouraged to allow for shared use of elevators.



6. Neighborhood Street

The Neighborhood Street is a quieter, more intimate street. Build-to lines are set back and a green strip is incorporated. If needed, the build-to location can be paved to provide a wider sidewalk for intense uses thus eliminating the door yard.

A. Building Placement:

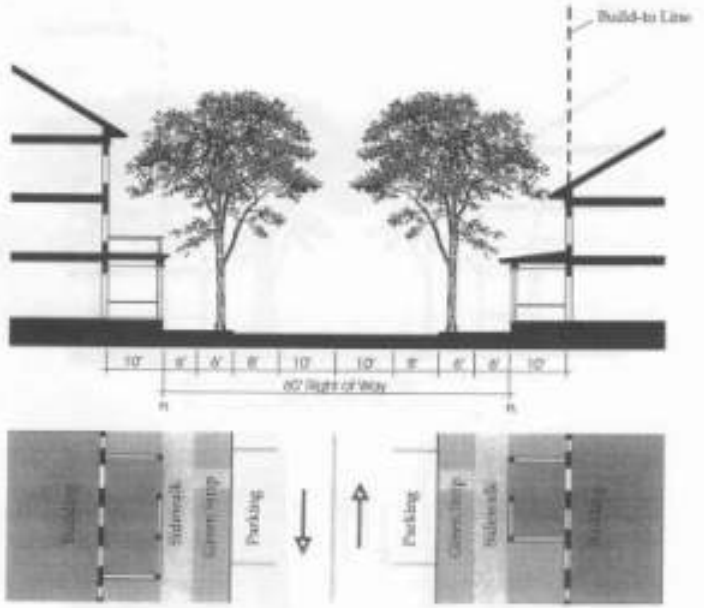
Build-to-line location: (Typical)	10 ft. from Property line
Space Between Buildings:	0 ft. if attached 6-15 ft. if detached

B. Building Volume:

Bldg. Width:	16 ft. minimum 160 ft. maximum
Bldg. Depth:	125 ft. maximum
Bldg. Height:	2 stories minimum 4 stories maximum 55 ft. Maximum

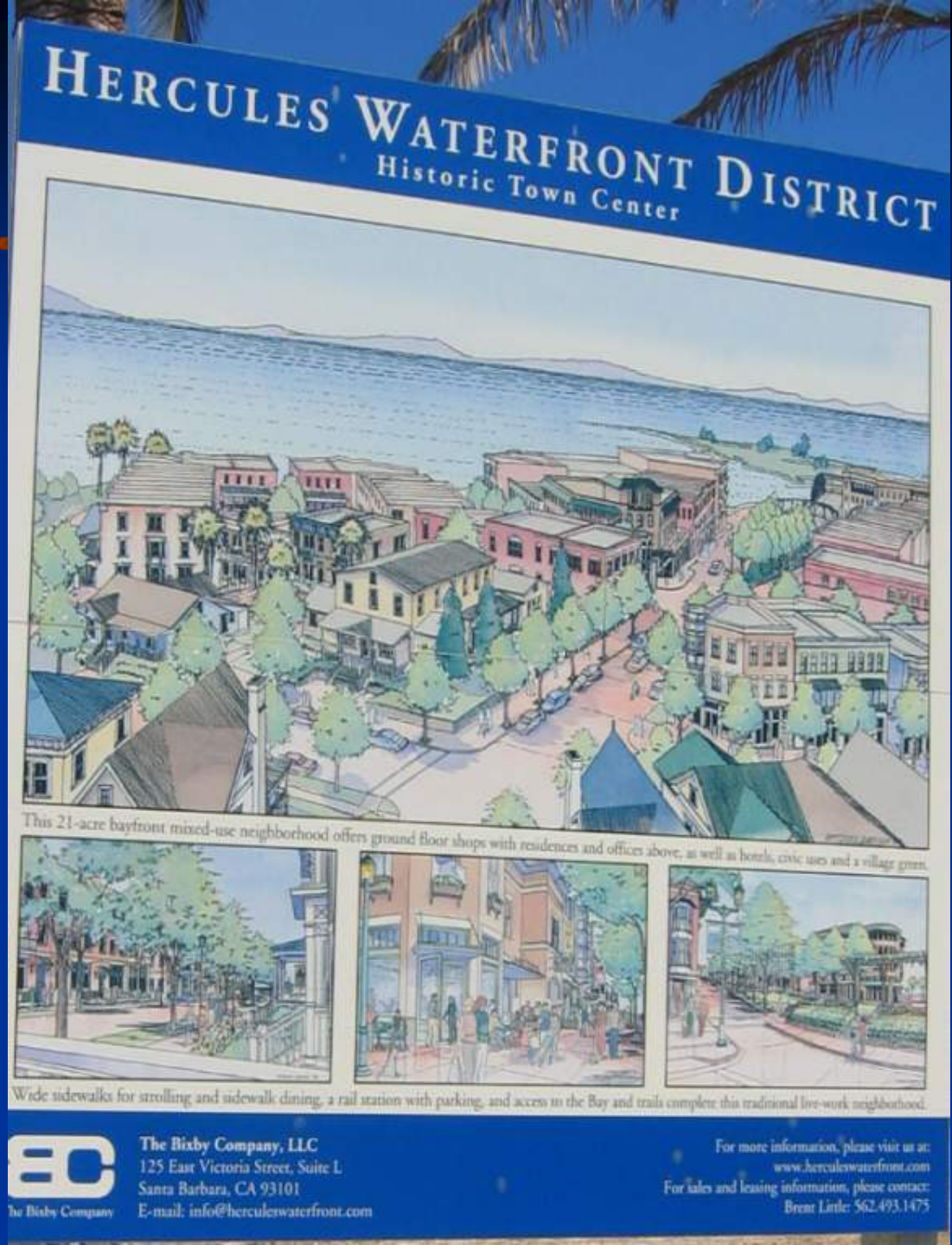
C. Notes:

1. Appurtenances may extend beyond the height limit.
2. The alignment of floor-to-floor heights of abutting buildings is Encouraged to allow for shared use of elevators.



Form-based Codes

- Case Study:
  - Hercules Waterfront District



Form-based Codes: Case Studies

Waterfront District

Hercules, CA

Form-based Codes: Case Studies

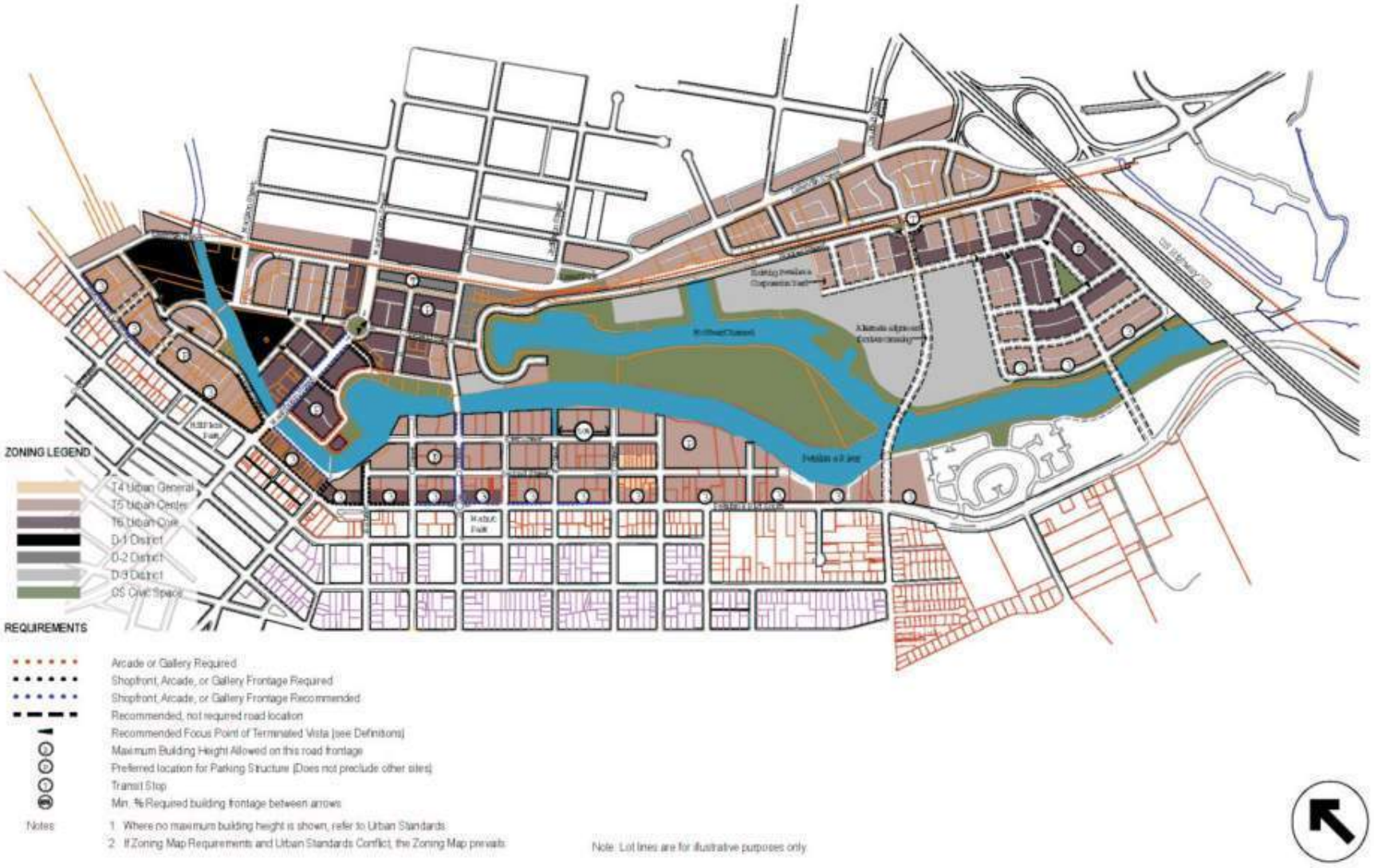
Waterfront District

Hercules, CA

Form-based Codes: Case Studies

Waterfront District

Hercules, CA



Central Petaluma Smart Code — Zoning Map

Central Petaluma SmartCode

Petaluma Form-based code: New investment

- $150 million development approved within one year, including:
- 196 attached dwelling units
- 12-screen cinema
- 500-space parking garage
- 94,000 sf commercial

Source: Fisher & Hall Urban Design

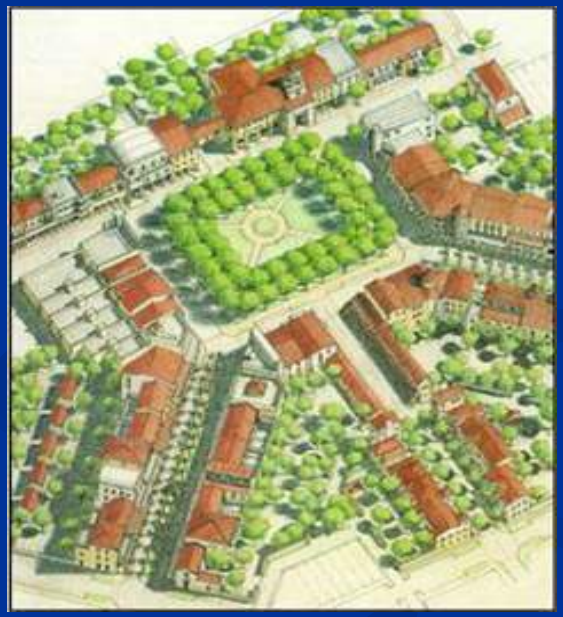
Specific Plans

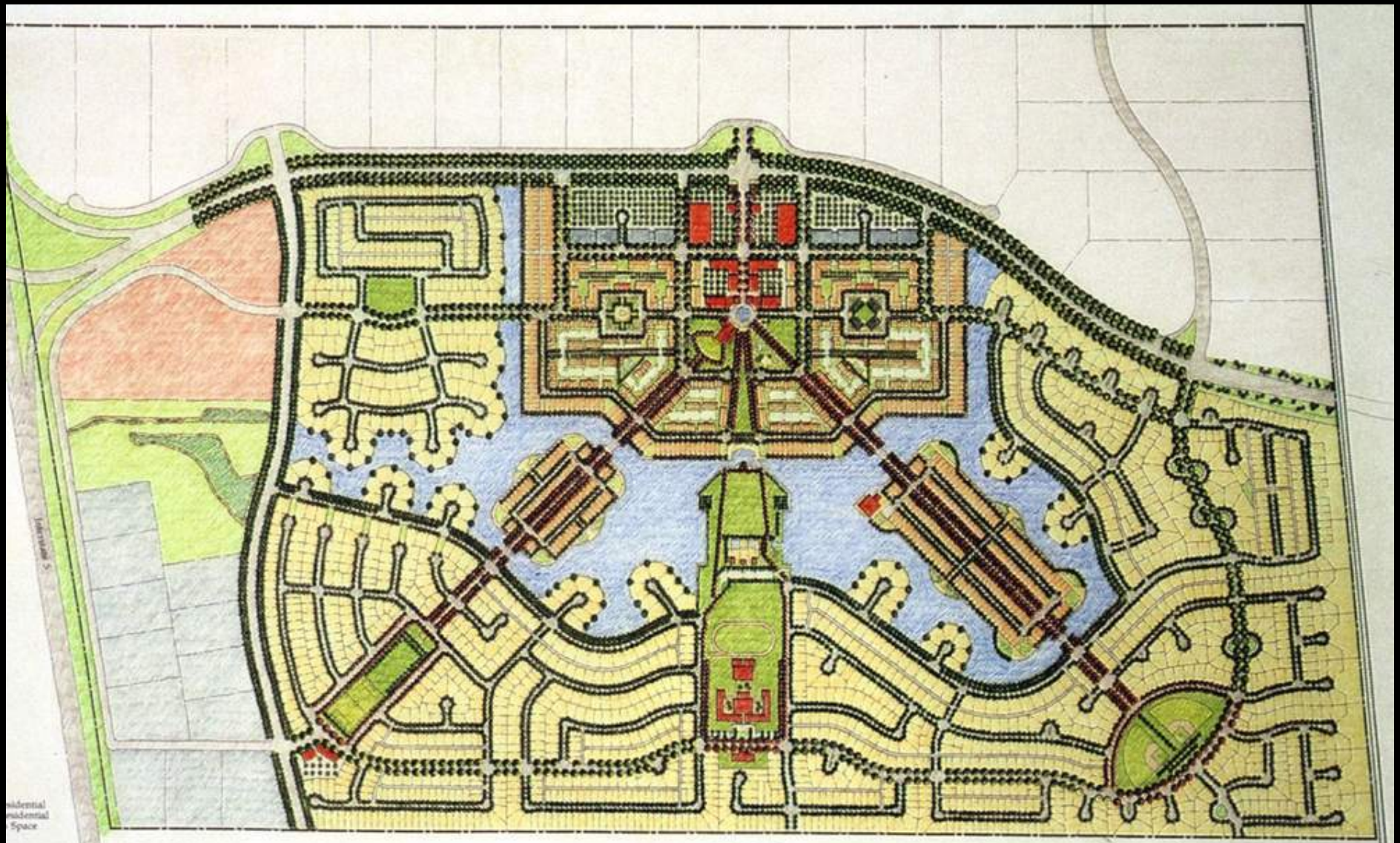
- Special set of development regulations applied to a particular sub-area of any size
- Downtowns, large edge lands with multiple parcels, older commercial corridors and strips, redevelopment areas
- Can combine planning/zoning
- Includes more urban design and circulation details, and infrastructure and financing
- Popular and flexible planning tool
- Influence: the land use map, policy language, financing and fee program, standards for roads, water resources, bikeways, housing, landscaping, etc.

SPECIFIC PLANS

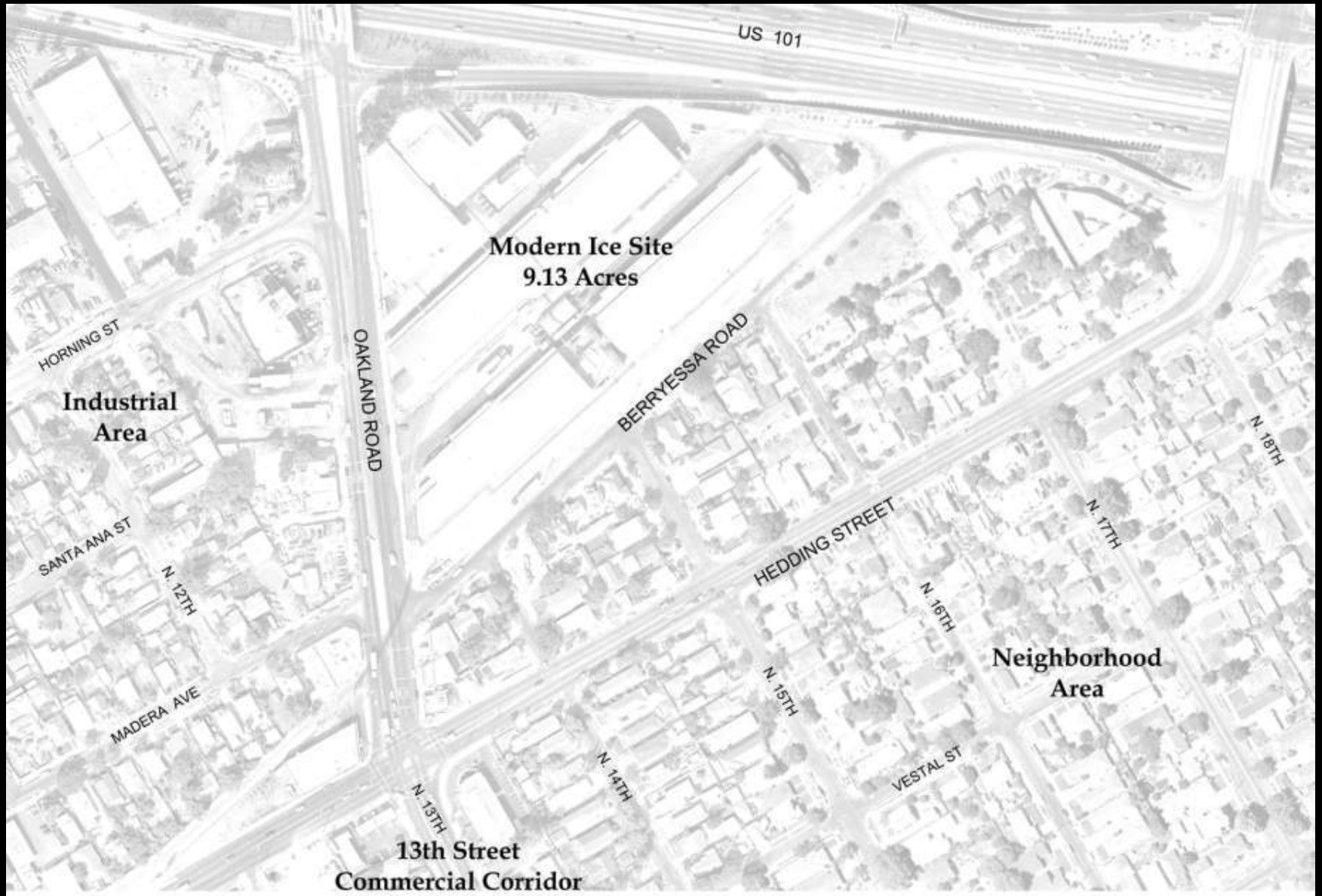
Five basic requirements:

- Distribution, location and extent of all land uses
- Transportation and infrastructure
- Development and conservation standards
- Implementation measures
- Relationship to the General Plan



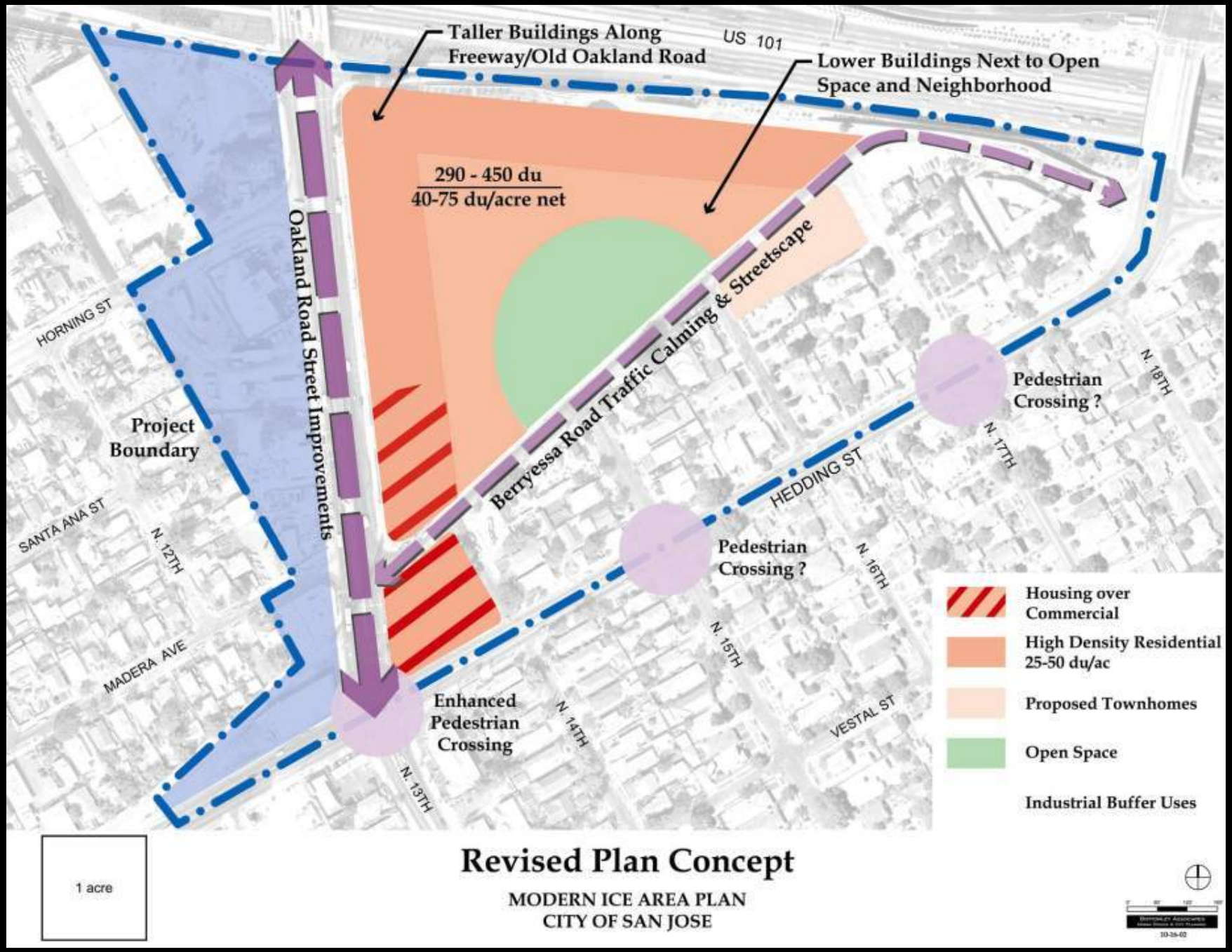


SITE PLAN
1" = 300'



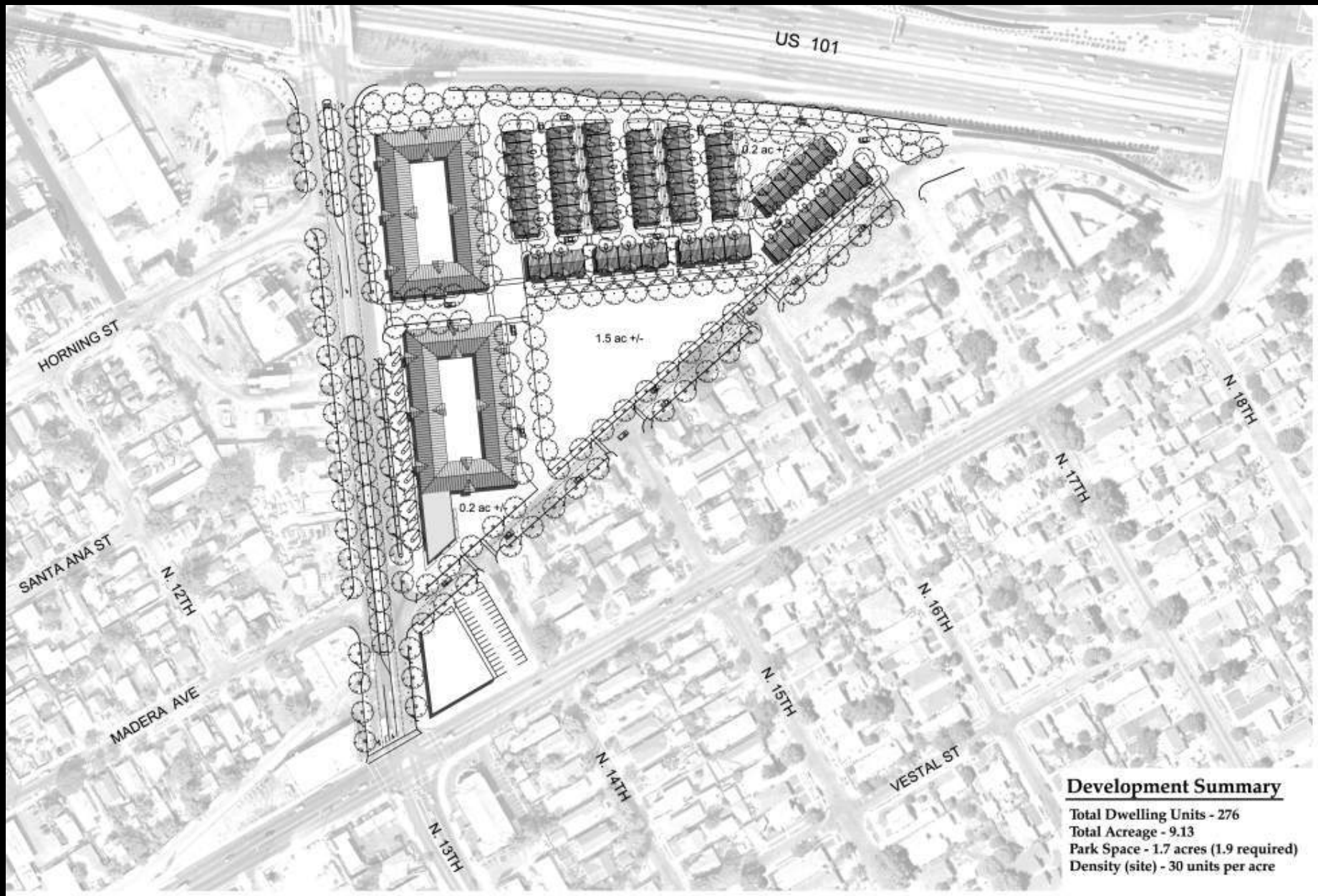
Aerial Photo

MODERN ICE AREA PLAN
CITY OF SAN JOSE



Revised Plan Concept

MODERN ICE AREA PLAN
CITY OF SAN JOSE



Site Plan A - 186 Apts (67%) / 90 TH (33%)

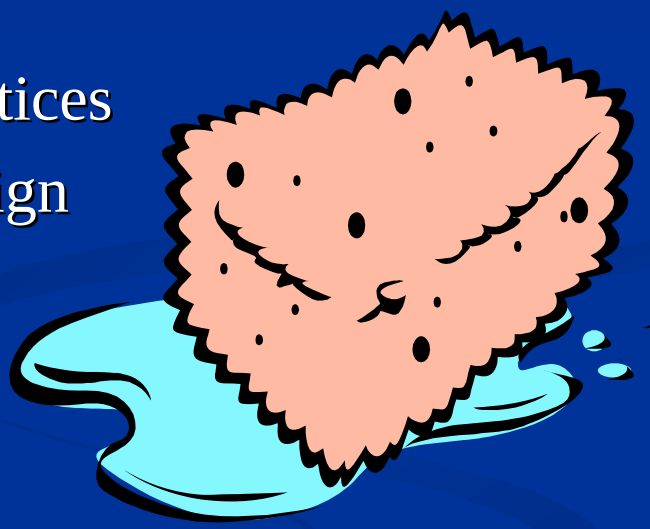
MODERN ICE AREA PLAN
CITY OF SAN JOSE

Specific Plans, Community Plans & Master Plans for Major Projects: Influence on Water

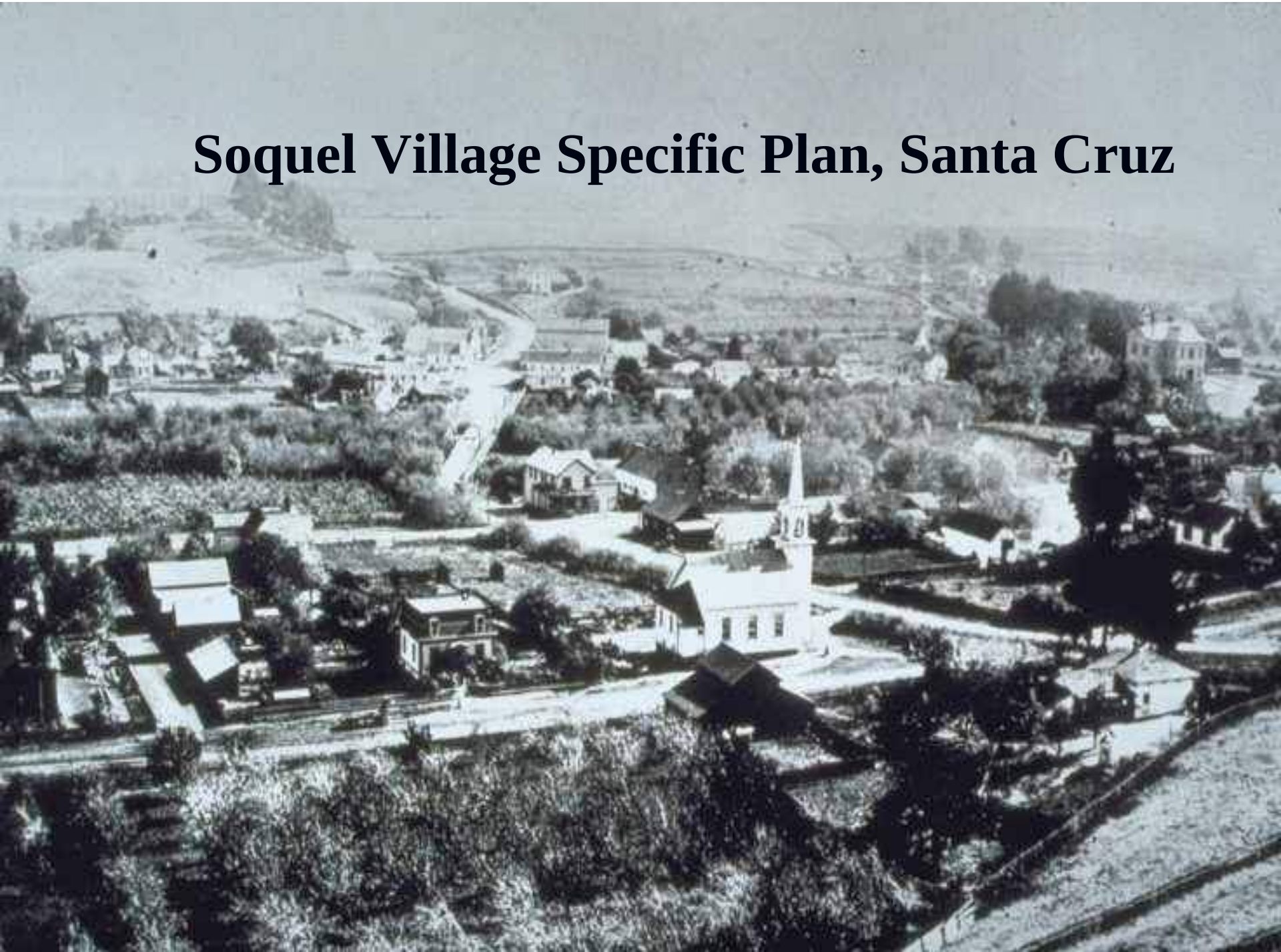
- Hydrologic cycle as organizing principal
- Water Supply Management as part of project
  - Intensive Water Supply/ Demand Analysis
  - Increased recycled water use (e.g. Serrano)
  - Increased levels of conservation
- Physical Design Standards
  - Modify project – change mix of land uses, change location of land uses, change densities, change landscape features or design
  - Aquifer recharge zoning
  - Riparian setbacks/protection
  - Retention and drainage facility standards (multi-use)
  - Restoration of channels, wetlands, etc.
  - Flood management/habitat restoration
  - Low Impact development: bio-retention, pervious surfacing, parking lot design

Water Use Efficiency: what can planners do?

- Most of the “easy” stuff is already happening like efficient plumbing
- Ways we can further “squeeze the sponge”
  - Ensure full implementation of established Best Management Practices
  - Compact Growth, Sustainable Design
  - Landscape Water Savings !
  - Recycled water
  - Extra-ordinary “green” building approaches like rain water capture
  - Storm water retention (LID)



Soquel Village Specific Plan, Santa Cruz




STOP
SAY A MESSAGE WITH FLOWERS


SOQUEL VILLAGE PLAN
2


SOQUEL VILLAGE: 2010
N


SOQUEL

OQUEL DRIVE WEST

2 · 8T

SOQUEL CREEK NORTH

FOOTBRIDGE AT WALNUT ST.

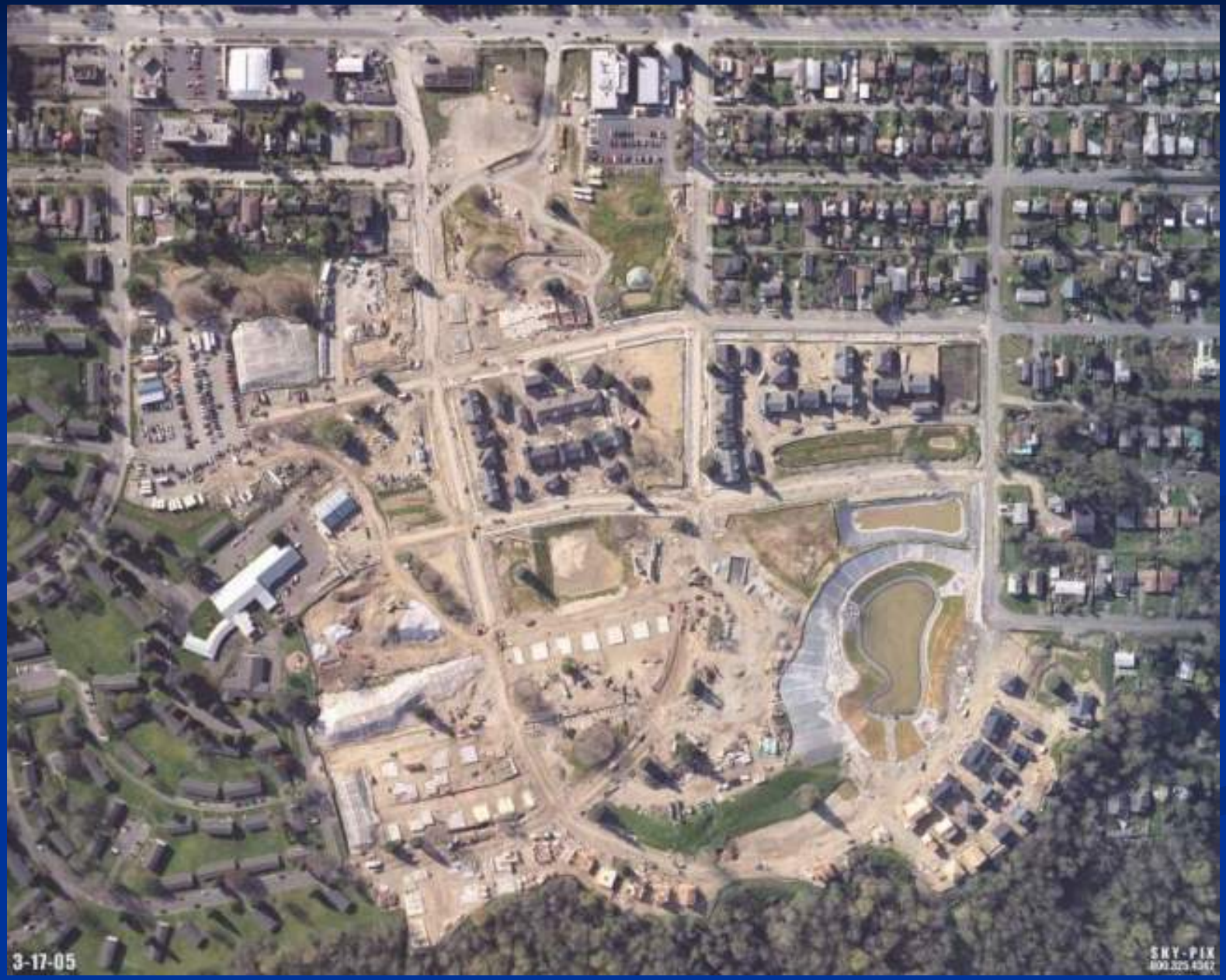
Longfellow Creek Watershed

High Point Redevelopment

- **130-acre site**
- **new right-of-way**
- **1,600 units**
- **65% impervious area**
- **9% of watershed**


It's the
HIGH
POINT
WEST SEATTLE

High Point Neighborhood



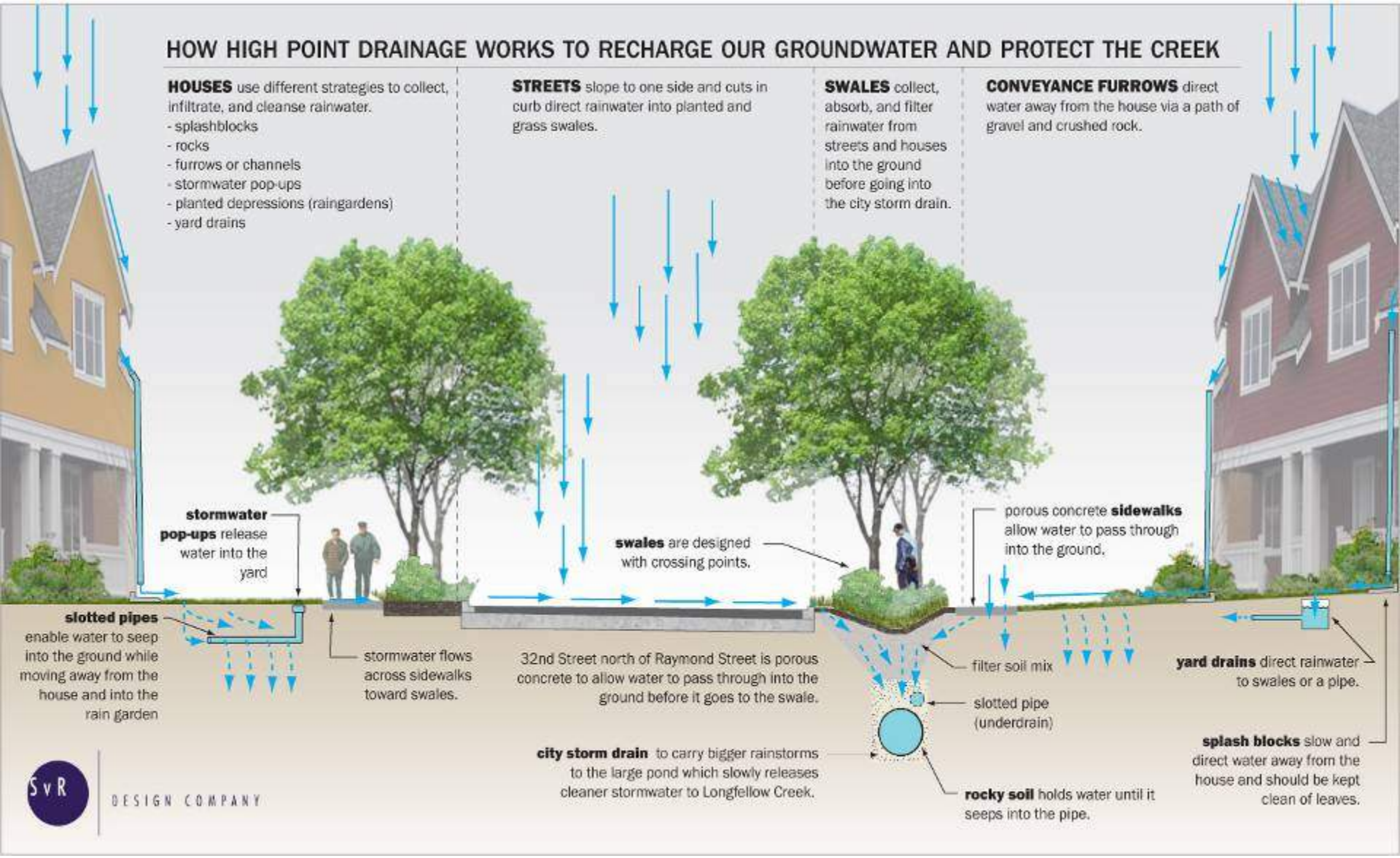
HOW HIGH POINT DRAINAGE WORKS TO RECHARGE OUR GROUNDWATER AND PROTECT THE CREEK

HOUSES use different strategies to collect, infiltrate, and cleanse rainwater.
- splashblocks
- rocks
- furrows or channels
- stormwater pop-ups
- planted depressions (raingardens)
- yard drains

STREETS slope to one side and cuts in curb direct rainwater into planted and grass swales.

SWALES collect, absorb, and filter rainwater from streets and houses into the ground before going into the city storm drain.

CONVEYANCE FURROWS direct water away from the house via a path of gravel and crushed rock.



SvR DESIGN COMPANY

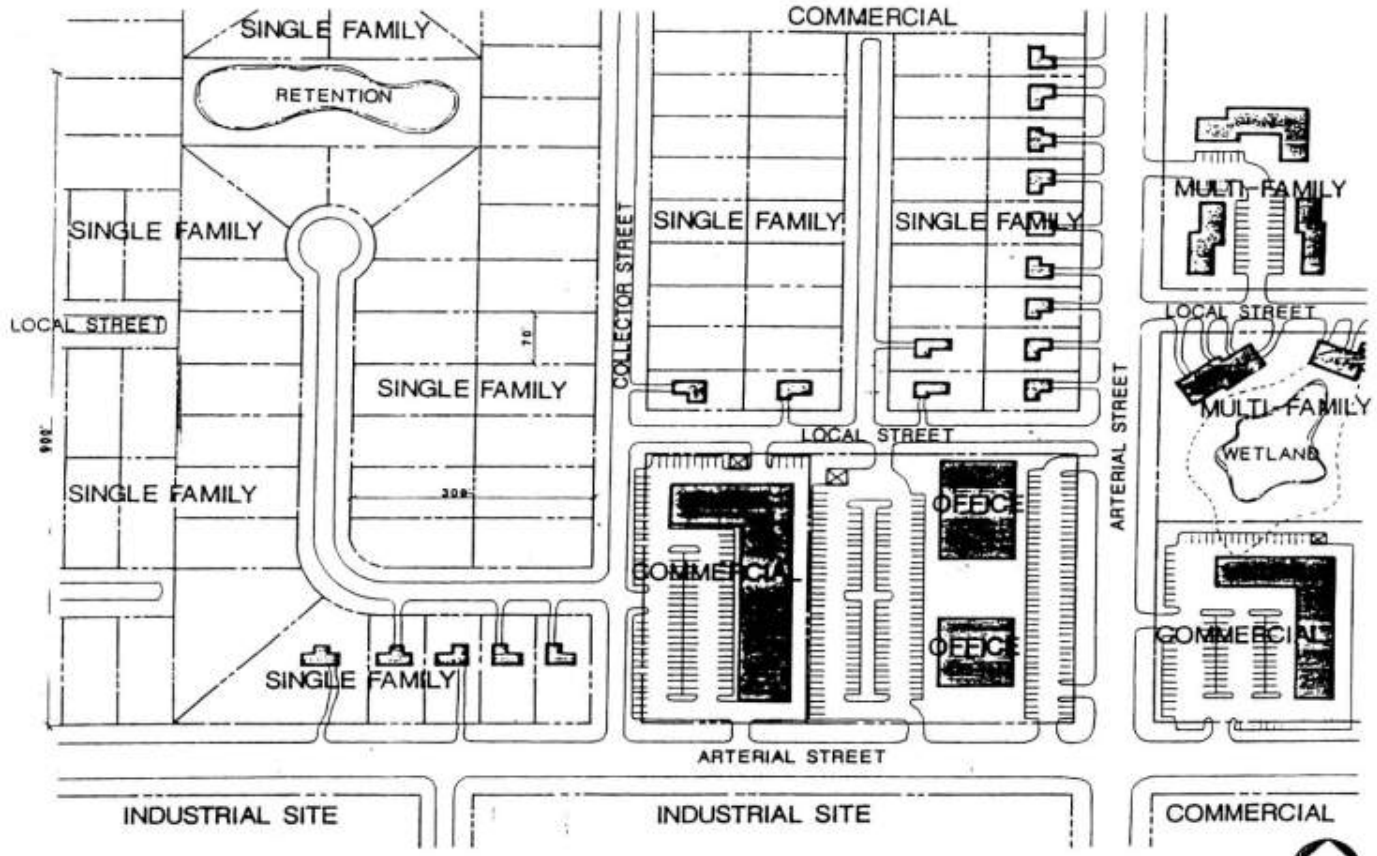
POROUS STREET & SIDEWALKS

Water seeps through and goes into the adjacent ground and drainage swale.

OVERVIEW OF WATERSHEDS

- Concrete channels simply move problem downstream

BLACKBERRY CREEK



WHAT IS WRONG WITH THIS SITE PLAN?

Subdivision Map Act

A subdivision is the division of real property for the purposes of sale, lease, or financing

Major subdivisions are 5 parcels or greater and can be for residential, commercial, public or other parcels

Tentative map process (discretionary)

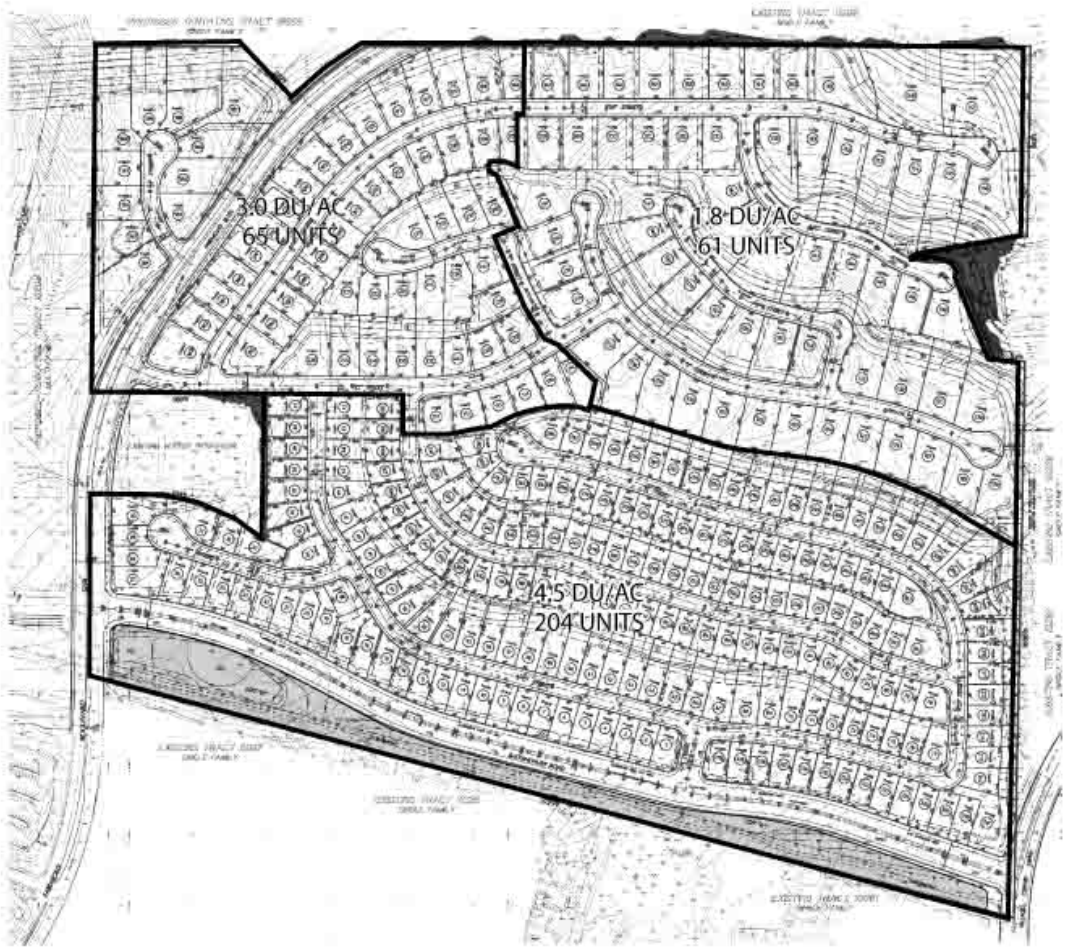
Final map process (ministerial; in other words leverage is over)

Minor subdivisions are 4 parcels or less (discretionary)

Typically no tentative and final process

Subdivision includes a map, conditions of approval, and exactions

A Tentative Subdivision Map



Environmental & Regulatory Specialists, Inc.

SOURCE: HUNSAKER & ASSOCIATES (1/02).

FIGURE 3-7

North Yorba Linda Estates
Vesting Tentative Tract Map 16209
Site B

Subdivision Map Act: Interesting Stuff

- Vested Rights: Vesting Tentative Maps
- Exactions and Conditions:
  - With CEQA, chief source of power for exactions and conditions.
- Map Act becomes vehicle to require other public infrastructure, I.e. schools, parks, water supply (new Kuehl bill).

Exactions and the Nexus Requirements

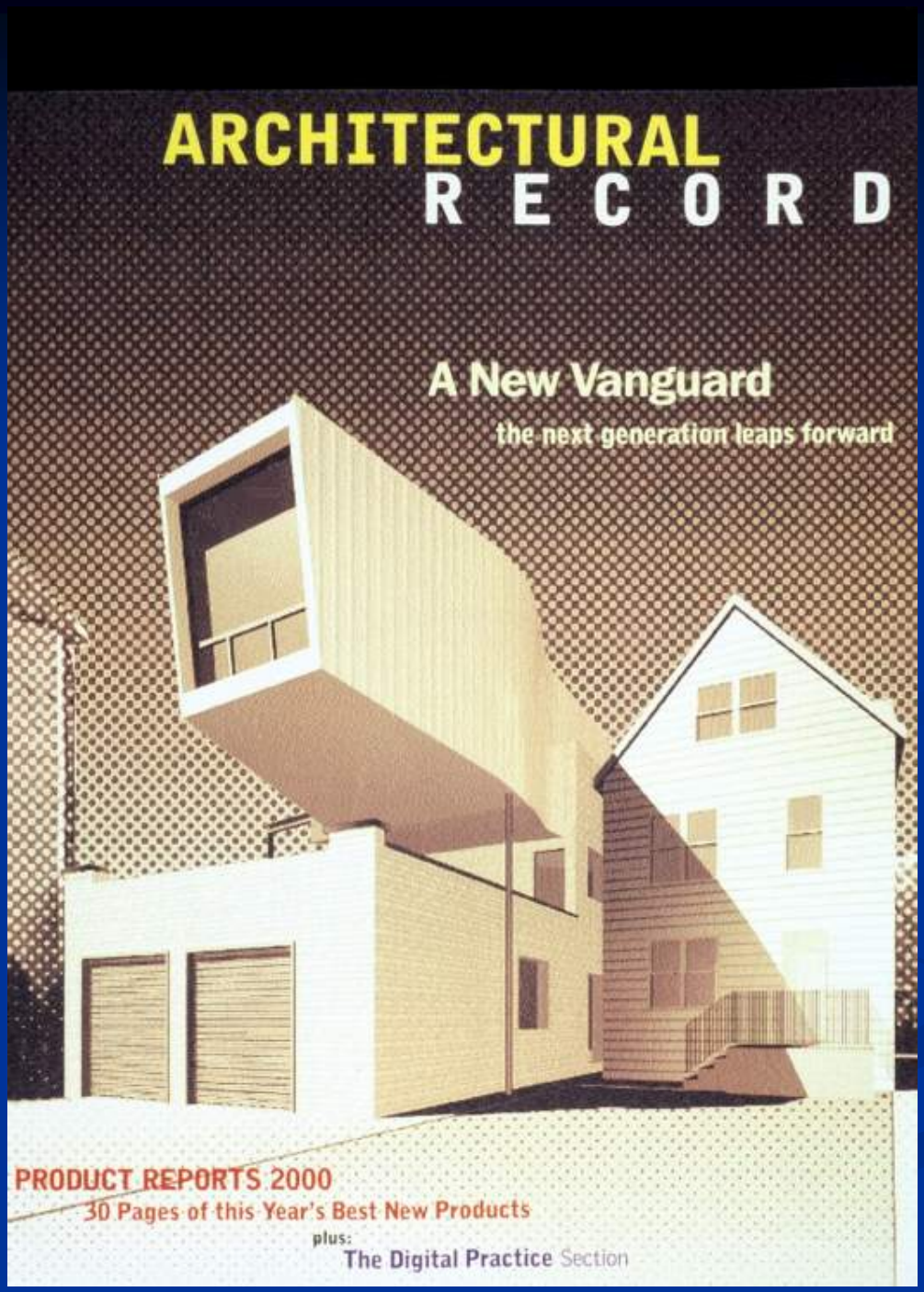
Exactions are typically assessed and tied to the Subdivision Map

An exaction is the requirement to pay for impact or service as a result of a development

An exaction is valid if:

- Local agency is acting within the police power
- Furthers a legitimate government interest
- Furthers the same government interest (reasonably related)
- Amount is related to the impact (rough proportionality)
- Land owner is not denied all economic value of the land

Design Guidelines



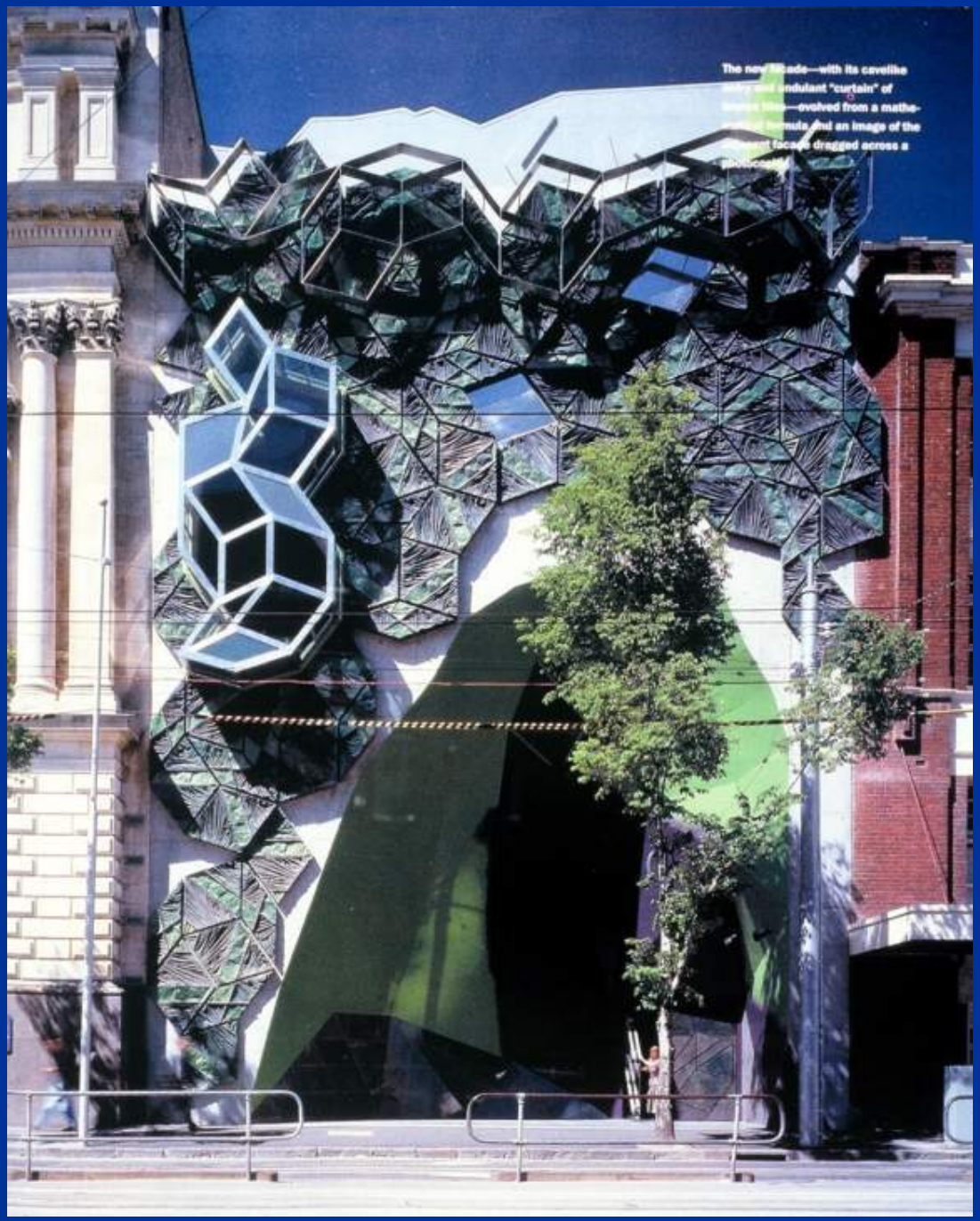
Design Guidelines

Pros

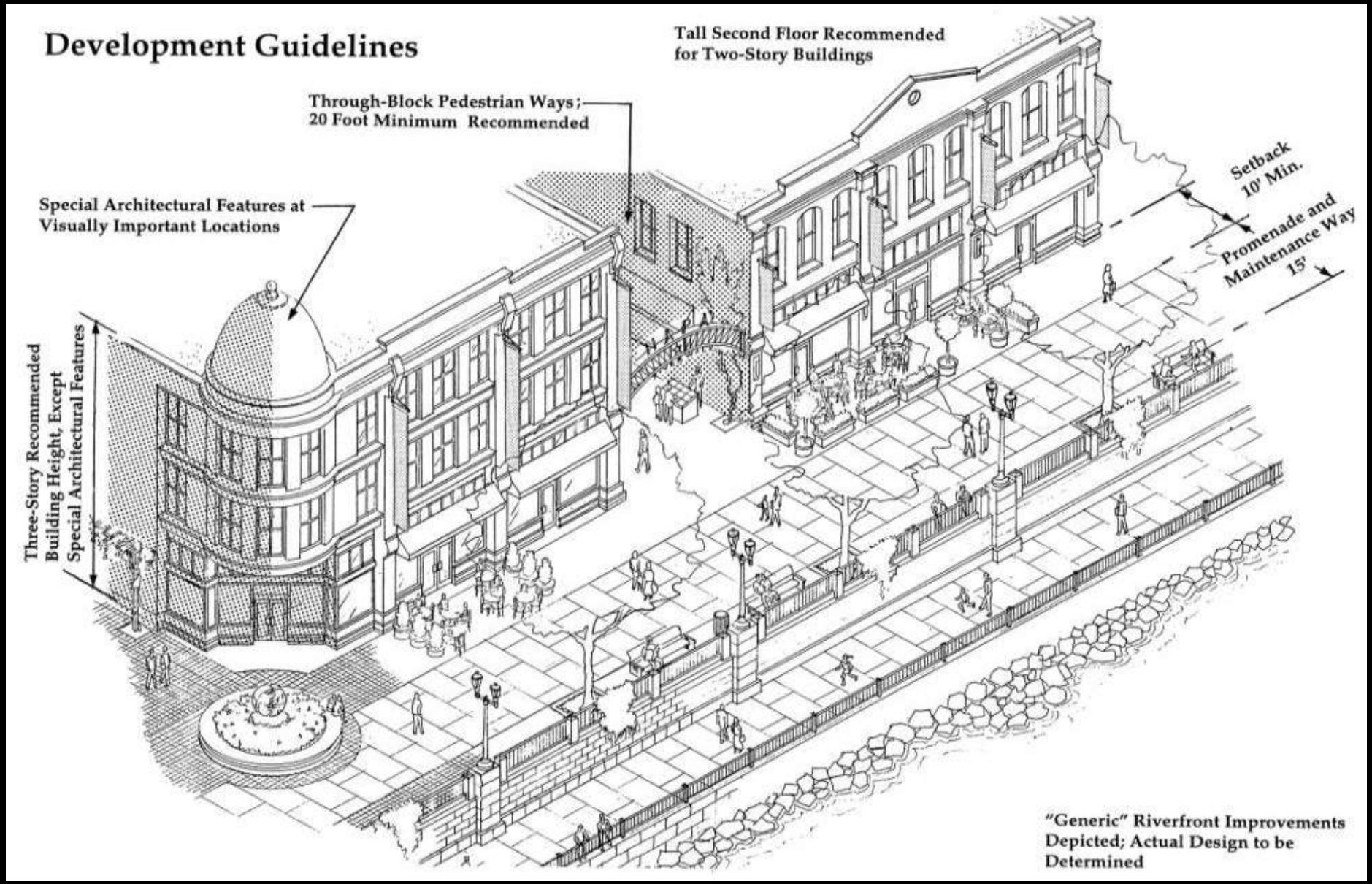
- Quality design
- Uniformity and consistency; no one takes away value
- Develop a community-based vision and adhere to it
- Connect public and private spaces
- Produce guidelines for public places and infrastructure
- Meet sustainability goals

Cons

- Can reduce design creativity
- Insert additional time and money for developer
- Can become politicized especially if there is a committee
- Can be ambiguous or vague and lead to confusion
- Can treat different projects differently



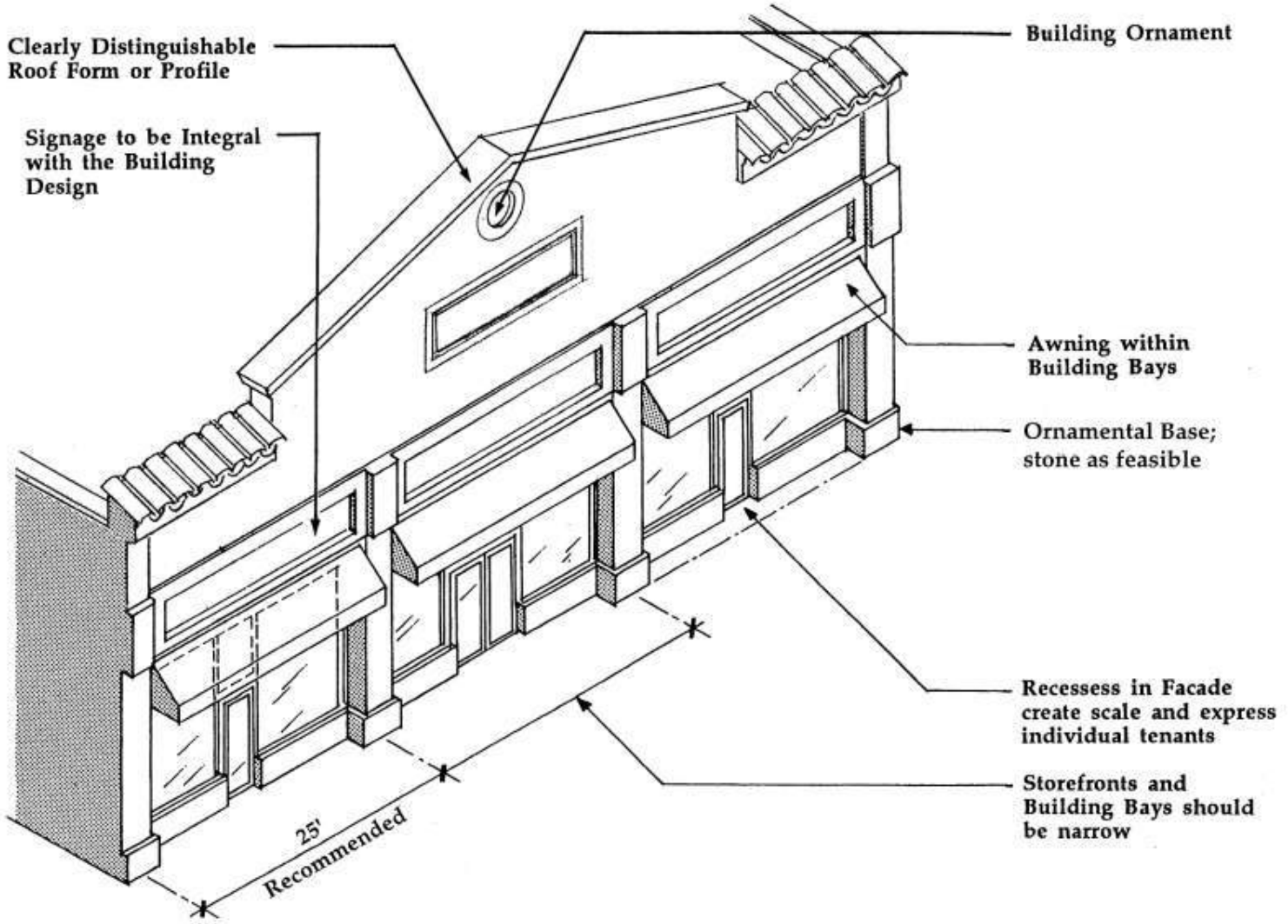

VENETIAN

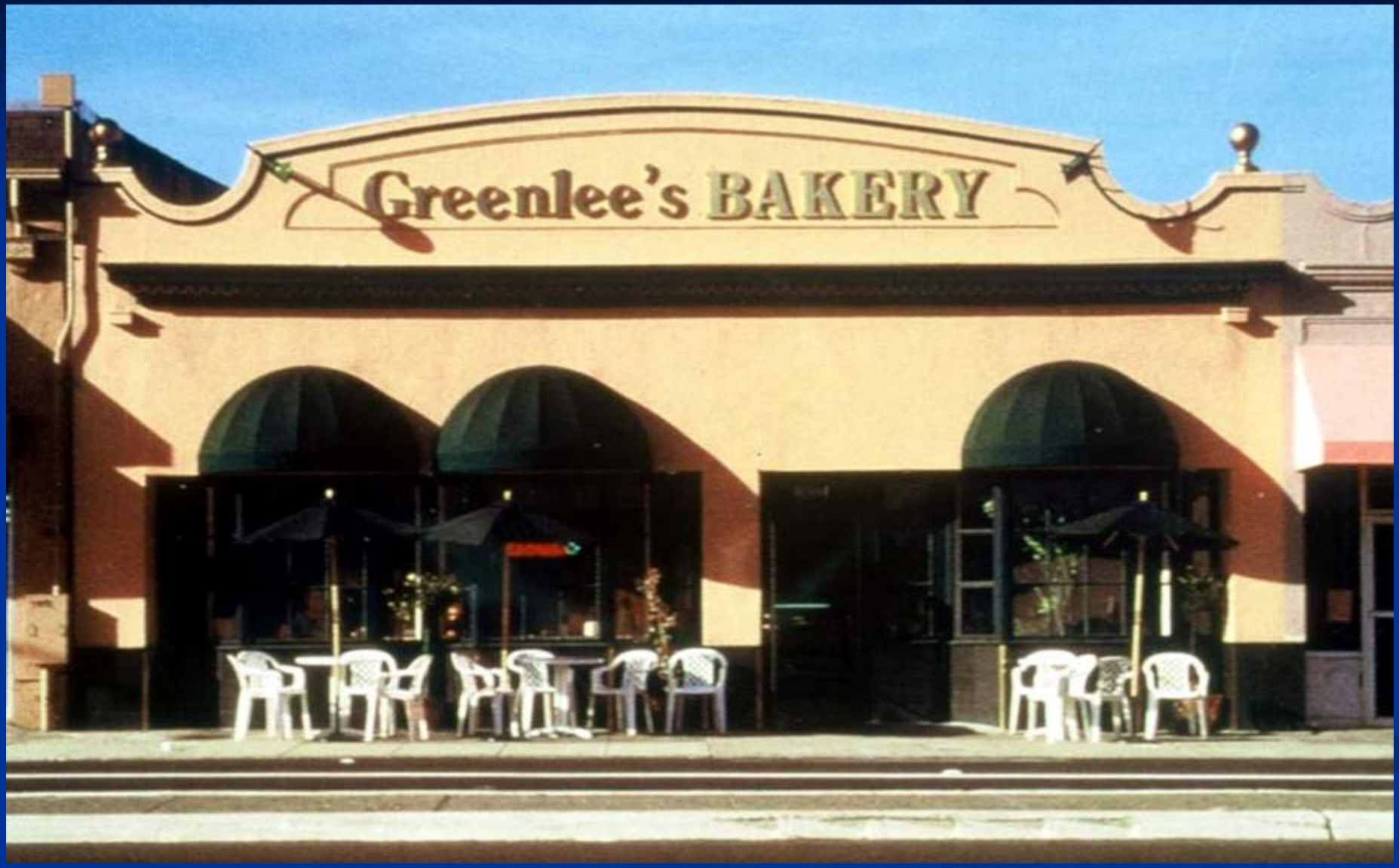


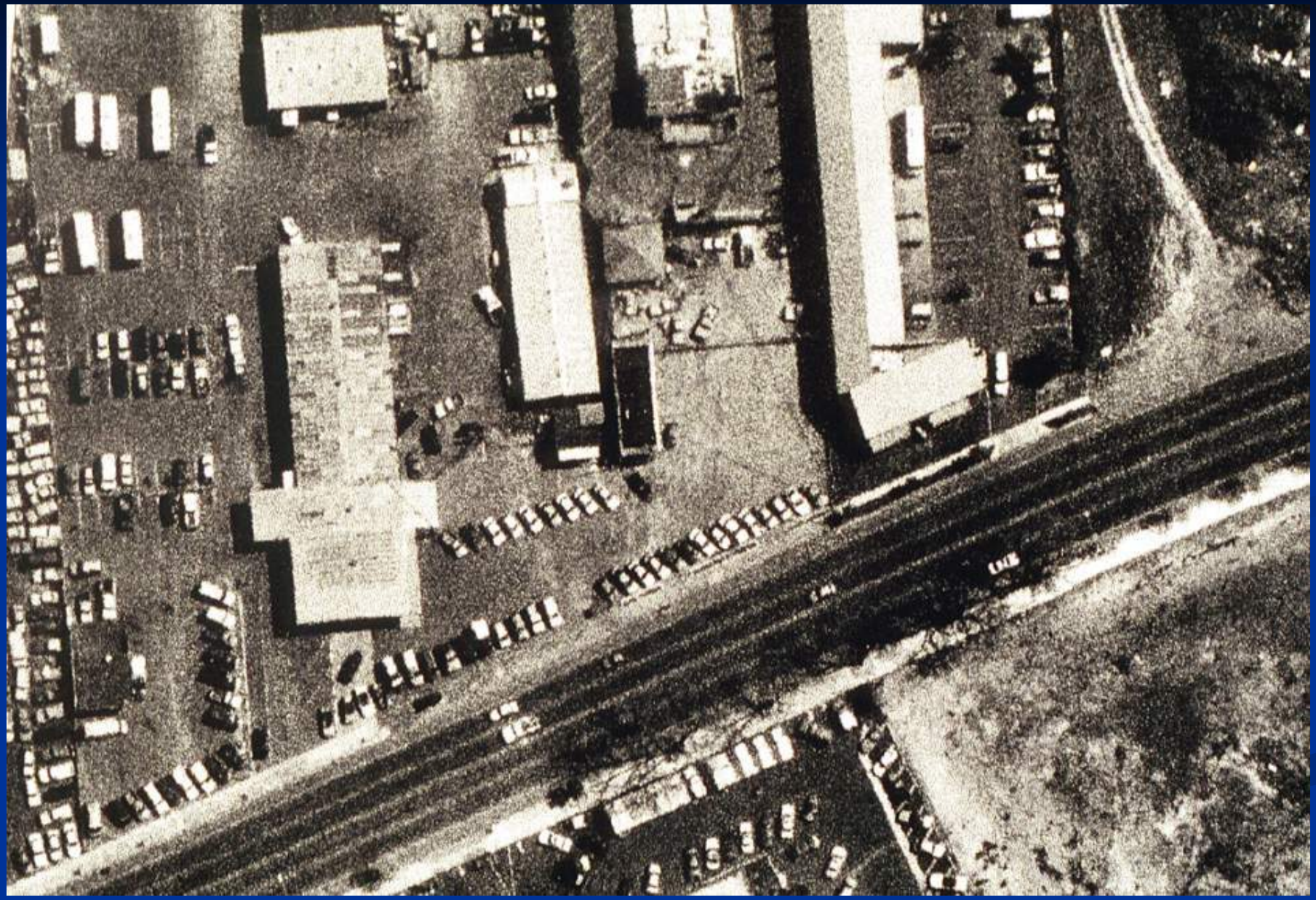
Urban design guidelines for public and private spaces


THE
NAPA RIVERFRONT

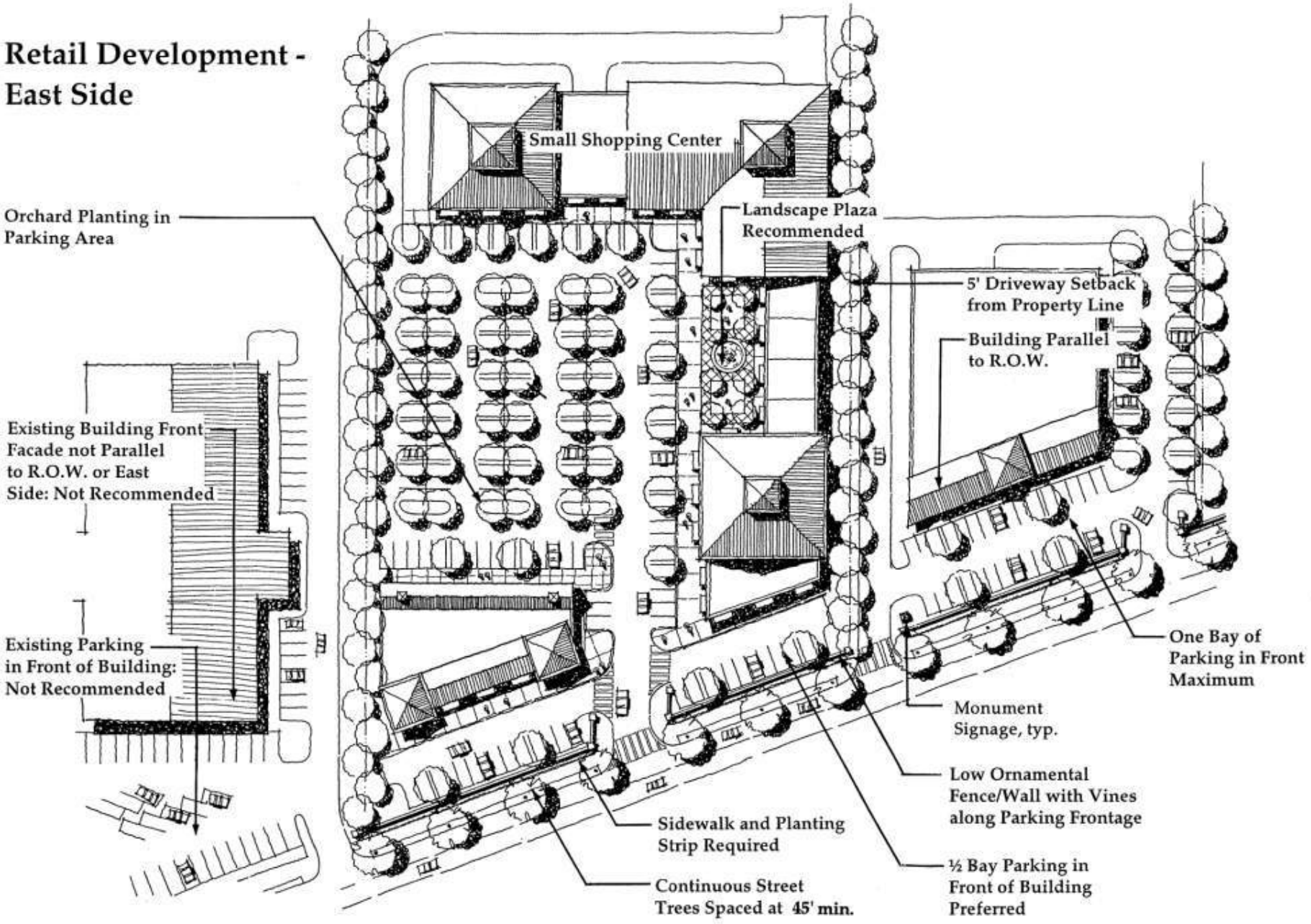
One Story Retail Building




Greenlee's BAKERY

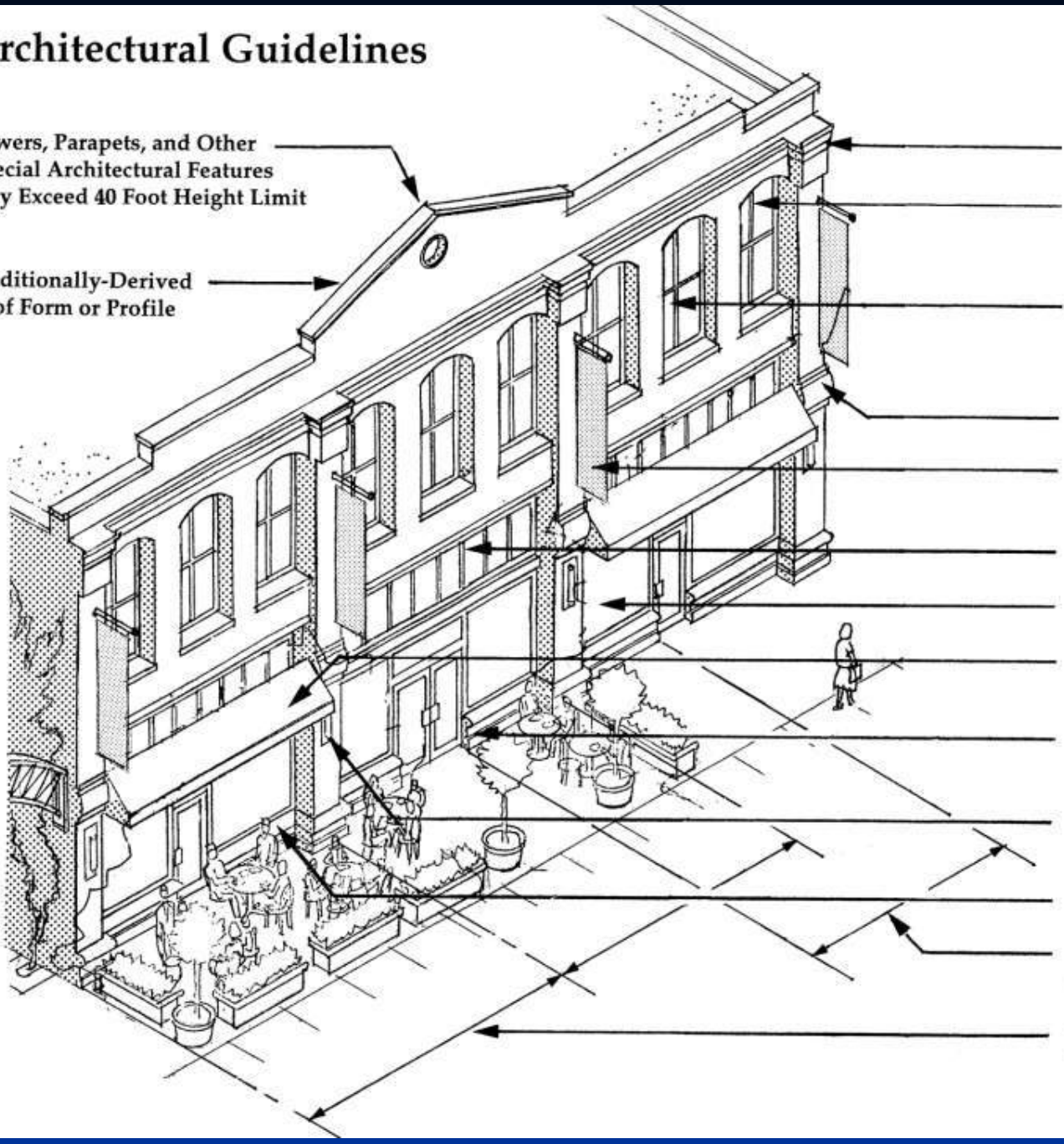


Retail Development - East Side



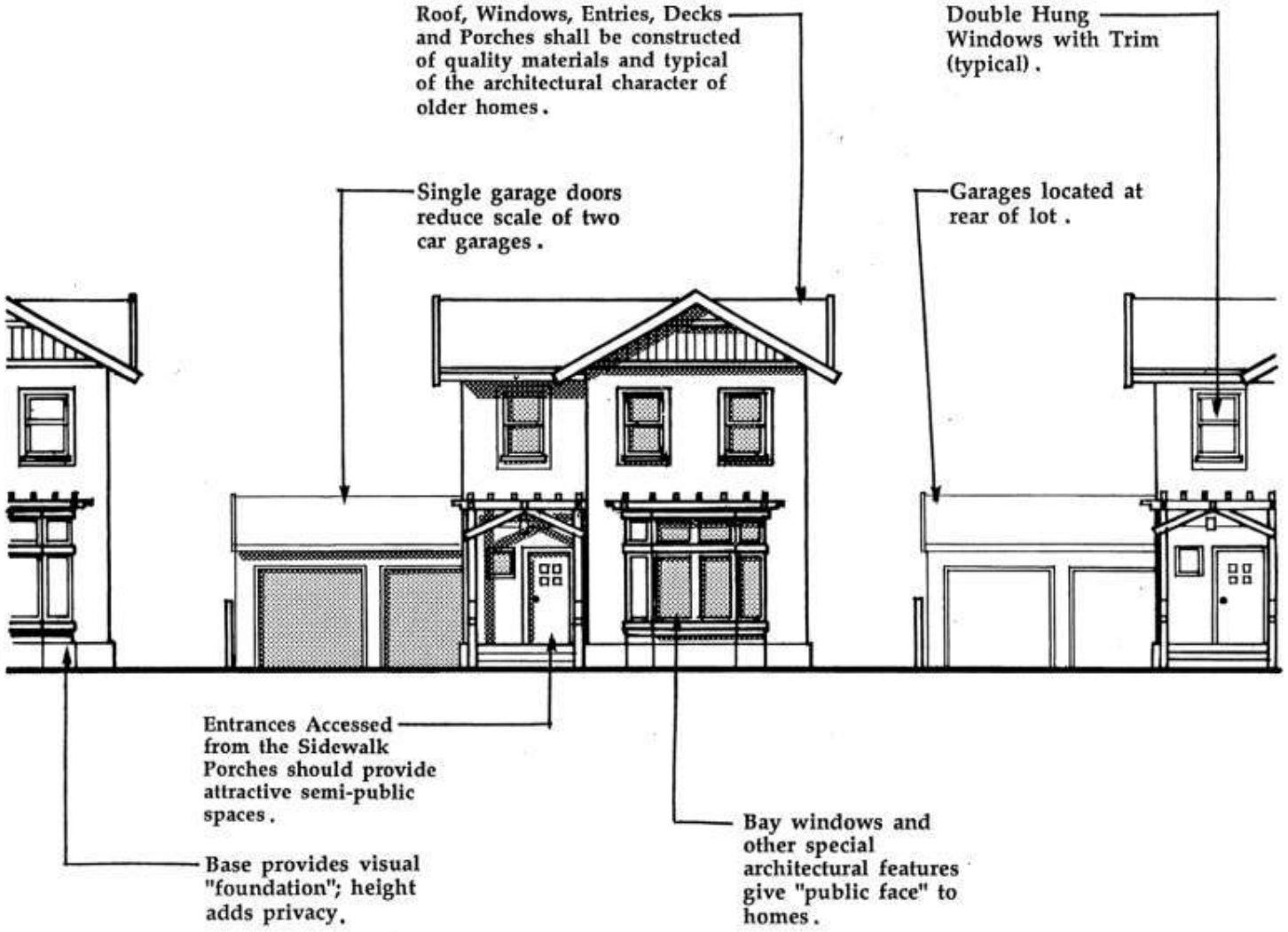

GENOVA
DELICATESSEN

Architectural Guidelines



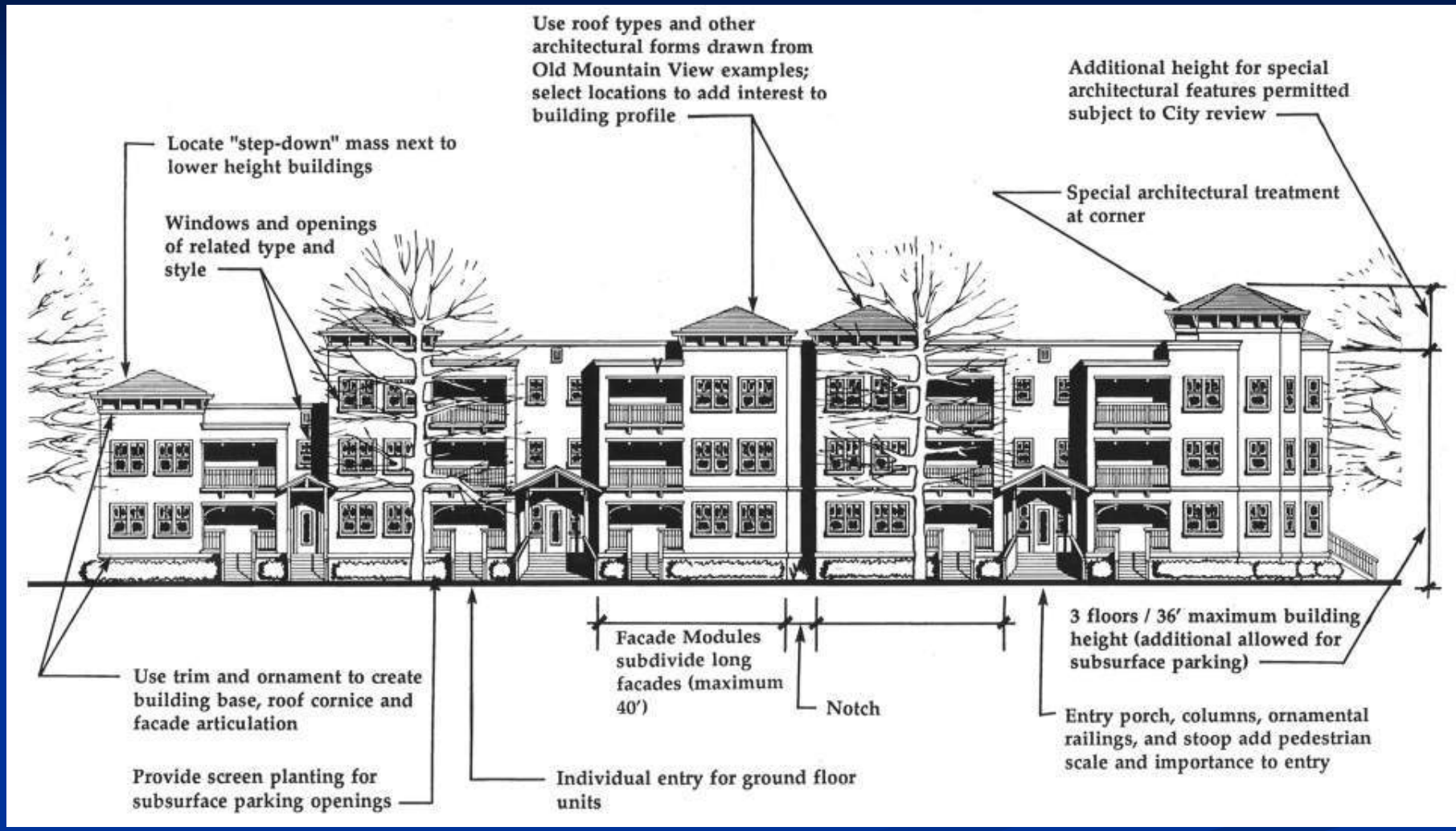

Main Element

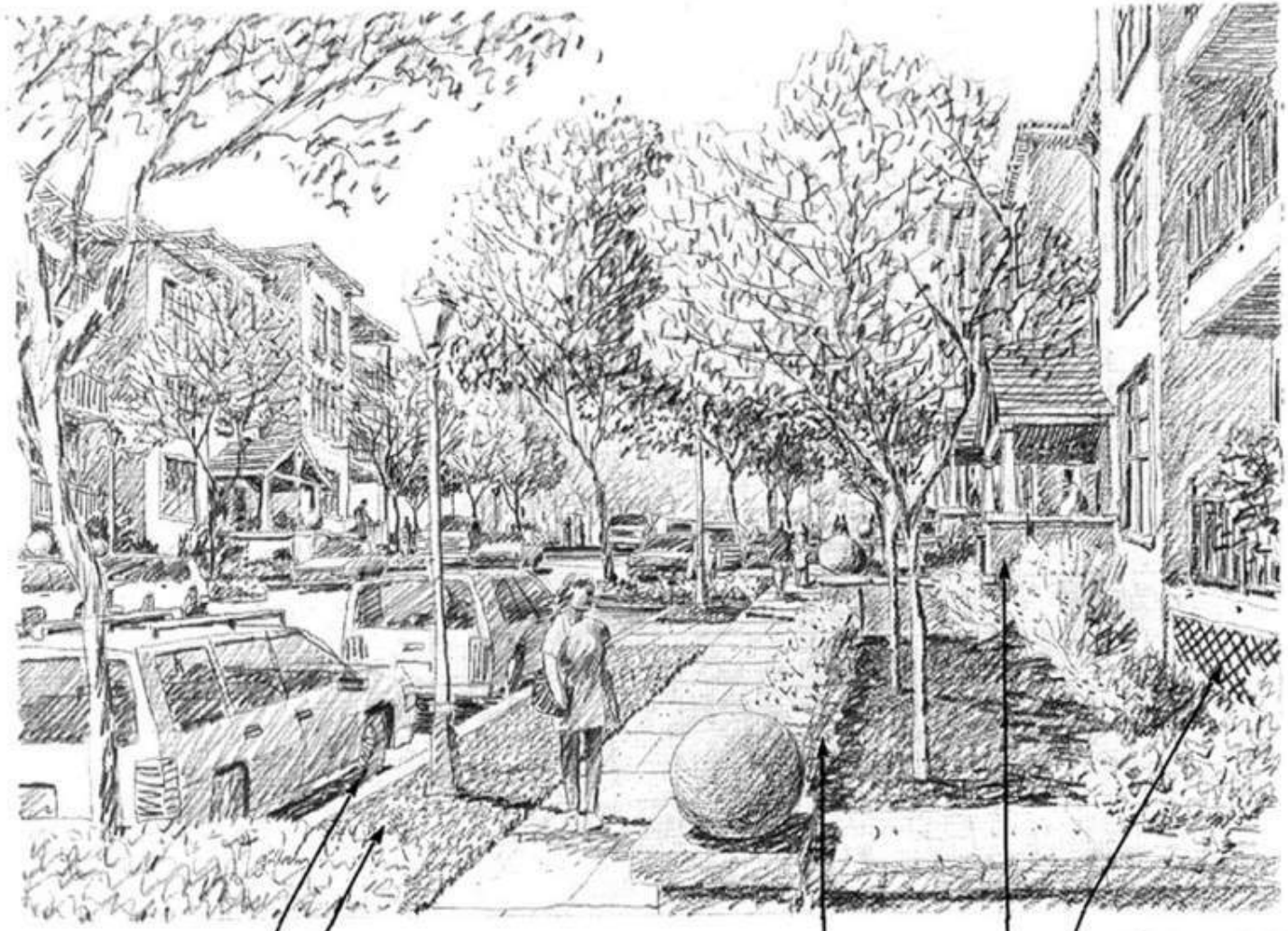
Architectural Guidelines



PROTOTYPE ILLUSTRATION

SMALL LOT R-1 AREA


Use roof types and other architectural forms drawn from Old Mountain View examples; select locations to add interest to building profile
Additional height for special architectural features permitted subject to City review
Locate "step-down" mass next to lower height buildings
Special architectural treatment at corner
Windows and openings of related type and style
Facade Modules subdivide long facades (maximum 40')
3 floors / 36' maximum building height (additional allowed for subsurface parking)
Notch
Use trim and ornament to create building base, roof cornice and facade articulation
Entry porch, columns, ornamental railings, and stoop add pedestrian scale and importance to entry
Provide screen planting for subsurface parking openings
Individual entry for ground floor units


"Pocket Parking" may be permitted along residential streets.
Planting strips containing street trees and street lights are required along all frontages.
Low hedges or fences are recommended to define public/private space.
Maximum height of subsurface parking is 5'/3.5' average.
Open porches may extend into the front setback area.


951

Metro Square, Sacramento, CA 1999

21 units/acre

- For sale, small lot, single-family detached homes
- Zero lot line
- 2 stories
- 45 Units ranging from 1,150 to 1,550 sq.ft.
- Previous use of site: Vacant Lot
- 2 Parking spaces/unit
- One-car garage and pad

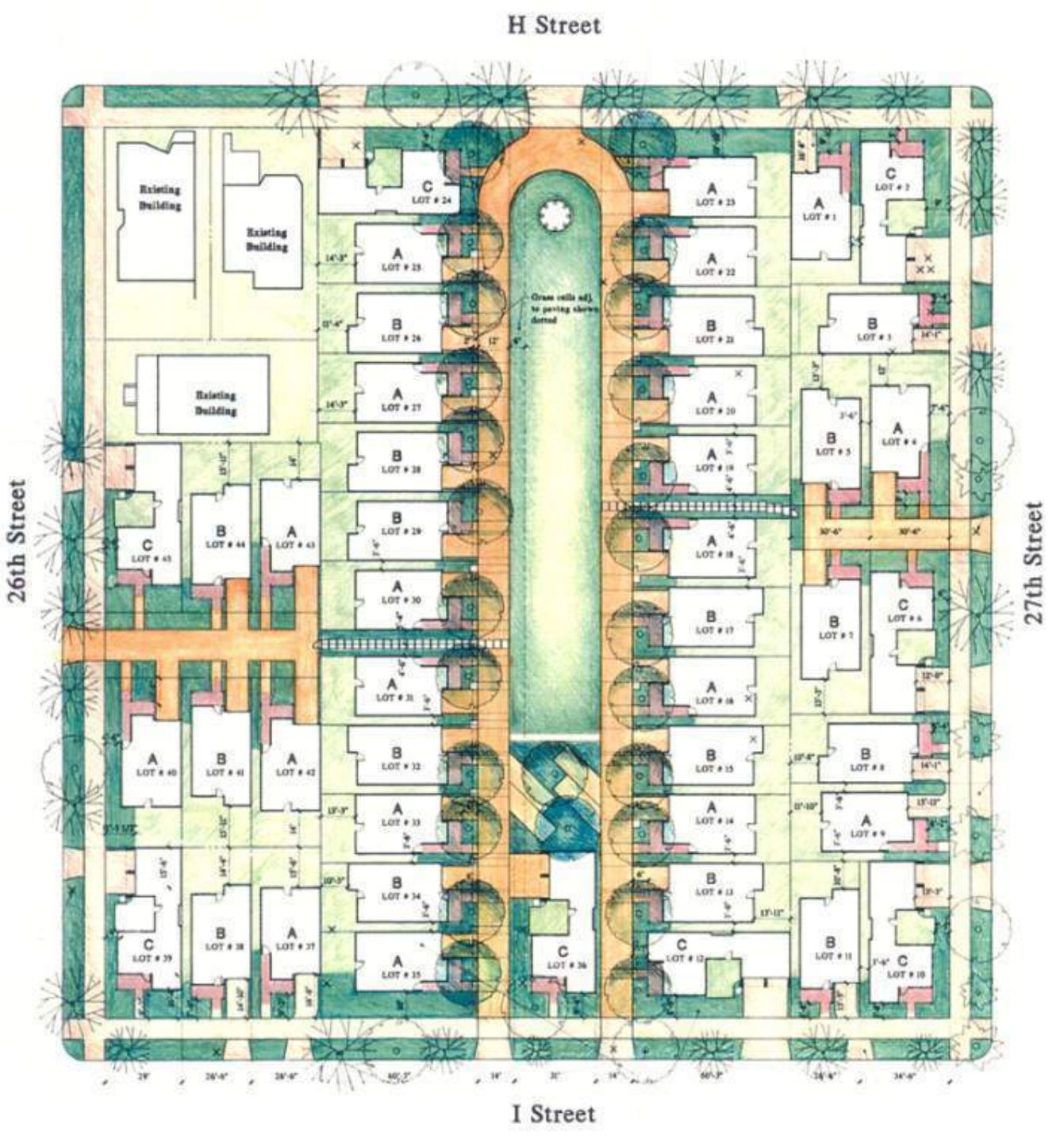
- 2.2 acre site
- Construction costs: $54/sq.ft.
- Amenities: Open space mews
- Close to transit, shopping, schools, park and community center

Developer: Regis Homes

Architect: Mogavero Notestine Associates

Metro Square

Site Plan



Metro Square

Corner House

Metro Square

Open Space, Mews

Metro Square

Central Mews, Overflow Parking

Metro Square

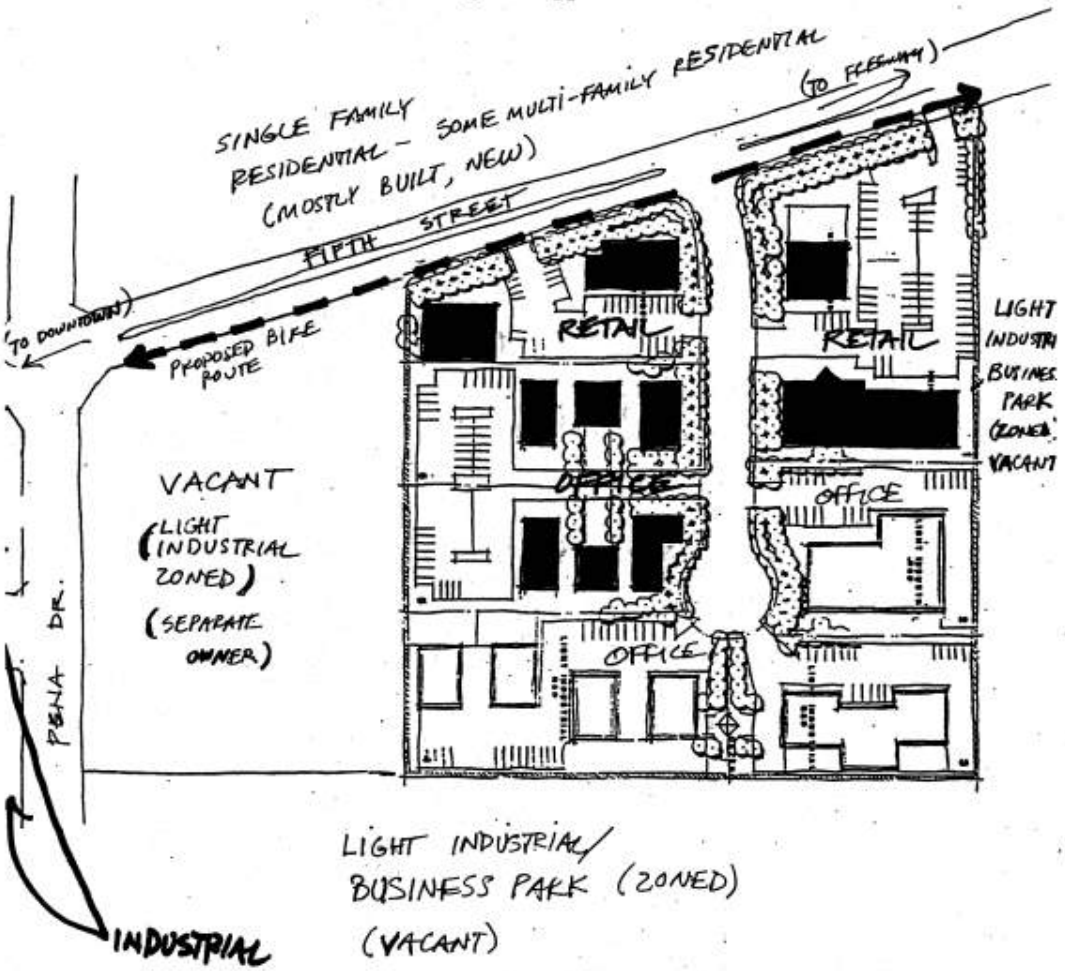
Houses facing Central Mews


1964
SHORT STEP MARKETS


SCOLARI'S
MARKET
1321
SCOLARI'S
Club

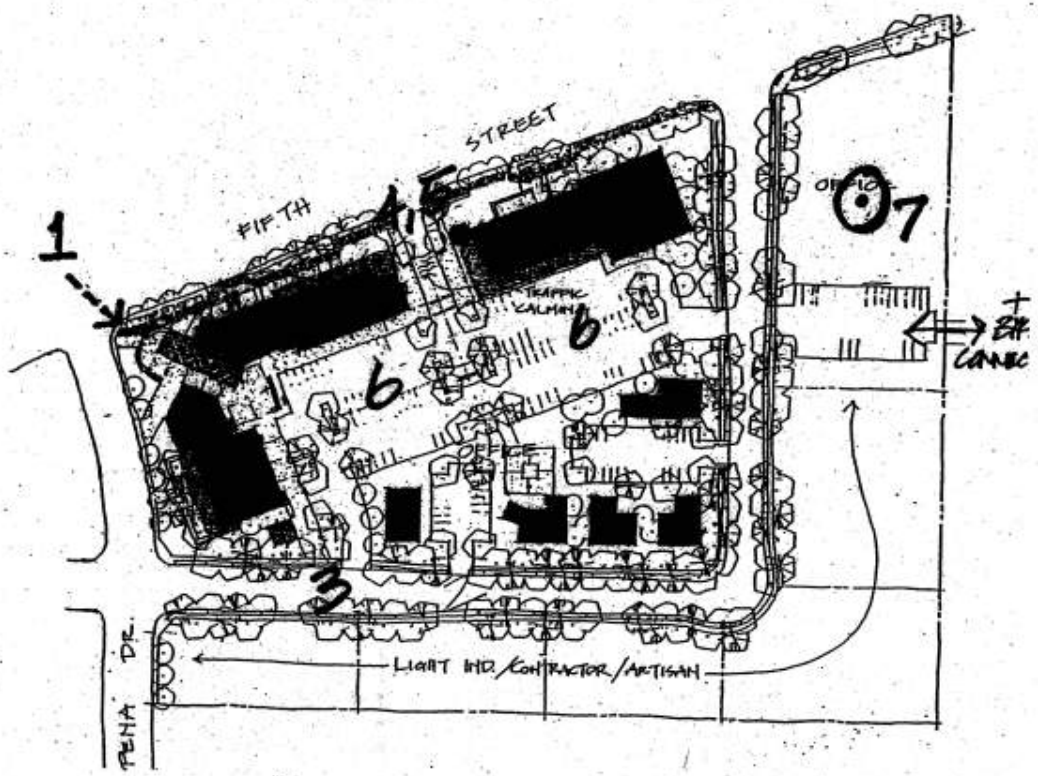
Site Plan Evaluation – Small Commercial

Original Application



Site Plan Evaluation – Small Commercial

Revised Plan



1 GOOD FUNCTIONAL & VISUAL ACCESS FROM NEIGHBORHOOD
2 PLANS INCORPORATES CORNER PARCEL.
3 LOOP STREET, CONNECTED TO EXISTING STREET
4 RETAIL JOINED, COMBINED SHOPPING POSSIBLE.
5 RETAIL AT STREET, PED/TRANSIT ACCESSIBLE, W/ TRANSPARENCY.
6 2 DRIVEWAYS, NO VIEW OF PARKING LOTS.
7 MAJOR TREE SAVED

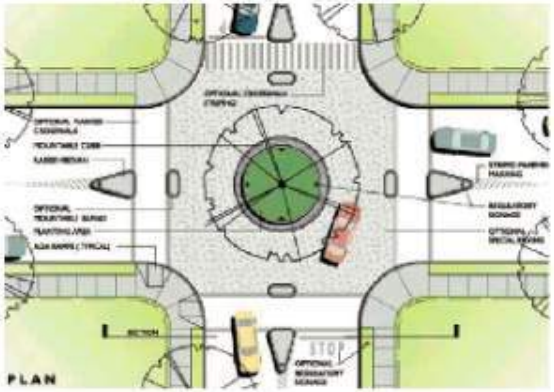
In Class Exercise: Evaluation and Review of a Development Project

- Each group will evaluate a project comparing it against a set of policies, zoning standards and design guidelines
- Read and examine the site plan and detailed application materials
- Compare it to the goals, polices, standards and guidelines provided
- Put a consistency analysis/list on the flip charts
- Write out 2-3 project changes
- Give a thumbs up or down or more information needed, etc.

Design Standards for Public Works Facilities

- Well-designed roads, intersections, interchange areas
- Narrower street width
- Slower speeds/traffic calming
- Innovative traffic control such as roundabouts
- Wider, more accessible sidewalks
- Addition of transit stops and facilities
- Bike lanes and bike paths
- Low impact development drainage features
- Preservation or restoration of creeks, channels, wetlands

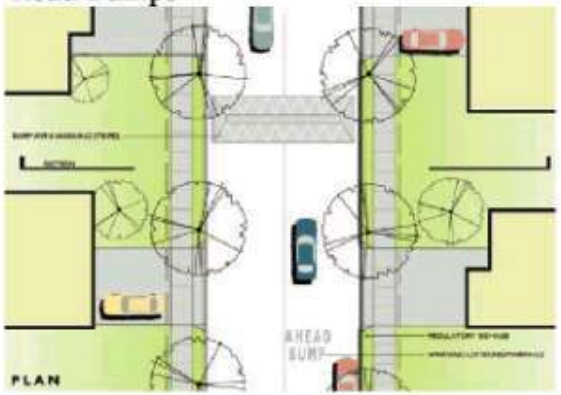
Traffic Circle



Positive Aspects
- Provides increased access to street from side street
- Slows traffic
- Breaks up sight-lines on straight streets
- Opportunity for landscaping

Negative Aspects
- Definition of right-of-way is contrary to the "Yield to the right" rule
- May impede emergency response
- May impede left turns by large vehicles
- May impact flow of pedestrians and bicyclists

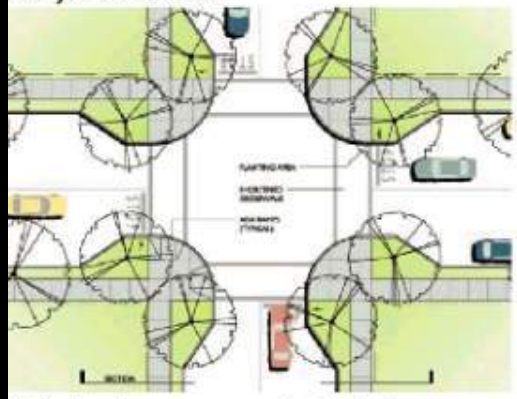
Road Bumps



Positive Aspects
- Slows Traffic
- Self-enforcing
- Requires minimum maitenance

Negative Aspects
- May increase emergency response times
- May damage emergency vehicles if not carefully designed
- May increase traffic noise in the vincinity of the bump

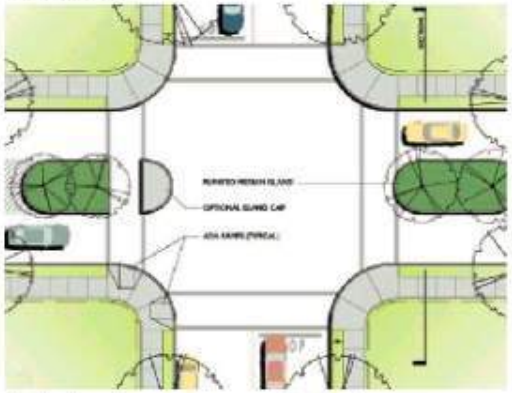
Major Bulbouts



Positive Aspects
- Pedestrian crossing distance is reduced
- Narrowed roadway section may reduce speeds
- Breaks up driver's sight-line
- Opportunity for landscaping and visual enhancements

Negative Aspects
- May reduce visibility for cyclists
- May require partial or total loss of parking
- Could result in a minor increase on maintenance

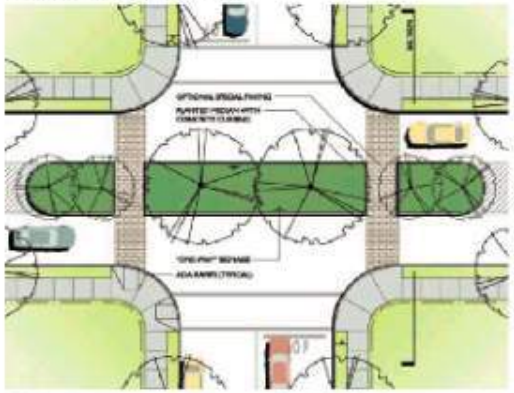
Medians



Positive Aspects
- Narowed travel lanes can slow vehicle speeds
- Shortens pedestrian crossing
- Opportunity for landscaping and visual enhancement

Negative Aspects
- Long medians may interrupt emergency access
- May interrupt driveway access
- May require removal of parking
- High cost to construct and maintain

Extended Median



Positive Aspects
- Narowed travel lanes can slow vehicle speeds
- Opportunity for landscaping and visual enhancements
- Reduces cut-through traffic

Negative Aspects
- Significant impact on emergency access
- May interrupt driveway access
- May require removal of parking
- High cost to construct and maintain

Selected Traffic Calming Measures

Source: City of San Jose DOT and Fehr & Peers

MODERN ICE AREA PLAN
CITY OF SAN JOSE


ONE WAY
RIGHT
TURN
ONLY
STOP


CLEAR
KEEP


25

Portland's Green Street Demonstration Projects:

NE Siskiyou Green Street

SW 12th Avenue Green Street

Glencoe Elementary Raingarden

Others…

Drawn by: Kevin Perry

REDEVELOPMENT

- Authorized through State Community Redevelopment Law
- Permits cities and counties to carry out redevelopment projects in blighted areas
- Powerful tool for implementation of General Plan
- Primary financing mechanism is tax increment financing
- Requires affordable housing set aside
- Redevelopment must conform to the General Plan
- Redevelopment Agency has extensive powers

“Urban Renewal” Nightmare

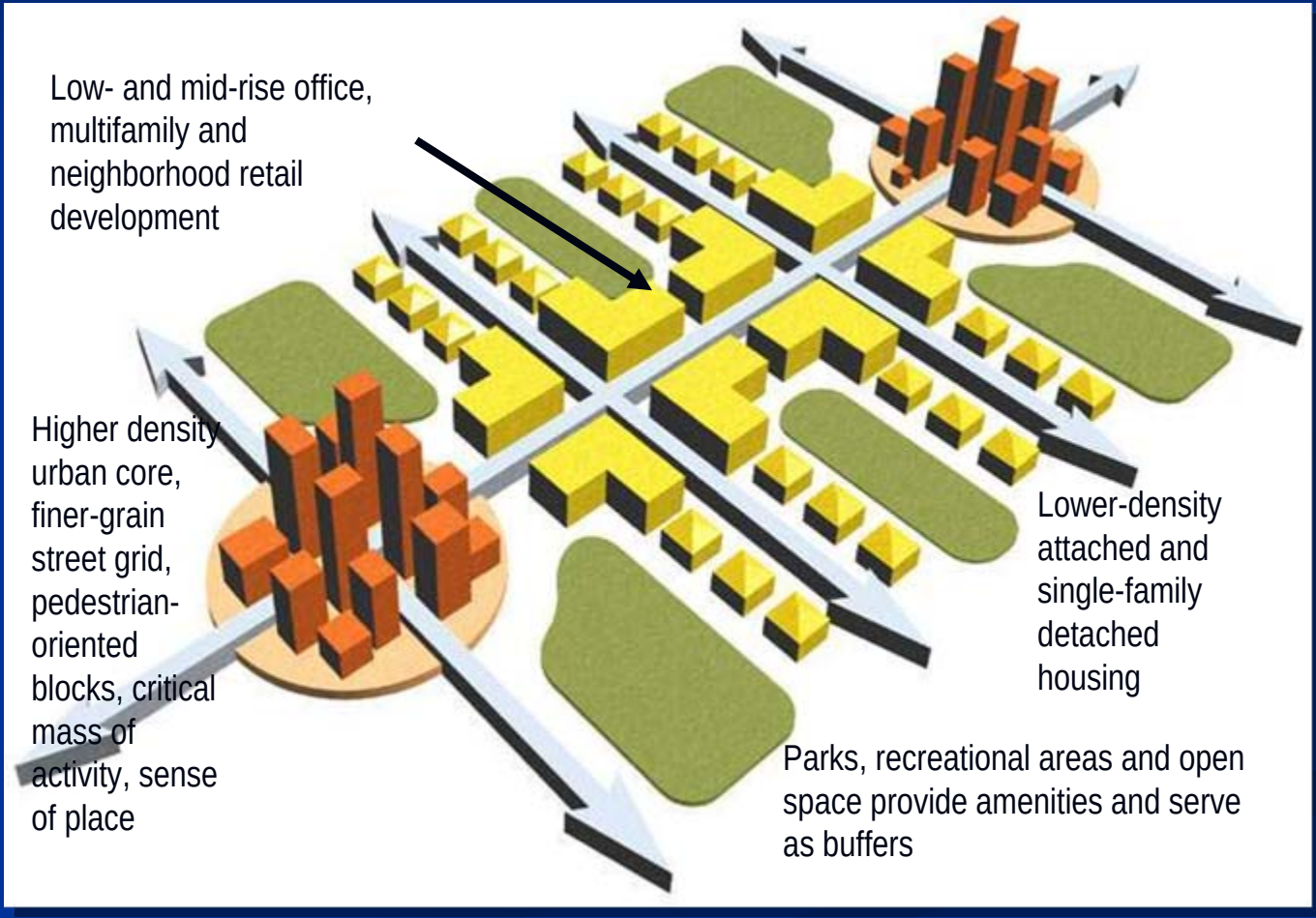
Main Street Commercial/ Mixed Use opment

Redeveloping Public Spaces

Pioneer Square, Portland, OR

Revitalizing Suburban Strips

- Intensify Development at Nodes
- Prune Back Retail
- Create the Place



Regional arterial with strip commercial

Regional traffic arterial with transit and pedestrian improvements

Future condition with mixed use, higher density land use

Photo Simulation by Steve Price, Urban Advantage (www.urban-advantage.com)

Inclusionary Housing Ordinances

- 5-35% for single family and/or multi-family affordable housing
- Pros and cons in policy and administration

Growth Management Ordinances

- Must be consistent with the General Plan
- Must have public purpose and rationale
- Some are voted, others by ordinance or policy
- Many types and levels:
  - geographic phasing
  - infrastructure limitations
  - residential caps
  - residential and commercial caps or linkages
  - "beauty contest"
  - first come first serve
  - urban limit lines or urban growth boundaries

Development Agreements

- Must be consistent with the General Plan
- Must have public purpose and rationale
- Contract between a city or county or redevelopment agency and a private developer
- Allows exactions beyond "nexus" in exchange for assurance of development:
  - Additional parks or infrastructure
  - More density, more affordability, more reatil or jobs
  - Site restoration or environmental improvements
  - Payments for regional needs like roads or wastewater, water, drainage, etc.

Local Ordinances

Ordinance

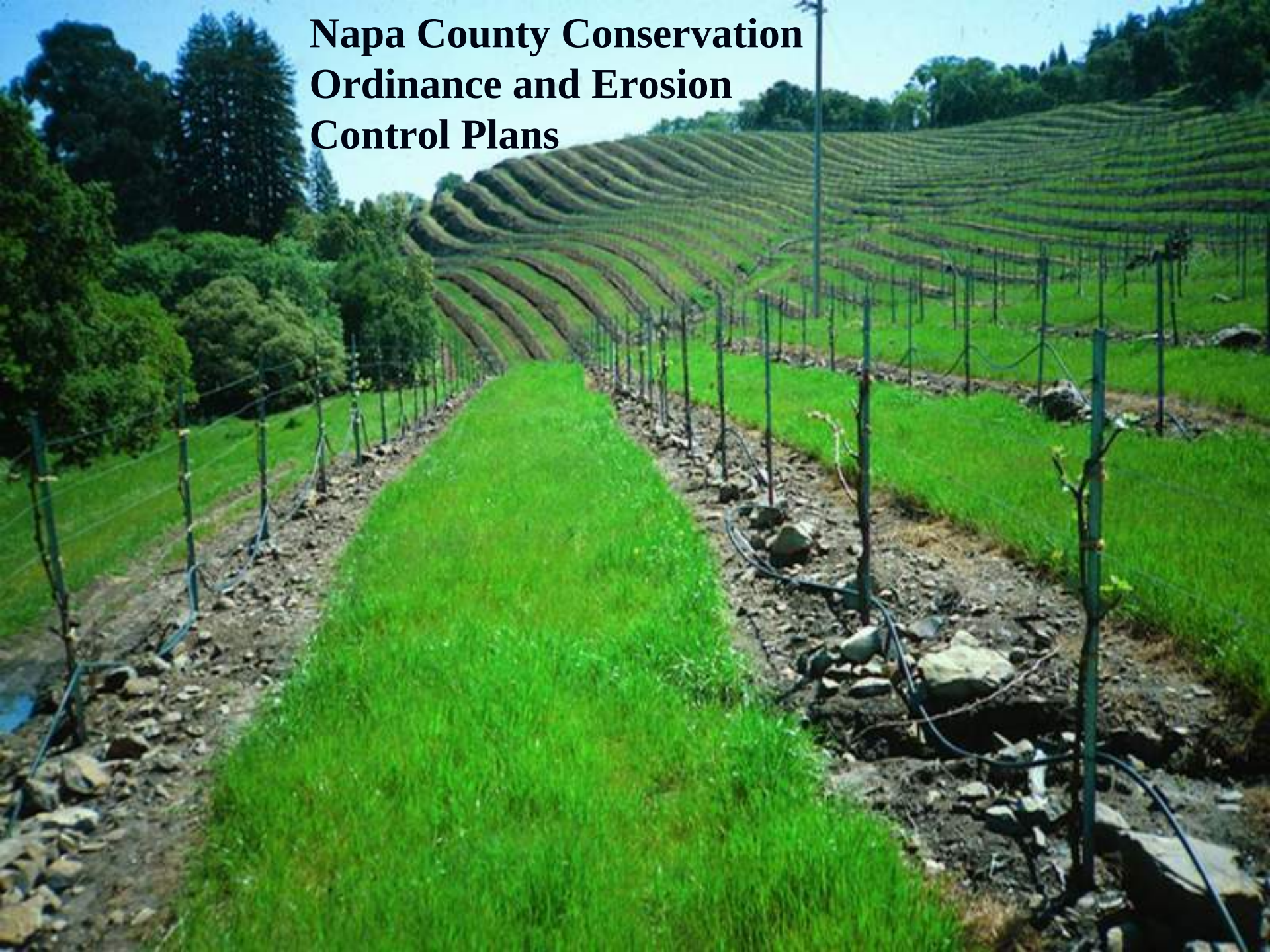
- Grading
- Riparian or wetland setbacks
- Aquifer recharge zoning
- Landscape water conservation

- Rain water harvest
- Low impact development
- Comprehensive water ordinances

Water Benefits

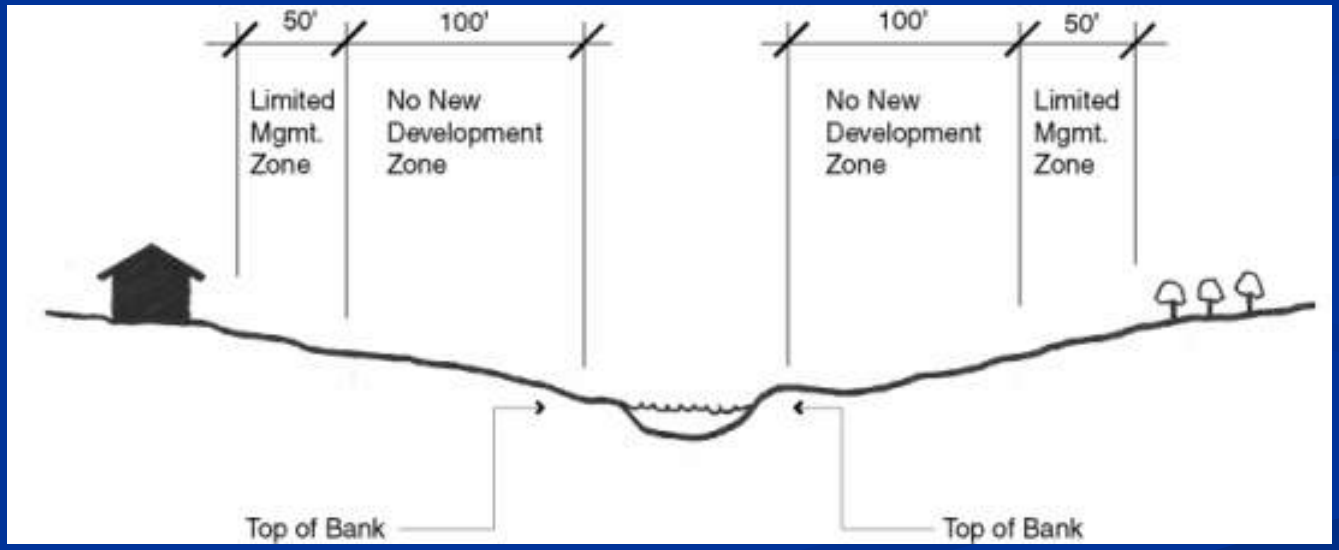
- Erosion, sedimentation
- Buffers/filters, habitat
- Watershed protection, recharge
- Water use efficiency, sustainable landscapes – fertilizers, pesticides, etc.
- Water use efficiency
- NPS water runoff treatment
- Multiple benefits

Napa County Conservation Ordinance and Erosion Control Plans



Napa County Conservation Regulations

Stream Setbacks – New Development

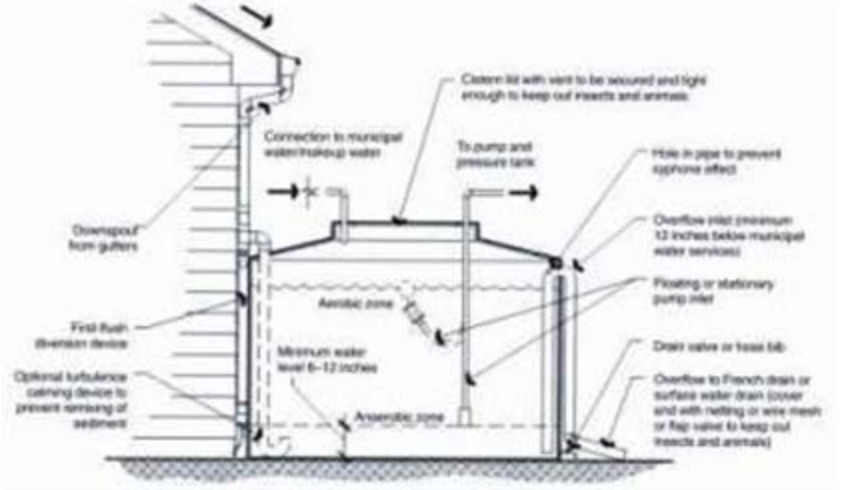


Serrano Community in El Dorado County: Recycled Water Requirements

Seattle Rain Barrel Program

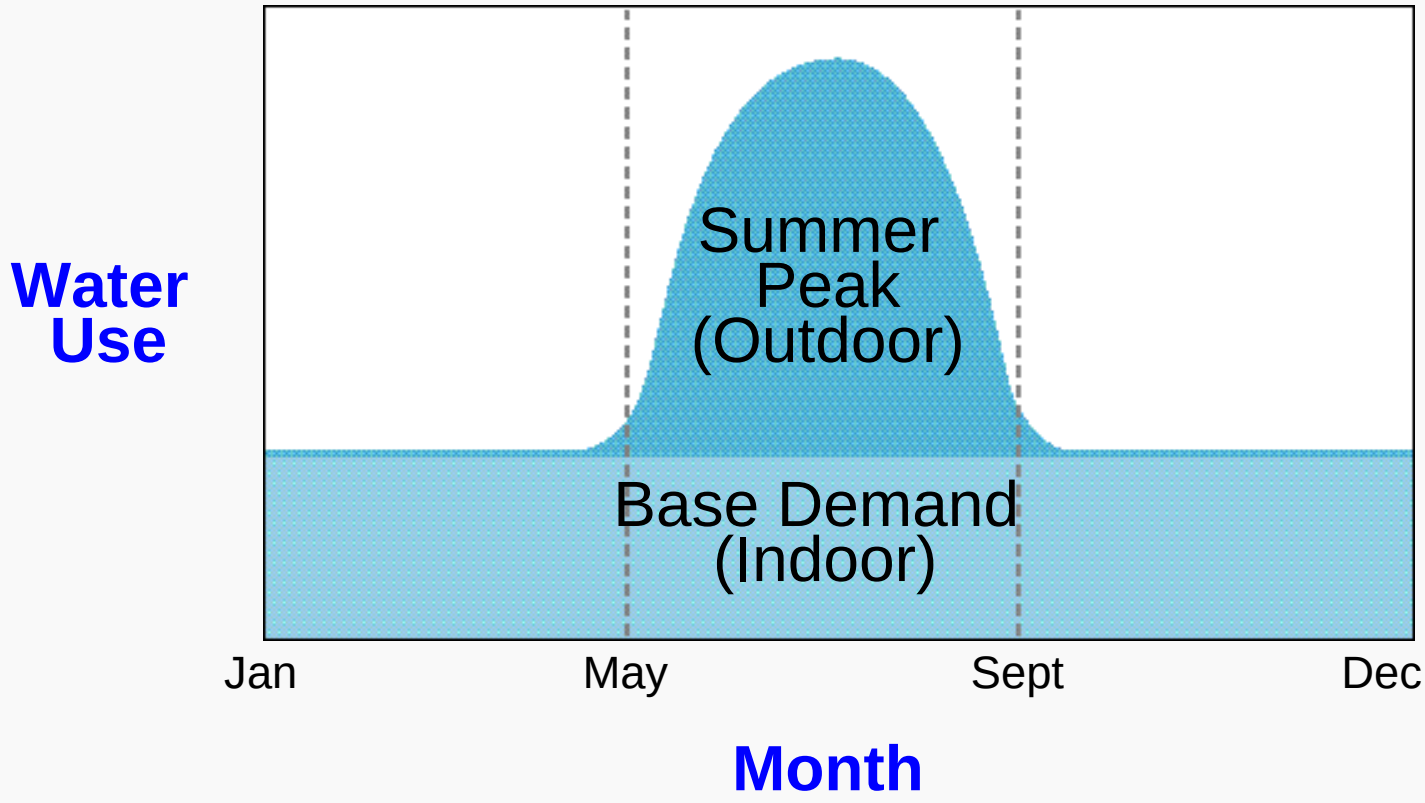
Water Storage & Harvesting

- Cisterns
  - Connections to gutters and downspouts convey water to cisterns
  - Cisterns can be located above or below ground
  - Most roofing materials are compatible
  - System should include a “roof washer” or “first flush” device



Cistern Detail

Landscape Demand Management (Water Conservation)



Landscape Water Conservation

- 1.4 million acres of urban irrigated landscape in California
- AB 325 of 1990 required local land use agencies to adopt the State's model ordinance or a comparable ordinance by 1993
- 2006-7 Statewide revision process with an Advisory Committee resulting in new State law to be implemented by 2010
- Conclusion: local jurisdictions did approve ordinances, but did not enforce them uniformly

New Law AB 1881

- Applies to:
  - Public and private landscapes greater than 2500 sq ft and requiring any permit
  - New and rehab landscapes which are developer-installed in single family or multi-family greater than 2500 sq ft
  - Homeowner provided landscapes over 5000 sq ft
  - Cemeteries
  - Not to ecological restoration, mine reclamation or botanical gardens
- Specifies the landscape and water use documentation to be provided
- Uses the Maximum Applied Water approach from WUCOLS using highly specified equations
- POTENTIAL SAVINGS: 600,000- 1 million AFY at a cost of $250-500/AF

New Law AB 1881

- Landscape Design Plan: protest natives, select water conserving species, appropriate species, hydro-zoning, no turf on slopes over 25% near hard surfaces, fire safe plants, avoid invasive species
- Water Features: re-circulating systems, spa/ pool covers
- Mulch and Amendments: required on exposed surfaces and slopes
- Storm Water: encourages BMPs that are Low Impact Development in nature, rain water harvesting, catchment etc. encouraged
- Irrigation Design Plan, Grading Design Plan and Irrigation Scheduling: highly recommended


LOWE'S


LANDSCAPE LOCALLY
NURTURE THE SOIL
WILDLIFE HABITAT
LESS TO THE LANDFILL
CONSERVE WATER
CONSERVE ENERGY
WATER & AIR QUALITY


The Essentials of
CEQA for Achieving
Livable Communities
Objectives

Procedural Requirements to Accomplish CEQA's Objectives

Disclose environmental impacts

- Initial studies
- Negative Declarations
- Environmental impact reports

Identify and prevent environmental damage

- Mitigation measures
- Alternatives
- Mitigation monitoring

Disclose agency decision making

- Findings
- Statements of overriding consideration

Enhance public participation

- Scoping
- Public notice requirement
- Availability of documents
- Response to comments
- Citizen access to courts
- Legal enforcement procedures

Foster intergovernmental coordination

- Early consultation
- Scoping meetings
- Notice of Preparation
- State Clearinghouse review

Key Participants in the CEQA Process

Overview of the CEQA Process

CEQA Process Begins

Phase 1 — **Preliminary Review**

Phase 2 — **Initial Study**

Phase 3 — **EIR** **or** **ND**

CEQA Process Complete

EIR Process Outline

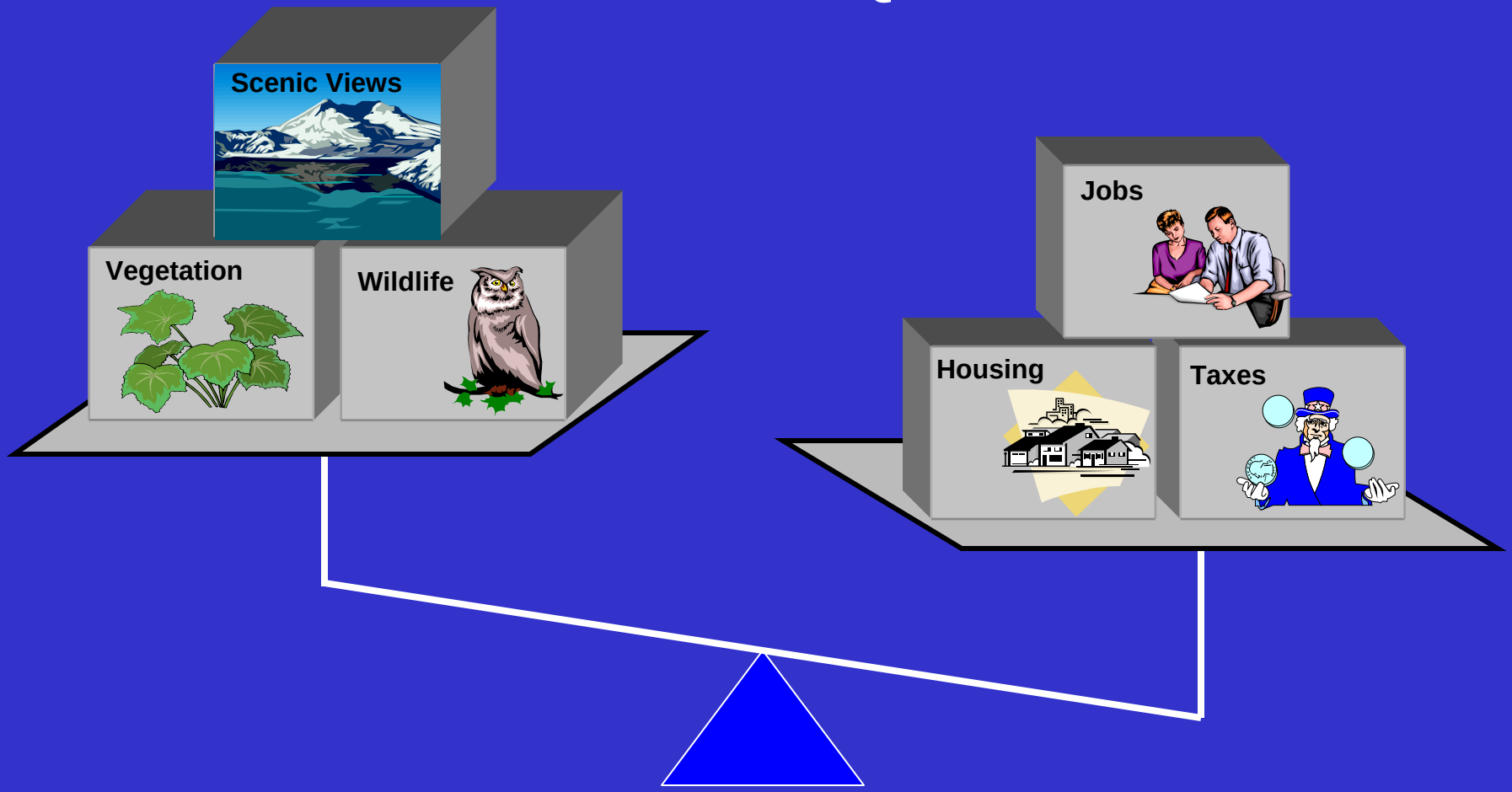
- Send Notice of Preparation to responsible and trustee agencies
- Prepare preliminary Draft EIR; Lead Agency independent review
- Prepare and submit Draft EIR; file Notice of Completion
- Public notice and review of Draft EIR
- Lead Agency responds to comments in Final EIR

CEQA Guidelines sec. 15082, et seq.

EIR Process Outline
(Cont.)

- Final EIR certified and CEQA findings made, before project is approved
- Mitigation reporting and monitoring program adopted
- Notice of Determination filed and posted
- Responsible Agency makes decision on project

Statement of Overriding Considerations under CEQA



Balancing Environmental Damage against Social, Economic, and Other Factors