Best Practices in State and Regional Planning

Prepared by Shriya Anand and Jorge Santos
For New Jersey Future

May 2011

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I.   Introduction

This paper is an attempt to inform the Christie administration's initiative to redefine New Jersey's State Development and Redevelopment Plan. It presents themes and principles for the state to consider based on a study of best practices for comprehensive planning at the state, regional and metropolitan scale across the country. The ideas presented in this document will be useful as New Jersey moves toward a greater integration of economic growth planning with land-use planning, places a greater emphasis on sustainability, compact efficient growth, continued stakeholder participation in the planning process, the dovetailing of infrastructure and transit spending with land-use development and redevelopment and, finally, a strong implementation strategy linked to measurable indicators for outcomes.

The case studies presented in this document span a range of different types,from city-level plans to metropolitan to regional to state-level; from public to quasi-public to public-private to private; from explicit land-use plans to policy-based plans that have indirect implications for land use, from plans focused on economic growth to plans focused on land use (refer to Figures 1 and 2 below). In addition, the following criteria were used as a loose screen for selecting plans:
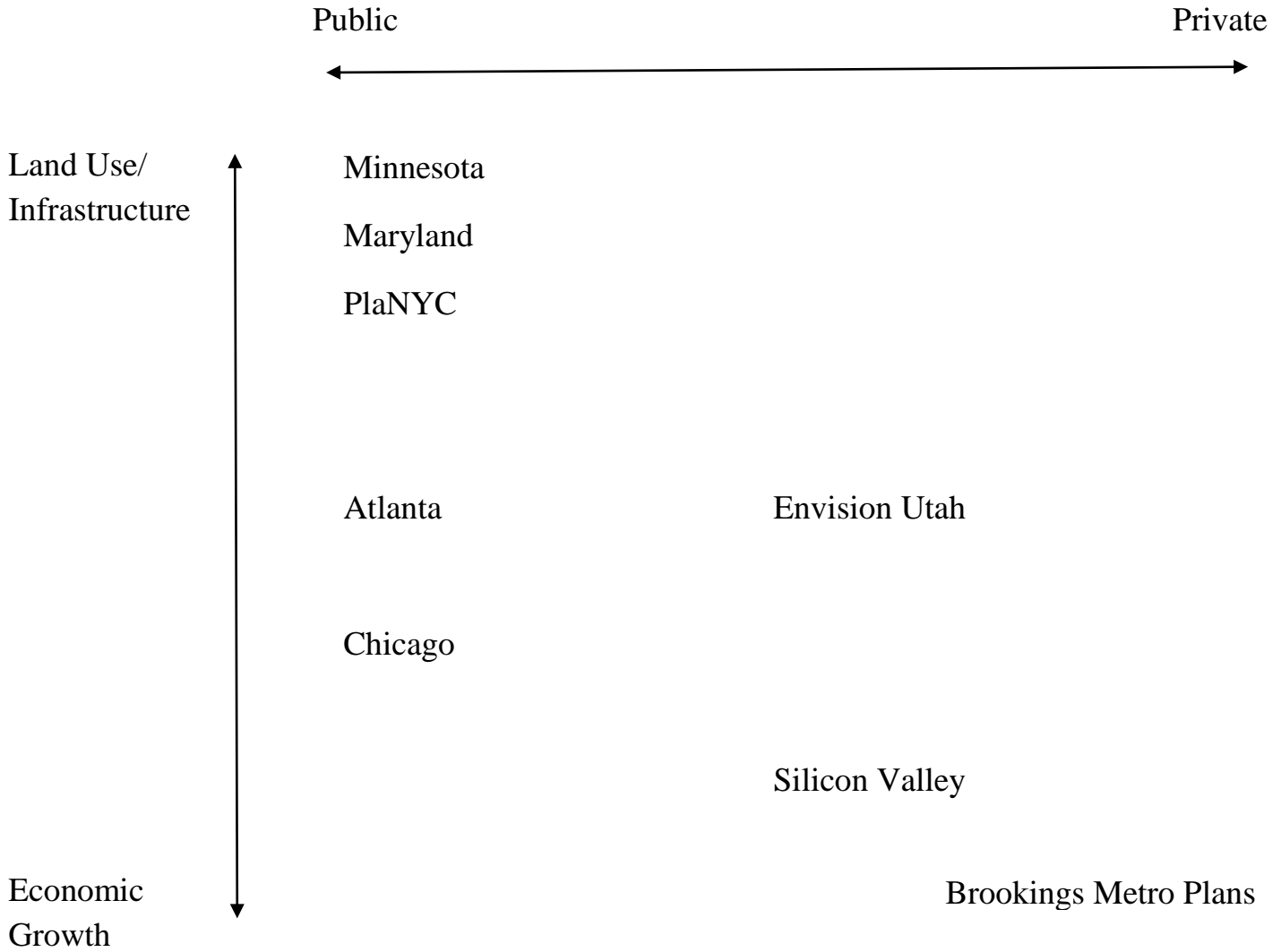
- Demonstrate successful innovation
- Based on a collaborative planning process
- Adopted or updated recently
- Address at least one of the following: environmental sustainability, economic development, quality of life
- Effective and credible
- Link to infrastructure planning

Based on the above criteria, the following plans were selected: Atlanta Plan 2040; Brookings Metropolitan Business Plans for Northeast Ohio, Minneapolis Saint-Paul and the Puget Sound Region; Chicago CMAP GoTo 2040; Envision Utah; Joint Venture for Silicon Valley; Minnesota 2030 Regional Development Framework; PlanMaryland and PlaNYC[1].

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[1] Note that this list represents only a subset of the relevant examples of comprehensive planning. Other noteworthy plans, which the team lacked the time to study, include those done by Portland Metro, Puget Sound Regional Council, Lake Tahoe Regional Planning Agency, and the many land-use and transportation plans being done by California's MPOs.

Figure 1

Plan Classification According to Primary Planning Agency and Primary Focus

Public   Private

←——————————————————————————————————————→

Land Use/
Infrastructure

    Minnesota

    Maryland

    PlaNYC

    Atlanta   Envision Utah

    Chicago

                                  Silicon Valley

Economic
Growth   Brookings Metro Plans

Figure 2

Plan Classification According to Level of Local Autonomy and Level of Detail Regarding Land Use

	Requires implementation	Incentives, not legally binding	Voluntary
	←		→
Explicit Land Use ↑	Minnesota	Atlanta	
		Maryland	
	PlaNYC		
		Envision Utah	
		Chicago	
			Silicon Valley
General Guiding Principles ↓			Brookings Metro Plans

II.   Themes for New Jersey

This section comments on various aspects of plan preparation that are relevant to New Jersey as it redefines its approach. The comments are divided into four main themes: (i) governance, (ii) planning focus, (iii) planning process, and (iv) implementation. Each theme touches upon a few sub-themes, which are substantiated by examples from the different plans studied for the purpose of this report.

Governance

1. State government authority versus local autonomy. There is a trade-off between exercising strong state government authority and allowing greater local autonomy. For the state government to further its planning priorities and reduce local jurisdictional competition requires either an exercise of the state's authority over local governments or a strong set of incentives to ensure compliance.

    - In Atlanta, Plan 2040 specifies two sets of performance standards -- one required and one excellence -- and local governments are expected to meet the required standards in order to be eligible for state grants and funding. There is a stronger incentive package for local governments that additionally meet the excellence criteria.

    - Minnesota created a 17-member Metropolitan Council appointed by the Governor that runs the transportation network for the Twin Cities region. The Metropolitan Council adopts a regional plan and requires local governments to adopt plans in compliance with the regional framework including an update of their zoning codes. Its explicit authority over land use resembles that of the Pinelands Commission.

    - PlanMaryland has recently been released in draft form and the "Maryland Department of Planning will work with State agencies to develop State Implementation Strategies" during the public review period. State agency projects which could affect planning will be coordinated with the Department of Planning. While Gov. O'Malley has stated that the plan will "not supplant local planning," the state intends to direct its funds to growth areas first.

    - Envision Utah has a central, albeit consultative, approach that consists of creating the "Urban Planning Tools for Quality Growth," which may then be adapted by communities to implement the Quality Growth Strategy (QGS) in a manner that makes sense locally. In addition to educating policymakers about the growth strategies, Envision Utah also creates a set of annual awards in partnership with the Governor, called the Governor's Quality Growth Awards. By announcing and publicizing these awards, Envision Utah creates a demonstration effect as an additional incentive for change. And finally, Envision Utah also facilitated 20 demonstration projects that highlighted locally tailored applications of the QGS.

2. <u>Coordination between multiple jurisdictions.</u> This is a challenging aspect of planning when regional or state priorities supersede local priorities, or when local priorities for different jurisdictions conflict with each other. The different regional plans we have studied tackle this aspect in different ways, for instance:

   - Regional planning is quite common in Georgia, although it is not clear how powerful the regional planning commissions are. The Georgia Planning Act specifies the approach as "bottom up," mandating all local governments and regional commissions to follow this approach. It means that local plans get formulated first, and that regional plans follow by interrelating and combining local planning priorities and efforts. Therefore, the regional plan provides the umbrella authority and a unified policy framework under which different jurisdictions interact with each other.
   - The Brookings Metropolitan Plans emphasize the important of the metropolitan scale. They aim to recognize metropolitan areas as aggregations of economic activity and replace traditional macroeconomic (top-down) planning with a tailored, place-based (bottom-up) approach.
   - PlanMaryland does not mandate local implementation but is designed to guide local governments and encourage them to adopt its principles. Specific incentives have not yet been crafted. Some of the proposed actions going forward after the draft include state criteria for infrastructure projects, such as conformance with the state plan and financial incentives to promote growth in designated areas and away from environmentally sensitive areas.

Planning Focus

1. <u>Environment/ Sustainability.</u> Most of the plans considered here are cognizant of the need to focus explicitly on sustainability. (For instance, Atlanta Plan 2040 builds its entire plan around sustainability as the central focus point; Envision Utah's premise is departure from business-as-usual and a focus on moving toward more compact and sustainable growth; the Brookings Metropolitan Plans identify green business as the economic opportunities for the future; PlaNYC is often referred to as a sustainability plan and it emphasizes transit, water and air quality; and so on.) Even when sustainability is not the explicit focus, however, almost all the plans mention the importance of more compact growth, preventing sprawl, developing more dense and walkable neighborhoods, a greater emphasis on public transit, and preservation and conservation of natural resources. (For instance, the Chicago and Atlanta plans talk about the focus on water conservation.) All these references point to a nationwide trend of planners recognizing residents' demands for more dense urban environments and more "green" development.

2. Infrastructure / Public transportation. An important challenge in the planning process is integrating transportation planning with land-use planning, and providing developers with clear signals about where the state is investing in transportation and where it wants to prioritize development. Often, these functions are distributed across different agencies, leading to fractured decision-making and sub-optimal growth patterns. Three of the planning efforts studied here combine regional authority to spend federal transportation dollars with land-use planning (through the federal Metropolitan Planning Organization).

   - Atlanta Plan 2040 integrates growth patterns and transportation planning very effectively by explicitly integrating the region's transportation plan with the land-use plan.
   - Chicago's Plan has been prepared by Chicago Metropolitan Agency for Planning (CMAP), which is the region's Metropolitan Planning Organization (MPO) and is designated to review and approve projects that use federal transportation dollars. It was created by the Illinois General Assembly to integrate land-use planning with transportation planning.
   - Minnesota's regional plan features detailed transportation planning as one of its four focus areas. The Metropolitan Council runs the transportation network for the Twin Cities region and has been rapidly expanding its light rail.
   - Joint Venture for the Silicon Valley has been a leader in coordinating the Grand Boulevard Initiative. Nineteen jurisdictions are working together to make decisions affecting El Camino Real, a regional commercial thoroughfare, with joint research and consensus. The goal is not only to make the function and aesthetics of the boulevard better, but also to better integrate the road with the various existing communities. This effort has garnered substantial funding, including federal transportation funding.

3. Economy
   - Atlanta Plan 2040 specifies the need to establish a region-wide economic and growth management strategy that includes federal, state, local and regional agencies, as well as non-government partners. The Plan recognizes Atlanta's potential as a global gateway to the South, and identifies occupations that have the greatest potential for growth in Atlanta.
   - The Brookings Metropolitan Business Plans are focused almost exclusively on the economic end of the planning spectrum. In each of the three pilot areas, the business, civic and governmental leadership came together to ascertain the market position of the region's economy and identify the region's promising economic strategies. The plans were based on the concept of private sector business planning to identify the region's economic strengths, think strategically about their position in the market, and assess their challenges and opportunities.
   - JointVenture is a nonprofit organization specifically designed to assess where the Silicon Valley region is demographically and economically and how to improve

and grow the local economy. The initiative also offers a onestop shop for businesses in the area or looking to locate there. The website, SiliconValleyOnline.org helps businesses find a location, navigate the permit process and access government resources.

4. Social equity/ Opportunity. Several of the plans emphasize the importance of incorporating social equity considerations, particularly through the integration of affordable housing with other development. For instance, the Atlanta Plan's framework document addresses the fact that the racial and ethnic profile of Atlanta's population is undergoing a dramatic shift, and that by 2015, there will be no majority racial or ethnic group. In addition, it considers demographic changes that are affecting the composition of households, and points out that future development will need to be aware of, and sensitive toward, these changes. Envision Utah points to the importance of providing housing opportunities for a range of income types. Chicago GoTo 2040 also has a section on livable communities and workforce development in which social equity considerations are implicit.

Planning Process

1. Target or goal setting. Several plans highlighted in this document focus their efforts around a set of demographic and economic predictions about the additional number of jobs and residents, their demographic composition and the demand for housing that will shape the region in the future. First, the plans lay out how much growth they anticipate and, following that, set targets and goals for where this growth should take place and how concentrated it should be. For example, the second chapter in PlanMaryland is dedicated to growth trends and land-use estimates. The plan estimates that, at current growth patterns, the state's population will increase by 15 percent (900,000 people), and with no action by the state, Maryland will lose over half a million acres to development by 2030. Envision Utah bases its planning efforts on the prediction that the state's population would grow from 1.6 million in 1995 to 2.7 million by 2020 and to nearly 5 million by 2050. In Atlanta, planners expect the addition of about 1.7 million jobs by 2040, and they expect the addition of about 276,000 jobs in the healthcare/social assistance sector between 2005 and 2040. This type of analysis is very useful to set the context for the planning effort, to frame the discussing about where and at what densities growth should occur, and then to draw attention to measurable targets, such as the number of new jobs created, number of car miles reduced, public transport provision, number of affordable housing units created, acres of brownfield land redeveloped, etc.

2. Public consultation. Most of the plans we studied have significant components of public participation, notably: PlaNYC, with extensive online interaction; Maryland, with dozens of public forums and visioning sessions; and Atlanta, which reached out to every local government body and thousands of citizens through a partnership with the Civic League for Regional Atlanta. The one that stands out as the most unique and successful public

consultation effort, however, is Envision Utah, which is a model for the rest of the nation. Envision Utah was set up as a neutral facilitator in order to further the regional visioning effort. Prior to any planning effort, there was a broad-based public values survey and visioning exercise that demonstrated to residents of Utah the different outcomes that would result from different growth strategies. Residents overwhelmingly came out in support of more sustainable growth strategies, and this support made it politically feasible for the government to carry out the recommendations arising from Envision Utah using a voluntary implementation strategy rather than a top-down planning effort.

3. <u>Plan presentation and documentation</u>. A key component of plan preparation is the final output produced by the planning process, and how user-friendly it is for local government officials, planners, developers and community and advocacy organizations. Atlanta Plan 2040 has made an outstanding attempt to make its plan documentation extremely readable and user-friendly. For instance, throughout the different plan documents, the plan objectives carry the same icons – in other words, there is an icon of an objective next to each provision of the plan that furthers that particular objective, and therefore the attainment of the regional vision. Similarly, the Brookings Metropolitan Plans are also released as a brief, yet focused, set of documents: the Business Plan, the Implementation Plan and a one-page version of the plan and a prospectus for investors or other funders.

Plan Implementation

Most of the plans studied here are relatively recent, and so it is hard to assess their effectiveness. An extremely important aspect of implementation, however, is measuring outcomes or assessing effectiveness against the set of pre-established goals. Some cities(Chicago, for instance) have partnered with other local organizations (the Chicago Community Trust) to develop and track more than 200 quality-of-life measures traditionally not included in regional plans. PlaNYC has allotted goals for every city agency and tracks and ranks them yearly to measure its progress. Joint Venture is perhaps best known for its Silicon Valley Index, which measures several dozen statistics that are demographic, economic and land use-related in order to better inform the governments on its board.

III. Case Studies

Descriptions of the following plans are included in this section:

- **A.** Atlanta Plan 2040
- **B.** Brookings Metropolitan Business Plans for Northeast Ohio, Minneapolis Saint-Paul and the Puget Sound Region
- **C.** Chicago CMAP GoTo 2040
- **D.** Envision Utah
- **E.** Joint Venture for Silicon Valley
- **F.** Metropolitan Council (Minnesota) 2030 Regional Development Framework
- **G.** PlanMaryland
- **H.** New York City's PlaNYC

A.   Atlanta Plan 2040

Planning Areas of the Atlanta Regional Commission

Responsible Organization: Atlanta Regional Commission (ARC)

About the Organization (mission, composition, authorization, etc.): The ARC is the regional planning and intergovernmental coordination agency created by the local governments in the Atlanta region through legislation passed by the Georgia General Assembly. It is designated by the state as a Metropolitan Area Planning and Development Commission (MAPDC). It is also designated by the federal government as a Metropolitan Planning Organization (MPO).

Name of Plan: PLAN 2040

Planning Process: The Georgia Planning Act specifies the planning approach. It "requires all local governments and regional commissions, including the ARC, to prepare comprehensive plans that feature a 'bottom up' approach, with local plans coming first and regional plans following. This allows regional plans to combine, interrelate, and provide a regional umbrella for local planning efforts." In 2006, the ARC developed Envision 6, which followed the "bottom up" approach to integrate and update the Regional Transportation Plan and the Regional Development Plan. Envision 6 set the stage for PLAN 2040, which integrates the Regional

Transportation Plan and the Regional Development Plan into a unified policy framework. Through a set of meetings with elected officials and stakeholders, the theme of "sustainability" was selected as an overarching concept for the development of PLAN 2040. The Plan also incorporated the findings of Fifty Forward, a 50-year visioning effort for the Atlanta region initiated by the ARC in 2008.

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ: PLAN 2040 is a comprehensive land-use plan as well as a visioning exercise that integrates growth patterns and transportation planning. It follows a "bottom-up" approach, by planning at the local level first and then integrating up to the regional level. There is a systematic and comprehensive stakeholder involvement process outlined, as well as an implementation plan. There is also a focus on sustainability and the awareness of demographic and socioeconomic changes that Atlanta is undergoing, as well as the integration of transportation planning and land-use planning.

Adoption Date: Has not yet been completed. Should be released and adopted in July 2011.

Geographic Area Covered: PLAN 2040's scope includes:

- Comprehensive Regional Plan for 10-county Atlanta Regional Commission
- Regional Transportation Plan for 18-county Metropolitan Planning Organization
- Air Quality Assessment for 20-county (8-hour) non-attainment area

Assessment of Current Situation: From the Framework document:
- "The region is well-positioned for an economic recovery, but must be able to seize the opportunities.
- The long-term economic success of the Atlanta region is directly related to the availability of water.
- Access to employment opportunities in the region's most developed centers will be critical.
- Further outward expansion will adversely impact the region's capacity to meet current and future needs.
- Demographic and market forces that shape residential needs will change the type and location of housing demanded.
- Not only does the region need increased funds for transportation but also better management of existing assets.
- The composition of the region's 8 million residents in 2040 will be very different than the population of today.

- The region must continue to plan for growth while better coordinating management of environmental, cultural, and historic resources.
- Differences between cities, counties, and other areas of the region must be understood to gain regional support and greater cooperation.
- In order to maintain prosperity regional partners must work collaboratively among all levels of government and with private and non-profit sectors."

Principles/ Guidelines: The Framework document sets out the Vision and Goals for the Plan. Vision statement: "Visionary leadership for sustainable growth by balancing environmental responsibility, economic growth and social needs while maximizing benefits to all." This will be supported by three goals:

- Goal #1: Lead as the global gateway to the South
- Goal #2: Encourage healthy communities
- Goal #3: Expand access to community resources.

The Framework document also specifies the following five objectives that are based on the regional Vision and Goals, and the entire plan document carries icons of the Objectives. For instance, there is an icon of an Objective next to each provision of the plan that furthers that particular Objective, and therefore the attainment of the Regional Vision.

- Objective #1: Increase mobility for people and goods
- Objective #2: Foster a healthy, educated, well-trained, safe and secure population
- Objective #3: Promote places to live with easy access to jobs and services
- Objective #4: Improve energy efficiency while preserving the region's environment
- Objective #5: Identify innovative approaches to economic recovery and long-term prosperity

Going further, ARC developed Principles that further the above five Objectives based on former regional policy and recent regional activities, including Fifty Forward. The following are some select Principles from the Framework document:

"Increase mobility for people and goods

- Assuring the preservation, maintenance and operation of the existing multimodal transportation system.
- Continuing to implement cost-effective improvements such as sidewalks, multi-use trails, bicycle lanes, and roadway operational upgrades to expand transportation alternatives, improve safety, and maximize existing assets.

Foster a healthy, educated, well-trained, safe and secure population

- Building communities that encourage healthy lifestyles and active living for all ages, with provisions for healthcare, education, recreation, cultural arts and entertainment opportunities.
- Promoting a regional lifestyle that embraces diversity – age, ethnicity, and lifestyle – as its strength.

Promote places to live with easy access to jobs and services

- Building compact development in existing communities with integrated land uses that will minimize travel distances and support cycling, walking and transit.
- Increasing housing, services, and employment opportunities around transit stations.

Improve energy efficiency while preserving the region's environment

- Conserving and protecting environmentally sensitive areas and increasing the amount and connectivity of green space.
- Continuing to enhance stewardship of water resources throughout the region.

Identify innovative approaches to economic recovery and long-term prosperity

- Focusing financial resources and public investments in existing communities.
- Establishing a regionwide economic and growth management strategy that includes federal, state, local and regional agencies, as well as non-governmental partners."

Areas of Focus: The focus of the plan is "sustainability," which was defined through the Fifty Forward long-range visioning process.

Components for Economic Growth, Environment, Social Equity/Opportunity: The various documents on the PLAN 2040 website suggest that all three aspects are being given important consideration. There is an explicit focus on sustainability, compact growth, water conservation, energy efficiency and public transportation. There is mention of economic growth, Atlanta acting as a global gateway to the South, and assessment of the occupations that have the greatest potential for growth in Atlanta. The Framework document also addresses the fact that the racial and ethnic profile of Atlanta's population is undergoing a dramatic shift, and that by 2015, there will be no majority racial or ethnic group. In addition, it considers demographic changes that are affecting the composition of households, and points out the future development will need to be aware of, and sensitive toward, these changes.

Land Use Strategy/Map: Directions for land-use planning and policy are given in the Regional

Development Guide, which is based on the Areas and Places of the Unified Growth Policy Map (UGPM), which in turn represents local plans as well as PLAN 2040 policies, forecasts and priorities. "The UGPM is comprised of Areas and Places. *Areas* describe predominant land-use patterns throughout the region. *Places* reflect concentrated uses that have generally defined boundaries and provide greater detail within Areas." To illustrate, an area represents a general land-use pattern, e.g.,suburban or downtown, and each area contains places within it that are specific areas with a particular geographic element, e.g., university districts or regional town centers. For each, the Regional Development Guide includes detailed maps, defining narratives and issue summaries, building height and development density guidelines, images of desirable development patterns and, finally, implementation priorities defined by the PLAN 2040 Objectives. In addition, a set of general priorities are specified so that any potential development considers the general priorities in addition to the priorities for the Area or Place where it is located.

Method and Extent of Community Involvement: There is a separate document specifying the stakeholders in PLAN 2040 and outlining a consultation plan, titled Stakeholder Involvement Program. The stakeholders listed in the program are local governments, state legislators, chambers of commerce and business organizations, targeted professional organizations, citizens groups, educational groups and other interested parties. There is a detailed plan for stakeholder consultation, including groups such as the Livable Communities Coalition, Metro Atlanta Chamber of Commerce, Community Improvement Districts, Urban Land Institute, as well as groups for social equity such as Disability Link, Latin American Association, Georgia Stand-Up, Equity Atlanta, Advisory Committee on Aging and others. There is also a strong aspect of consulting the general public, through Neighborhood Summits, Mobile Public Meetings (where people can express their opinions over the internet), polls, surveys, online forums, fact sheets, media outreach and presentations. From a phone conversation with John Maximuk at Livable Communities Coalition, the ARC followed an extensive outreach process, going out and meeting personally with every local government body (including every county commission and every city council) in the region before starting planning. ARC also partnered with a nonprofit organization, the Civic League for Regional Atlanta, which provides information to citizens about regional issues, in order to reach out to more people and hold large citizen meetings.

Implementation Procedures(*de jure* and *de facto*): The ARC will monitor the effectiveness of PLAN 2040's implementation in the following ways: (i) periodic assessments of communities to measure progress on Local Performance Standards, (ii) communications that convey key information about PLAN 2040 implementation through multiple channels, such as an online dashboard, publications, the ARC website, etc., (iii) surveys of regional leaders to assess progress in implementation, and (iv) annual reports on accomplishments of PLAN 2040, including changes in development patterns.

From a conversation with Jared Lombard at the ARC, we learned that the ARC has prepared two sets of local performance standards, one required and one excellence. Local governments will be expected to meet the set of required standards if they want to be eligible for state grants and funding, and there is a stronger incentive package from the state if local governments meet the excellence criteria as well.

Indicators and Targets: Will be included in the plan.

Other Comments: PLAN 2040 is impressive in the way it considers (i) relationships between the local and the regional, (ii) the environment, sustainability and compact growth (even though it is not limited by land concerns the way New Jersey is), (iii) issues surrounding inclusiveness and diversity, (iv) changing demographic patterns, (v) community participation during the planning process, and (v) implementation of recommendations after the plan is adopted. None of the other plans we've looked at manages to check all of these boxes.

Contacts:
Kevin Doyle, Communications Director, Livable Communities Coalition
kdoyle@livablecommunitiescoalition.org

Jared Lombard, Principal Planner, Land Use Division, Atlanta Regional Commission
JLombard@atlantaregional.com

Resource Links:
http://www.atlantaregional.com/transportation/plan-2040

B.   Brookings Metropolitan Business Planning

Responsible Organization: Being developed by the Brookings Institute and RW Ventures (a consulting firm)

Name of Plan: Metropolitan Business Plans

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ: The Metropolitan Business Planning concept is an innovative way to approach planning. It is on the business-led end of the spectrum (even though government is also very involved in the process), and it is on the economic planning end of the spectrum (land use is not even mentioned in the plans). The plans consist of a few focused documents: the Business Plan, the Implementation Plan, a one-page version and a prospectus for investors or for other sources of funding.

Adoption Date: The metropolitan business plans were released in December 2010.

Geographic Area Covered: The concept is being tested in three regions for which plans have been developed: Northeast Ohio, Minneapolis-Saint Paul and the Puget Sound Region.

Assessment of Current Situation: In each case, the business, civic and governmental leadership in the region came together to ascertain the market position of the region's economy, define the region's vision and goals and identify promising economic strategies.

Principles/ Guidelines:

- Based on the concept of private sector business planning to identify the region's economic strengths, think strategically about their position in the marketplace, and assess their challenges and opportunities.
- Identify products and services required to move toward goals identified, operational implications and financing needs.
- Aim is to recognize metropolitan areas as aggregations of economic activity and replace traditional macroeconomic (top-down) planning with a tailored, place-based (bottom-up) approach.

Areas of Focus:

- In Northeast Ohio, it has been determined that the region's transformation will be accomplished through coordinated strategies that nurture high-technology, knowledge-intensive clusters, raise overall education levels and skill levels and strengthen public-private coordination to enhance an entrepreneurial ecosystem.

- The Puget Sound Region's plan is called "Business Plan for the Building Energy Efficiency Testing and Integration (BETI) Center and Demonstration Network" and it focuses on increasing the region's collective ability to sell energy efficiency goods and services to the rest of the country and the world. It was developed by the Prosperity Partnership in collaboration with Brookings.

Components for Economic Growth, Environment, Social Equity/Opportunity:

While the plan's main focus is economic growth, there are some instances of consideration for the environment, such as:

- The Northeast Ohio plan expresses concern for the region's carbon footprint, and speaks about the advance of low-carbon policies and regulations, and the resulting ramp-up of green jobs and investments in the U.S. as a business opportunity for the region. The plan also expresses concern about job sprawl and public transportation issues.
- The BETI plan is a business plan for developing the energy efficiency industry in the Puget Sound region. Therefore, there is an explicit focus on economic growth and the environment.

Method and Extent of Community Involvement:

As an illustration, Northeast Ohio's Fund for our Economic Future, a unique partnership of more than 50 regional philanthropies, along with the region's federally and state-funded Manufacturing Extension Partnership affiliate, MAGNET, convened an unprecedented collaboration of local governments, elected officials, businesses, civic leaders, research and educational institutions and engaged citizens to address long-run economic challenges. MAGNET was involved in the visioning exercise for the plan, and will also be involved in implementation through PRISM (explained below).

Implementation Procedures(*de jure* and *de facto*):

- Northeast Ohio has announced the PRISM (Partnership for Regional Innovation Services to Manufacturers) Initiative in order to assist with implementation of its recommendations. PRISM will work with manufacturers for a fee and assist them in leveraging innovation assets to grow in key markets, with an emphasis on the region's emerging industry clusters.
- The BETI has released an implementation plan that specifies a timeline for implementing the recommendations. The BETI recommends setting up an implementation steering committee composed of members of the Metropolitan Business Plan Steering Committee and select technical experts staffed by the Prosperity

Partnership and hired consultants in order to create BETI's legal structure and secure initial funding.

<u>Contacts:</u>
Mark Muro, Senior Fellow and Policy Director
Metropolitan Policy Program (MMURO@brookings.edu)

<u>Resource Links:</u>

http://www.brookings.edu/opinions/2010/1213_metro_business_muro.aspx

http://www.brookings.edu/~/media/Files/events/2010/1208_metro_summit/1208_metro_summit_business_framing_paper.pdf

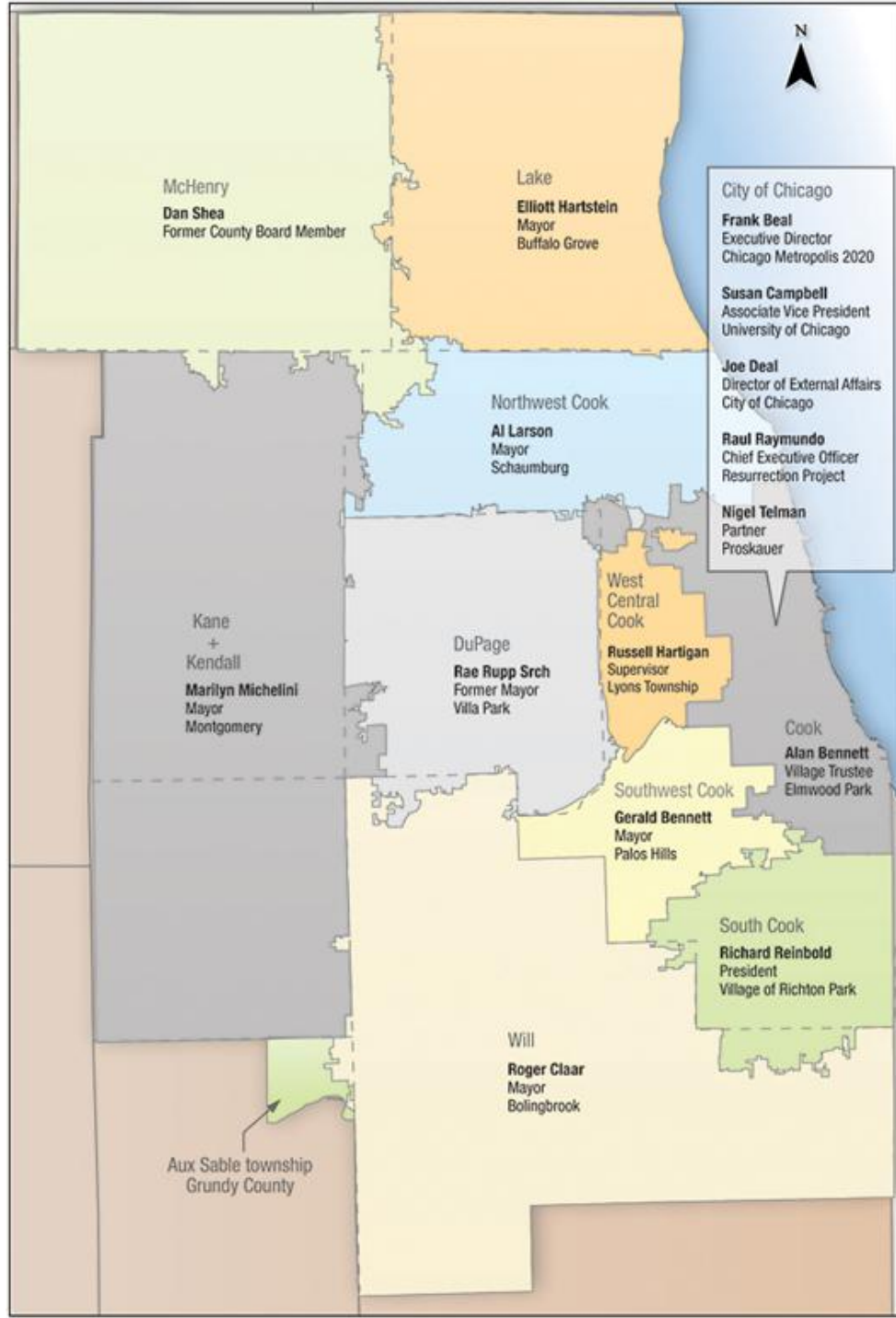[The following are discussion papers or drafts of the three business plans]

Northeast Ohio:

http://www.futurefundneo.org/New%20From%20the%20Fund/Years/2010/December/~/media/Files/NEO_AND_PRISM.ashx

Minneapolis-Saint Paul:

http://donjek.typepad.com/files/msp-metro-business-plan---discussion-draft.pdf

Puget Sound: http://www.prosperitypartnership.org/businessplan.htm

C.   Chicago's CMAP Go To 2040

Responsible Organization: Chicago Metropolitan Agency for Planning (CMAP)

About CMAP: CMAP was created by the Illinois General Assembly in 2005 to integrate land-use planning and transportation for seven counties: Cook, DuPage, Kane, Kendall, Lake, McHenry and Will. In addition, CMAP is designated by the federal government as the region's Metropolitan Planning Organization (MPO), responsible for reviewing and approving projects that use federal transportation dollars. The agency's planning responsibilities also include housing, economic development, open space, the environment and other quality-of-life issues. CMAP was created by merging the staffs of its two predecessor organizations, Chicago Area Transportation Study (CATS) and the Northeast Illinois Planning Commission (NIPC).

Name of Plan: CMAP Go To 2040

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ: The CMAP Go To 2040 plan is a metropolitan area plan, developed by a government/quasi-government agency, focused on policies rather than land use, and consists of recommendations that do not require implementation. The plan is in line with priorities being expressed by the federal government, and it is expected that municipalities will recognize the value in implementing its recommendations. The current NJ State Plan framework is similar, and therefore the implementation of CMAP's plan might hold lessons for NJ as well. However, since CMAP's plan does not deal with land use, there is little to be learned for NJ for that dimension of planning.

Adoption Date: October 2010

Geographic Area Covered: Metropolitan Chicago, which includes Cook, DuPage, Kane, Kendall, Lake, McHenry and Will counties

Assessment of Current Situation:

Job growth in the region was stagnant even before the economic crisis.

> "The State of Illinois and local governments face fiscal pressures of historic proportions. Our infrastructure, while vast, is also aging and requires more investment, and high traffic congestion damages our economy and quality of life. Our education and workforce development systems do not provide enough residents with the skills they need for productive employment and participation in society. Environmental challenges also require action, including global climate change, loss of biodiversity, and the emerging issues of water supply and quality. And while many of our communities have succeeded economically, many others have not, creating disinvested areas with high concentrations of poverty and social problems." (Pg 33 of Long Plan)

Areas of Focus:

"CMAP Go To 2040 is the region's long-term comprehensive plan to link transportation, land use, the natural environment, economic prosperity, housing and human and community development." (Pg 26 of Long Plan)

One of the stated aims of the plan is to promote comprehensive planning, and also to balance the need for local autonomy and regional cooperation.

It is a policy-based plan, rather than a land-use plan.

The main focus areas of the plan are as follows:

Creating livable communities

- Lower household and transportation costs for residents
- More options for transportation
- Reduced cost to taxpayers (through compact growth, which is cheaper than developing new areas)
- Increased water efficiency (there is a separate long-range plan for water conservation, Water 2050)
- More parks and open spaces
- Improved health and availability of local food
- Increased energy efficiency (for buildings and cars)

Developing human capital

- Workforce development
- Encourage economic innovation by strategically encouraging "industry clusters"

Improve governance and transparency

- Reform state and local tax policy (not focused on increasing taxes, but to make the system more predictable, transparent and fair)
- Improve access to information (new MetroPulse website for tracking measures of sustainable prosperity: www.metropulsechicago.com)
- Pursue a coordinated, regional approach

Transportation and Mobility

- Reduce congestion

- Increase transportation options and commitment to public transit
- Change how transportation is funded
- Setting strategic priorities
- Making freight efficient

The plan highlights some proposed capital projects that include a balance of transit, highway and multimodal projects throughout the region. (Pg 56 of Short Plan)

Components for Economic Growth, **Environment, Social Equity/Opportunity:** The plan does not explicitly deal with economic growth, but does so implicitly through its recommendations to develop human capital. Regarding the environment/sustainability, the plan talks about water conservation as one of the important aspects of creating livable communities. It refers to Water 2050, the long-range plan developed for water conservation. The references to social equity or opportunity might not be explicit, but they are implicitly considered in the sections on livable communities and workforce development.

Land Use Strategy/Map: CMAP Go To 2040 is a policy-based plan rather than a land-use plan, and does not specify physical boundaries for any of its recommendations. Land-use planning as a function is left to the discretion of the municipalities, as it was before the plan. Having said that, however, it does point to the need to promote land use that supports transit, and it implicitly guides its priorities for land use through the transportation projects it prioritizes.

Method and Extent of Community Involvement:

> "In addition to CMAP's highly participatory committee structure, efforts to engage the community have been a constant emphasis of Go To 2040. … The agency's outreach efforts reached a peak during the summer of 2009, when more than 35,000 participants had their say at CMAP 'Invent the Future' workshops, kiosks, web tools, and booths at community festivals." (Pg 29 of Long Plan).

Implementation Procedures (*de jure* and *de facto*):

For each of the focus areas above, a list of recommended policy actions is included at the end of each chapter in the Long Plan, along with the agency (CMAP, municipalities, the state government, land trusts or other state-level agencies) responsible for each recommendation.). It also includes an estimate of costs for each recommendation and proposes financing mechanisms.For instance, Go To 2040 establishes a task force of local governments, businesses and tax policy experts reporting to the CMAP board to

recommend action on a small set of state and local tax policy issues. (Pg 38 of Short Plan)

Separately, the Long Plan also has a section where it outlines the roles of all the different agencies (the federal government, the state government, state-level agencies and local governments) in implementing each of the recommendations.

De Facto: (From conversation with MarySue Barrett, MPC)Implementation of the plan is a work in progress. CMAP does not have the legal authority to enforce its recommendations.   It is currently in the process of redeploying people and resources from plan preparation to plan implementation, providing technical assistance and developing pilot projects, which is challenging.

Indicators and Targets: CMAP has partnered with the Chicago Community Trust to develop information and collaborations in quality-of-life indicators not traditionally included in regional plans. Data on more than 200 indicators will be tracked to measure the region's progress toward the goals outlined in the plan.

Disagreements or Controversies: (From MarySue) The plan was developed in a highly consultative way, with major stakeholders being consulted for major decisions. Therefore, by the time the plan came out, there were no major surprises or controversies. Some of the decisions seemed initially unpopular, but had been discussed with potentially opposing constituencies early in the process, e.g., the introduction of congestion pricing pilots in certain locations.

Governance/ How States Work with Local Governments: While there is a section on governance in the Long Plan, addressing in general terms the need for greater intergovernmental collaboration, there is no specific recommendation about how this should occur. The plan talks about taxing authority being spread between local and state government, and the need for greater transparency so that citizens can understand how their tax dollars are being spent so they can fix accountability. The plan also points out that it might be prudent for some local governments to consider sharing or consolidating services, where appropriate.

Other Comments: It is noteworthy that CMAP attempts to prioritize and focus future planning efforts in the areas of livability, sustainability, human capital development, improving governance and improving mobility. These are all clearly very important for the Chicago metropolitan area to modernize its infrastructure and grow sustainably. For each focus area in the report, there is an implementation plan identifying the lead implementing agencies for each specific recommendation. In addition, the plan was developed through a participatory process, and there is an attempt to develop and track new indicators to measure the region's progress toward the plan goal It is not clear, however, whether CMAP itself will oversee the implementation of its recommendations, or what other mechanisms could be used to ensure that the different agencies responsible for implementing the recommendations actually do so. Also,

because it is a policy plan rather than a land-use plan, it leaves greater discretion to the local governments about how they want to achieve the plan objectives. The CMAP probably did not specify a land-use plan because it does not have authority over zoning and land use. However, it does have statutory power to approve or reject transportation projects, which explains the focus on transportation projects in the fourth focus area of the plan.

CMAP was recently awarded $4.25 million from HUD to implement the Go To 2040 plan through assistance to communities. In a recent call for projects, nearly 200 applications for projects were received.

The Metropolis 2020 plan (developed by Calthorpe Associates) was also a policy plan. It was considered by CMAP while developing Go To 2040, but CMAP also had access to more recent data and analysis, which was reflected in the plan.

Contacts:
MarySue Barrett, President, Metropolitan Planning Council
msbarrett@metroplanning.org

Resource Links:

CMAP website: http://www.cmap.illinois.gov/

There is a short version of the plan (61 pages) and a long version (416 pages).

D.   ENVISION UTAH

Responsible Organization: Envision Utah, a public-private partnership launched in 1997 that involved all key stakeholders.

About the Organization (mission, composition, authorization, etc.): Envision Utah was set up after an initial scoping effort by the Governor's Office of Planning and Budget, a nonprofit, the Coalition for Utah's Future (formed in 1987), and the Quality Growth Steering Committee (QGSC), which was set up in 1995 by the Coalition. The QGSC included several urban planners, state legislators, local government officials and prominent business leaders, and it interviewed 200 community leaders to assess their support for a regional visioning effort. Envision Utah was set up as an outcome of these efforts. The first chair was Robert Grow, the president and COO of Geneva Steel Company, and he was followed by Jon Huntsman, Jr., who became Governor in 2004.

Name of Plan:

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ: Envision Utah is a unique example of a highly consultative process for planning and visioning. It is also unique as a very successful planning effort in a conservative state that is generally suspicious of planning efforts.

Adoption Date: Envision Utah created a Quality Growth Strategy (QGS) based on an extensive survey carried out between 1997 and 1999. Since then, it has also partnered with more than 100 communities in Utah for planning and visioning growth.

Geographic Area Covered: The original QGS covered the 10-county Greater Wasatch Area. This area includes 94 cities and towns and is home to 80 percent of Utah's population.

Assessment of Current Situation: In the mid-1990s, Utah was undergoing rapid growth and residents were worried about how that growth would affect Utah's quality of life. Residents were worried about issues including air quality, the tax burden imposed by water and transportation projects, traffic congestion, unaffordable housing, development in the mountain valleys, etc.

Principles/ Guidelines: The guiding principles for Envision Utah derived from the public consultations and visioning exercises. Communities universally wanted safe, close-knit communities, opportunities for children, leisure time and secure jobs. They all agreed that they wanted the region to grow toward more walkable mixed-use neighborhoods and a meaningful public transportation system.

Areas of Focus: "The Quality Growth Strategy (QGS) outlines six goals to protect the region's environment and advance its economic vitality and quality of life:

- Enhance air quality
- Increase mobility and transportation choices
- Preserve critical lands
- Conserve and maintain availability of water resources
- Provide housing opportunities for a range of family and income types
- Maximize efficiency in infrastructure investments"

(Source: Envision Utah website)

There are also individual strategies outlined that support the QGS goals. These include promoting pedestrian-friendly communities, preserving critical land and open space, supporting the development of regional public transportation choices, offering home, work and shopping near transit stops and encouraging water conservation.

Components for Economic Growth, **Environment, Social Equity/Opportunity:** The goals outlined in the QGS, as well as the strategies specified to support these goals, focus on generating economic growth, protecting the environment by focusing on sustainability and improving social equity and opportunity through providing housing opportunities for a range of income types. The focus on the environment is apparent through the emphasis on greater density and more walkable neighborhoods, as well as developing more public transportation options including bus and rail.

Land Use Strategy/Map: The QGS is not a plan and intentionally does not specify land uses on particular parcels. It does, however, lay out certain principles that influence land use, such as concentrating new development in existing communities, favoring growth in urbanized areas and away from agricultural areas, discouraging leapfrog development into surrounding areas and targeting new growth in mixed-use economic cores and near areas of regional transportation significance.

Method and Extent of Community Involvement: Envision Utah worked on a model of civic engagement, conducting public values research, holding more than 200 workshops and consulting more than 20,000 residents between 1997 and 1999 (from the Envision Utah website). Residents expressed their preferences for growth that included more walkable mixed-use neighborhoods and a meaningful public transportation system. These elements formed the basis of the QGS.

Implementation Procedures(*de jure* and *de facto*): Envision Utah worked to make the QGS into a guiding tool for future development. The QGS does not have the force of law, however,

and the implementation of the strategy therefore rested with communities and their elected leaders. To educate these key actors, Envision Utah created the "Urban Planning Tools for Quality Growth," a collection of model ordinances and ideas individual communities could draw upon to implement the QGS in a manner that makes sense locally. In addition to educating policymakers about the growth strategies, Envision Utah created a set of annual awards in partnership with the Governor, called the Governor's Quality Growth Awards. By announcing and publicizing these awards, Envision Utah created a demonstration effect as an additional incentive for change. And finally, Envision Utah also facilitated 20 demonstration projects that highlighted locally tailored applications of the QGS.

Indicators and Targets: The Governor's Office of Planning and Budget has conducted research into the QGS goals, such as increase in housing types, miles of transit available and reduction in per capita vehicle miles traveled, per capita water use and land consumption.

Disagreements or Controversies: During the conception of Envision Utah, there was some skepticism from local elected officials who were concerned that it might try to impose growth restrictions or some form of regional government. Over time, however, it became clear that Envision Utah was indeed a neutral facilitator and that those concerns were unfounded. Also, the Utah legislature has historically been dominated by interests that are biased against planning. To address this, Envision Utah has been providing updates at legislative caucus meetings, and has relied on the success and popularity of its demonstration projects. In general, however, Envision Utah has met with surprisingly little resistance because of the strong effort to include all stakeholders, including potential critics, early in the process.

Lessons for NJ: The Envision Utah process is unique for the degree of community involvement, and also for the institutional structure it used for planning. The creation of an independent entity to act as a neutral facilitator between different stakeholders is one of the most innovative aspects of the plan. The other potential lesson from Utah is the public values survey and visioning exercise that preceded any planning effort, as it alerted citizens and elected officials alike to the need for change. It also allowed for a consensus-based planning effort, which was then easier to follow up with a voluntary implementation strategy rather than a traditional top-down planning approach.

Contacts: Jennifer Vey, Brookings; Stuart Meck, Rutgers; Alan Matheson, Envision Utah

Resource Links:
Envision Utah website, http://www.envisionutah.org/index.html.

E.   JOINT VENTURE: SILICON VALLEY NETWORK

Responsible Organization: Joint Venture: Silicon Valley Network

About the Organization (mission, composition, authorization, etc.):
Joint Venture is a nonprofit organization comprising members from business, academia, government and nonprofit sectors. Joint Venture was founded in 1993 and is meant to foster greater cooperation and coordination among different sectors including government, nonprofits and the private sector. The organization provides "analysis and action on issues affecting…[the] region's quality of life and economy." It studies and releases various reports, the most notable of which is the Silicon Valley Index.

Name of Plan: There is no traditional plan. Joint Venture spearheads different initiatives related to the region's economy and quality of life and publishes the Silicon Valley Index.

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ
The Silicon Valley Index tracks a few dozen indicators to measure the state of Silicon Valley. These vary from high school graduation rates to number of patents filed to units of affordable housing built. Joint Venture also provides various other reports on subjects   including climate change and labor statistics.

One of Joint Venture's ongoing initiatives is known as the Grand Boulevard. The organization is facilitating cooperation among 19 different jurisdictions in order to better research and plan for the main thoroughfare in the region. The goal is not only to improve the function and aesthetics of the boulevard, but also to better integrate the road with the various existing communities.

Adoption Date: N/A

Geographic Area Covered: Silicon Valley as defined by all of San Mateo and Santa Clara counties, along with small portions of Alameda and Santa Cruz counties. It has a population of 3 million people within 1,854 square miles.

Assessment of Current Situation: The organization addresses challenges to the region's ability to support innovation and entrepreneurship.

Principles/ Guidelines: Joint Venture was founded in 1993 and is meant to foster greater cooperation and coordination among different sectors including government, nonprofits and the private sector. The organization provides "analysis and action on issues affecting…[the] region's quality of life and economy."

Areas of Focus: The initiatives Joint Venture has worked on include the local economy, climate change and disaster preparedness.

Components for Economic Growth, **Environment, Social Equity/Opportunity:** Joint Venture also runs the Silicon Valley Economic Development Alliance. The main focus of the Alliance is to maintain a central location where businesses can have most of their needs met and questions answered. Some of the features on the website include a directory of associations, state and local government resources, a calendar of business events and property listings.

Land Use Strategy/Map: Joint Venture is helping to coordinate better regional planning for what is referred to as the Grand Boulevard Initiative. The plan is to make the corridor more walkable and livable by creating links between communities that promote walking and transit. Joint Venture coordinates this effort with four regional partners and a diverse task force. The organization has garnered more than $2 million in grants for planning, engineering, transit connections and economic and housing development.

Method and Extent of Community Involvement: Joint Venture holds yearly conferences open to the public. Local governments, private businesses, academia and other associations are involved, though it is unclear how much citizen participation there is in the organization.

Implementation Procedures (*de jure* and *de facto*): Each initiative is separate and unique with implementation procedures agreed upon by the stakeholders involved.

Indicators and Targets: The main thrust of Joint Venture's work is to measure and release a report of indicators. The Index is a measure of current conditions in Silicon Valley and meant to provide guidance for decision makers. It tracks various demographic and economic factors. Some of the subcategories include employment, education, quality of health, transportation and land use. The indicators change from year to year, though some are held constant for comparison.

Comments: This seems to be a wider association than a Chamber of Commerce but with a similar feel to it. It is unclear how this model would work in New Jersey, though smaller regional associations may help to foster dialogue and cooperation. The main problem would be that NJ is so small that any regional economy would be hard to define without also including New York or Philadelphia but too large to implement this model statewide.
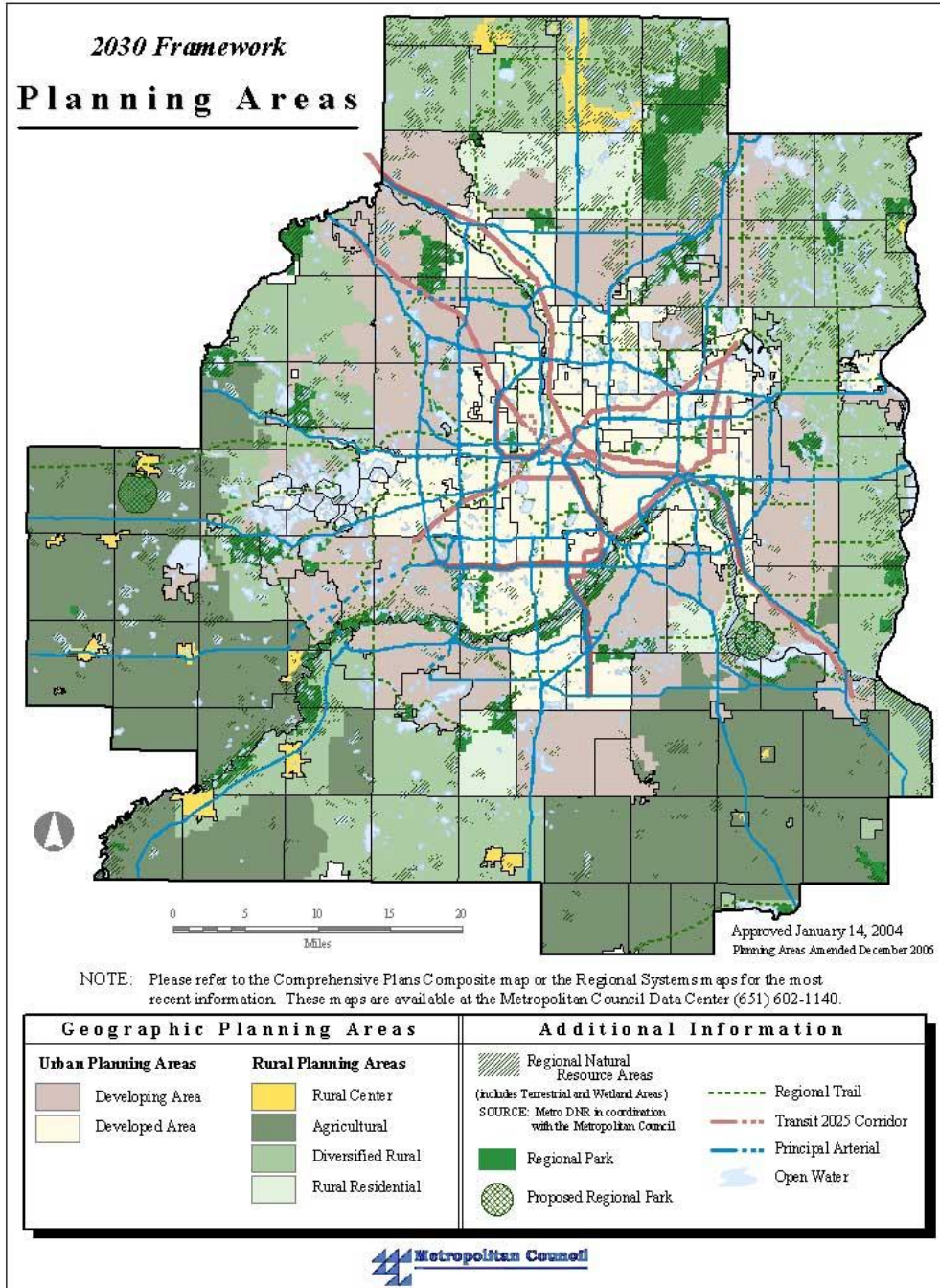
Resource Links:
http://www.jointventure.org/
Silicon Valley Index

http://www.jointventure.org/index.php?option=com_content&view=article&id=492&Itemid=18 2

F. METROPOLITAN COUNCIL (MINNESOTA) 2030 REGIONAL DEVELOPMENT FRAMEWORK

Responsible Organization: Metropolitan Council (Minnesota)

About the Organization (mission, composition, authorization, etc.): Authorized by legislation in 1967, the Metropolitan Council was created "at the urging of many local government, business and civic leaders." It comprises 17 members appointed by the Governor with Senate confirmation, 16 of whom come from specific geographic districts that are determined by population. It has three main departments: Community Development (Regional Systems Planning and Growth Strategy; Local Planning Assistance; Livable Community grants; Research, Housing authority), Environmental (operates and maintains regional sewers and treatment plants) and Transportation (Metro Transit system and transportation planning). The Metropolitan Council's mission is "to plan and coordinate the orderly, economical development of the seven-county metropolitan area and ensure the efficient use of our regional systems for transportation, aviation, wastewater collection and treatment and regional parks and open space."

Name of Plan: 2030 Regional Development Framework

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ: The plan is split into four chapters. Chapter 1 outlines the current situation and projected growth and change to occur in the Twin Cities (Minneapolis-St. Paul) region. It also summarizes the plan's goals and approaches. Chapter 2 includes the plan's policies and discussions on each. Chapter 3 is a detailed description of different designations and what they mean for local communities and cooperative planning. (The designations are divided generally into Urban and Rural; Urban is further divided into Developed and Developing, and Rural is further divided into Rural Growth Centers, Diversified Rural Communities, Rural Residential Areas and Agricultural Areas.) Chapter 4 focuses on implementation. By statute, all local plans must be in compliance with the Regional Framework. Before the framework is adopted, the Council tries to estimate future growth and negotiates the share of projected development with each community.

Adoption Date: January 2004

Geographic Area Covered: Seven-county area around St. Paul and Minneapolis.

Assessment of Current Situation: Part of the Council's mission includes projecting future growth and negotiating with communities as to how much growth each area should be prepared to absorb. Currently, the Council predicts an additional 1 million residents between 2000 and 2030.

Principles/ Guidelines:
The Metropolitan Council has four broad goals, with measurable indicators for each goal:

1. Accommodate growth within the metropolitan area by working collaboratively with partners.
    a. New housing units permitted
    b. Housing unit location
    c. Regional Employment Growth
    d. Acres of contaminated land cleaned and returned to productive use
    e. Expected net tax capacity increase per dollar invested
    f. Investment required per job created or retained
2. Maximize the effectiveness and value of regional services, infrastructure and investments and incentives.
    a. Annual regional park visits
    b. Expected private investments leveraged by Metropolitan Council grants
    c. Metro Transit passengers/revenue hour
    d. Wastewater operations & maintenance cost per capita
3. Enhance transportation choices and improve the ability of Minnesotans to travel safely and efficiently throughout the region.
    a. Annual regional transit ridership
    b. Peak hour transit capacity
4. Preserve vital natural areas and resources for future generations.
    a. Acres of parkland added to regional park system
    b. Reduction of mercury in air emissions from the metro plant
    c. Wastewater treatment plant compliance with permitted effluent limits

Areas of Focus: This is truly a comprehensive plan with policies and targets regarding all aspects of land use including a map. The four broad categories are Growth and Land Use, Transportation, Housing and Natural Resources.

Components for Economic Growth, **Environment, Social Equity/Opportunity** The council has a Livable Communities Program, which includes a program to revitalize communities' tax bases. This takes the form of grants in order to "Clean up brownfields for redevelopment, job creation and affordable housing in areas already served by transit."

Land Use Strategy/Map: Yes. See cover page. Projected growth is distributed across the municipalities through negotiations and finalized in the framework plan. Each municipality must then present the Council with a comprehensive plan that is in compliance with the regional framework. Each municipality's zoning must also conform with the framework in less than a year after plan adoption.

Method and Extent of Community Involvement: There is a section of the website that details methods of community involvement. These range from "informing yourself" to emailing or

leaving a message to attending a Council meeting for a public participation period. Notably, there is an Advisory Committee section that mirrors the organizational structure of the Metropolitan Council. Most of the members on these committees are local elected officials or represent interest groups.

Implementation Procedures (*de jure* and *de facto*): Local municipalities are required to have their plans conform with the regional plan. A small fraction have been remanded back for changes by the Metropolitan Council.

Indicators and Targets:
The Metropolitan Council was directed by the Governor to identify priority goals and develop indicators, as were the cabinet departments of state government. Progress is updated twice a year.

The Framework lists the 2000 statistics for a range of categories, the projected statistic in 2030 and what the annual growth would need to be to meet that. These include housing unit production and location, highway capacity, transit ridership and many others.
(http://www.metrocouncil.org/planning/framework/benchmarks.pdf)

Disagreements or Controversies: Minnesota is not immune to the constant issue of state versus local control. In the early 2000s, the Metropolitan Council had to take a municipality to court for not increasing the density after some sewer infrastructure was approved. The Supreme Court ruled in favor of the Council. Some also feel that the Council doesn't go far enough in its requirements for density and that it needs more performance measures and greater specifics.

Lessons for NJ: The Metropolitan Council seems to work well because it is a representative body but it also has authority over the local communities. Each member of the council is from a district of equal population. Before the members write down their framework, they analyze growth trends and try to make predictions. After this, the negotiation with local communities seems to encourage cooperation and "buy-in." Also, the grantgiving process is a painless way to help share the tax base, as well as encourage quicker compliance with some of the plan's goals. Having a few regional councils in New Jersey that could act as intermediaries for state grants might help to encourage greater cooperation on the local level.

Resource Links:
Goals: http://www.accountability.state.mn.us/Departments/MetCouncil/Goals.htm

G.   PlanMaryland

Responsible Organization: Maryland Department of Planning

About the Organization (mission, composition, authorization, etc.): The Maryland Department of Planning provides data, trend analysis, research assistance and policy development and implementation support for local governments, communities, businesses and organizations. The department provides technical assistance, local program review and planning design services for Maryland's counties and municipalities.

Name of Plan: PlanMaryland

Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ:
Authorization for a state plan was granted by the Legislature in the 1970s but no plan was ever written. In February 2011, Governor O'Malley publicly charged the Department of Planning with creating PlanMaryland, which will be the state's first plan for "sustainable growth and development…emphasize planning that encourages us to be more efficient and less wasteful of valuable resources." Since 2008, public input has been gathered as well as other data and the plan was released in draft form in April 2011. The methodology for public input could prove valuable for a revamping of the NJ plan.

According to the draft PlanMaryland, the "Maryland Department of Planning will work with State agencies to develop State Implementation Strategies" during the public review period. State agency projects which could affect planning will be coordinated with the Department of Planning. There will be a map with "priority growth" areas and "rural legacy" areas.

Adoption Date: The draft of the plan was released in late April, and is available for public review from May 1 until September 1. Eight open houses were scheduled for the public to comment on the draft in May and June.

Geographic Area Covered: This is a statewide plan.

Assessment of Current Situation: The website for PlanMaryland (plan.maryland.gov) cites a number of statistics when discussing the need for a state plan. Within 20 years, Maryland will gain 1 million new residents, 600,000 new jobs and 400,000 new households, and lose 560,000 acres of land if nothing is done. This naturally leads to questions such as: "Where will they live?" "How will this growth impact current communities?" "How can the state and local governments channel this growth for a sustainable future?"

Principles/ Guidelines:

State planning in Maryland can be traced back to the 1930s for coordination of Depression-era public works projects. Relevant to the current planning process, the Economic Growth, Resource Protection and Planning Act of 1992 established eight visions to be incorporated into local plans. In 1997, the Smart Growth and Neighborhood Conservation acts established Priority Funding areas, which required that state spending be directed to existing communities and other areas where local governments wanted new growth to occur. In addition, a Rural Legacy preservation program was established, as well as job growth incentives and brownfield remediation. In 2009, the Planning Visions Law was adopted, creating the 12 "visions" that reflect the state's ongoing aspiration to develop and implement sound growth and development policy. Local jurisdictions are required to include the visions in the local comprehensive plan and implement them through zoning ordinances and regulations. (Note that the law also created a 36-member Sustainable Growth Commission, but did not specify the relationship between the Commission and the state Planning Department.)

The 12 Visions

1. **Quality of Life and Sustainability:** A high quality of life is achieved through universal stewardship of the land, water and air resulting in sustainable communities and protection of the environment.
2. **Public Participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. **Growth Areas:** Growth is concentrated in existing population and business centers, growth areas adjacent to these centers or strategically selected new centers.
4. **Community Design:** Compact, mixed–use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas and historical, cultural and archeological resources.
5. **Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient and environmentally sustainable manner.

6. **Transportation:** A well–maintained, multimodal transportation system facilitates the safe, convenient, affordable and efficient movement of people, goods and services within and between population and business centers.
7. **Housing:** A range of housing densities, types and sizes provides residential options for citizens of all ages and incomes.

8. **Economic Development:** Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the state's natural resources, public services and public facilities are encouraged.
9. **Environmental Protection:** Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems and living resources.
10. **Resource Conservation:** Waterways, forests, agricultural areas, open space, natural systems and scenic areas are conserved.
11. **Stewardship:** Government, business entities and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
12. **Implementation:** Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure and transportation are integrated across the local, regional, state and interstate levels to achieve these visions.

Areas of Focus:
The broad goals of the plan will include directing the bulk of growth into compact communities that already exist, preserving natural resources and minimizing the spread of low-density sprawl.

The Governor is moving his agenda toward sustainable growth. He proposes ending septic tank use in environmentally sensitive areas and wishes to use capital infrastructure projects to encourage and direct growth partly through a Sustainable Communities Tax Credit and Transit Oriented Development. It is assumed at this point that the state plan will incorporate these goals. The state also wishes to better coordinate its policies.

The 12 visions are meant to improve coordination between the state and local jurisdictions and achieve some of the following:
- Concentrate residential and business development in and around existing developed areas and strategically selected new areas.
- Develop a variety of transit options to better connect residential, retail, educational, recreational and employment opportunities without sole reliance on automobiles.
- Increase affordable housing options.
- Make neighborhoods and communities more walkable.
- Ensure adequate water resources and infrastructure to accommodate population and business growth.
- Better protect natural resources, such as the Chesapeake and coastal bays, forests, agricultural land and open space.
- Reduce energy consumption and greenhouse gas emissions resulting from more efficient transportation choices.
- Preserve community sense of place and historic character.

<u>Components for Economic Growth</u>, **<u>Environment, Social Equity/Opportunity:</u>**

PlanMaryland addresses all the above issues. There are "10 Reasons We Need PlanMaryland."
Environment: The plan emphasizes reducing the impact of development in order to protect the
environment and preserve farmland and open space. Reasons 1, 2, 3, 5 and 10 all relate to
decreased land consumption and preservation of open space. This is in addition to steps the
Governor and Planning Department are taking to address septic tank usage in the state.
Economic Growth: The plan does not emphasize economic growth. Reason 8 is the most explicit
wording for economic growth and predicated on the belief that concentrations of economic
activity help to spur economic growth as opposed to sprawl.
Social Equity/Opportunity: Reasons 7 and 9 are related to social equity concerns. Making the
state more affordable and flexible in regard to transportation should help working and middle-
class residents improve their quality of life.

10 Reasons Why We Need PlanMaryland
1. To encourage sustainable development and protect quality of life.
2. To develop land at a pace consistent with growth in population and housing.
3. To preserve our natural, historical and cultural resources.
4. To strengthen existing cities and communities and reduce tax burdens.
5. To protect our farmland.
6. To reduce automobile dependency.
7. To increase access to transit options.
8. To concentrate jobs in existing cities and communities, strengthening economic development.
9. To increase housing affordability.
10. To minimize residential land consumption outside of existing communities.

<u>Land Use Strategy/Map:</u> The plan will also take some of the current methods of planning and
land categorization that Maryland uses and expand upon them. For example, it is expected to
have two broad categories for land use: Priority Funding Areas and Rural Legacy Areas. Priority
Funding Areas rely on state legislation from the late 1990s to direct state expenditures to existing
communities in order to support and encourage future private sector growth. Under the new plan,
it is believed that Priority Funding Areas will further be divided into Growth Print and non-
targeted areas. The Growth Print areas are believed to be a smaller section of the current Priority
Funding areas in order to better concentrate state expenditures and growth.

The Rural Legacy Areas will include both AgPrint and GreenPrint areas with different focuses.
There currently exists a mapping tool for examining the GreenPrint and AgPrint areas. The
GreenPrint map outlines all of the different environmental protections certain areas of the state
enjoy, such as open space and wetlands. (http://www.greenprint.maryland.gov/faq.asp) The

AgPrint map categorizes agricultural land into three tiers by priority and ability to be preserved under various state agricultural programs. A goal of more than 1 million acres was set by the legislature over a decade ago and the state is about halfway toward reaching it. (http://www.agprint.maryland.gov/background.html)

Method and Extent of Community Involvement: There has been extensive public input and a great effort to involve all types of stakeholders. In 2008, there were 10 "listening sessions" with another 13 public meetings in 2010 and more public meetings scheduled in 2011. This is in addition to online surveys, meetings with local planners and stakeholder interviews. The public meetings were participatory where the 12 "Visions" were discussed in smaller groups and other ideas solicited. The smaller groups then reported back to the larger meeting. A report was prepared that collected all the information from the public meetings and made public. There has also been extensive use of social media including Facebook, Twitter, Youtube, etc.

Implementation Procedures(*de jure* and *de facto*): Governor O'Malley has declared that the plan "will not supplant local planning." It is meant to help foster coordination of different state agencies, as well as different levels of government, and encourage regional planning for certain issues. Some of the proposed actions going forward after the draft include state criteria for infrastructure projects, such as conformance with the state plan, and financial incentives to promote growth in designated areas and away from environmentally sensitive areas. The state does not currently have the fiscal resources to provide many incentives for the local planning units, and mandating or dis-incentivizing certain actions may be politically unpalatable. Other departments of state government may be hesitant to leave major decisions usually under their purview to the Planning Department.

Implementation will be monitored by the Sustainable Growth Commission, which may periodically recommend changes to the plan.

Indicators and Targets: A method for tracking progress is proposed in order to meet the goals outlined in the plan. This is still in early draft form.

Disagreements or Controversies: The active solicitation of the public and stakeholder groups seems to be meant to minimize any controversies that may stem from the plan. There has not been much media attention as of yet. It is assumed that some counties may resent a top-down approach, especially when they are already implementing smart growth, while others may protest being left out of certain funding decisions if they are not in growth areas.

Lessons for NJ: The Planning Department is a cabinet-level office in Maryland. This would give the Secretary of Planning more authority and cachet when discussing planning issues. All the cabinet departments are listed as partners. The most important aspect so far is the method of

public involvement. It is very extensive and it seems that no one could reasonably suggest that the public was not provided ample time and methods for input.

Other Comments: It is difficult to comment on a plan that is still in draft form. As Maryland has already decided it will not supplant local planning, close attention should be paid to how it plans on achieving its goals and if it makes any hard targets and indicators, as PlaNYC does. The Maryland government also seems to be insulating itself from any potential charges that this plan is coming from the top down. The extensive use of public participation will lend credence that the plan is a synthesis of what the residents desire.

Contacts:
Marty Bierbaum: mbierbs1@umd.edu

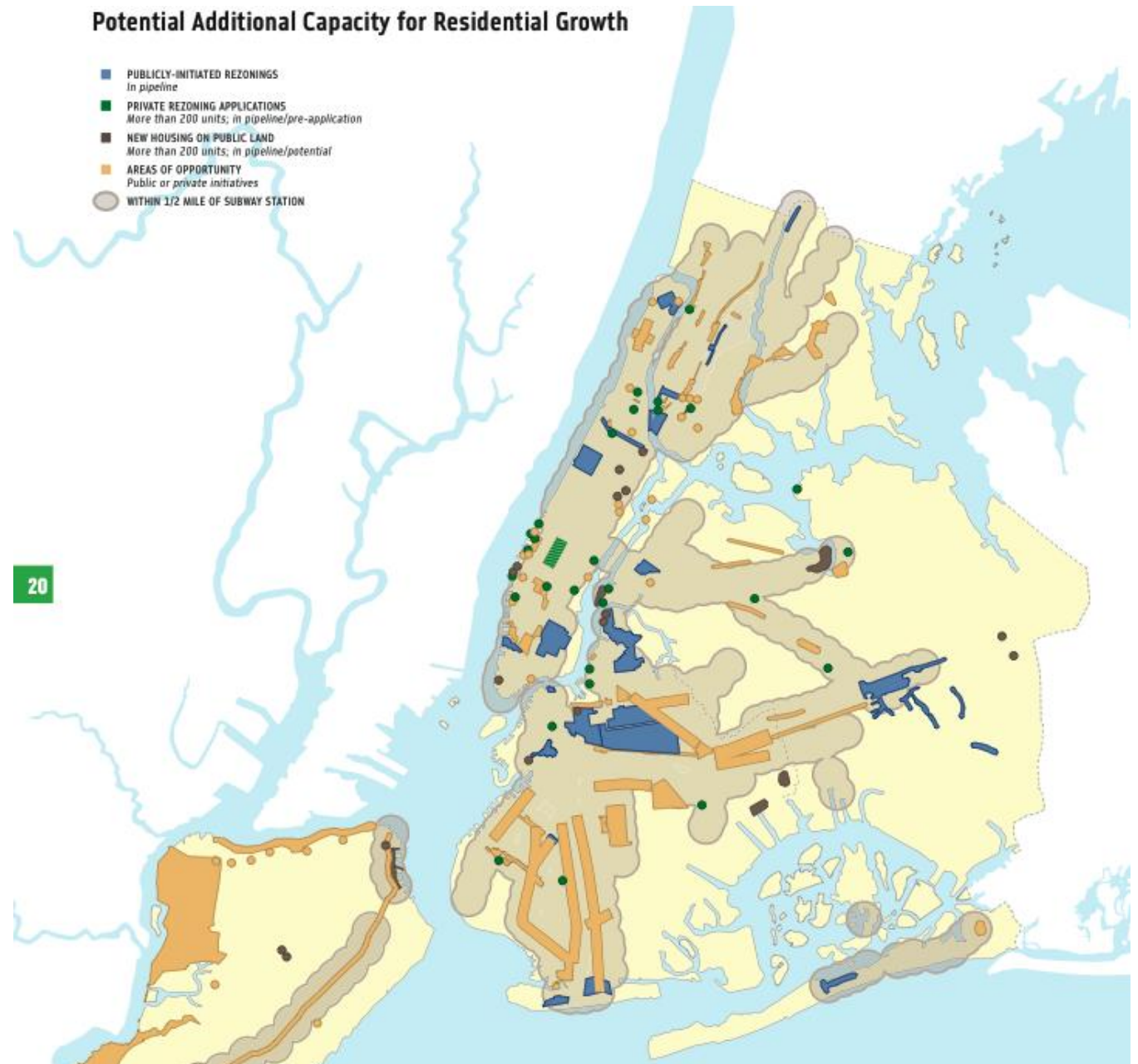**Resource Links:**
State Planning Department:: http://plan.maryland.gov/
PlanMaryland Website: https://planning.maryland.gov/
Overview of PlanMaryland:
http://www.mdp.state.md.us/PDF/OurWork/Roundtable/20091119/PlanMaryland_AnOverview_Rich_Josephson.pdf

H.   NEW YORK CITY'S PlaNYC

Potential Additional Capacity for Residential Growth

Legend:
- PUBLICLY-INITIATED REZONINGS
  In pipeline
- PRIVATE REZONING APPLICATIONS
  More than 200 units; in pipeline/pre-application
- NEW HOUSING ON PUBLIC LAND
  More than 200 units; in pipeline/potential
- AREAS OF OPPORTUNITY
  Public or private initiatives
- WITHIN 1/2 MILE OF SUBWAY STATION

Responsible Organization: City of New York.

About the Organization (mission, composition, authorization, etc.): PlaNYC is issued by the City of New York and is not closely associated with any specific city agency. It seems to be run out of the Mayor's Office with close coordination with other city agencies.

Name of Plan: PlaNYC

<u>Type of Plan/Brief Description summarizing strengths and weaknesses and relevance to NJ</u>

PlaNYC is mainly characterized as a sustainability plan. It has some broad goals with specific targets. It analyzes and plans for issues including land use and housing, transportation infrastructure and the environment through water, air, energy use and climate change.

<u>Adoption Date:</u> April 2007

<u>Geographic Area Covered:</u> All of New York City.

<u>Assessment of Current Situation:</u> The report begins with an assessment of three "challenges": growth, infrastructure and the environment. The focuses of the report spring from these three areas.

<u>Principles/ Guidelines:</u> PlaNYC began as an environmental and sustainability plan and grew to include more aspects than such traditional environmental issues as clean air and water.

<u>Areas of Focus:</u>
- **Land**
  - Housing
  - Open Space
  - Brownfields
- **Water**
  - Water Quality
  - Water Network
- **Transportation**
  - Congestion
  - State of Good Repair
- **Energy**
- **Air Quality**
- **Climate Change**

<u>Components for Economic Growth</u>, **<u>Environment, Social Equity/Opportunity:</u>** There is no section on economic growth. The introduction, however, includes some cursory information regarding employment growth and the amount of office space required to hold additional jobs. In terms of growth, the plan is much more focused on housing. Aaron Koch from PlaNYC said that economic growth was a "driving factor" of the plan, but the only mentions about directing growth have to do with where to place new mass transit.

Land Use Strategy/Map: The plan begins with a projection of nearly 1 million more residents by 2030. From there, different land tracts are identified where people are most likely to live and this helps to guide where transportation and up-zoning projects will occur. PlaNYC is not a master plan inasmuch as it is a separate document from the city's traditional zoning plan.

Method and Extent of Community Involvement: The city held several events and solicited the public's input when creating the plan.

> "Over the past three months, we have received thousands of ideas sent by email through our website; we've heard from over a thousand citizens, community leaders and advocates who came to our meetings to express their opinions; we have met with over 100 advocates and community organizations, held 11 Town Hall meetings, and delivered presentations around the city. The input we received suggested new ideas for consideration, shaped our thinking, reordered our priorities." (Page 10)

Implementation Procedures(*de jure* and *de facto*): Most of the initiatives, though not all, can be implemented by New York City itself.

> "In some cases, the key difficulties are administrative; we must achieve a new level of collaboration between City agencies and among our partners in the region. In others, the challenges are legislative. This plan calls for changes at the City, State, and Federal levels—for transportation funding, for energy reform, for a national or state greenhouse gas policy." (Page 11)

Aaron Koch mentioned that all city agencies are required to produce progress reports on PlaNYC's goals when applicable. New York City also tries to use its influence on some of the other goals that require state or federal action.

Indicators and Targets: PLANYC is required by law to issue annual reports on its progress. It is also required to be updated every four years, with its first revision due in April 2011.

> "Each chapter is organized into three sections. The overall status section provides an overview of the City's progress toward achieving the goal(s) for that chapter; the key progress section outlines more specifically the progress made on the individual PlaNYC initiatives over the last three years; and the observations on progress section evaluates the progress the City has made, reflects upon the challenges faced, and assesses potential areas of opportunity for future action.

At the end of each chapter is a matrix that provides a detailed description of the progress made on each of the 127 PlaNYC initiatives since 2007." (Page 5 of 2010 update)

The plan also lays out "milestones" for each year. Without going into all 127 of them, there is a rough chart in the beginning of the report that lays out where PlaNYC is so far.

51 milestones "Achieved"   40%
12 milestones "Mostly Achieved" 9%
5 milestones "Mostly Achieved (City Budget)"   4%
4 milestones "Mostly Achieved (state or Federal Inaction)"   3%
MILESTONES ACHIEVED OR MOSTLY ACHIEVED 56%
23 milestones "Not Yet Achieved" 19%
5 milestones "Not Yet Achieved (City Budget)"   4%
13 milestones "Not Yet Achieved (state or Federal Inaction)"   10%
MILESTONES NOT YET ACHIEVED 33%
7 milestones "reconsidered" 6%
4 milestones "reconsidered (state or Federal Inaction)"   3%
MILESTONES RECONSIDERED   9%
3 milestones "NA"   2%
INITIATIVES WITHOUT 2009 MILESTONES   2%

Disagreements or Controversies: Congestion pricing was proposed in PlaNYC but ultimately abandoned due to little public or state support. While Mr. Koch was candid, he arrived after PlaNYC was adopted and was unable to mention anything specific while admitting it likely that zoning changes always can bring some controversy.

Lessons for NJ: PlaNYC requires all agencies to produce reports on the sections of the plan that are within their sphere of influence. If New Jersey's updated State Plan includes goals such as density targets, transit ridership, business licenses issued, etc., then the state can and should require agencies to produce progress reports. It would also be beneficial for counties or municipalities to fill out surveys (full reports may be too intensive for smaller municipalities) so that the state can track local land use and its relation to the State Plan more effectively. Community involvement should occur regionally or at the county level so that the public and every municipality that wishes to have its voice heard has a mechanism to do so.

Other Comments: The organizational structure of this plan and its specificity are noteworthy. It begins with projections of the future of the city, identifies the strains that growth might entail and then assesses all the areas in which the city must improve in order to reach certain goals. It does not simply say the city wants to build more parks, but gives a specific number of how

many residents should live within a 10-minute walk of a park. The yearly progress reports, required by law, give the public and nonprofit organizations something concrete they can look at in one place.

Contacts:
Aaron Kock, PlaNYC:
(212) 788-2644 akoch@cityhall.nyc.gov

Michael O'Loughlin, Campaign for New York's Future:
917-438-4609 MOLoughlin@mrss.com

Resource Links:

PLANYC Main Site:
http://www.nyc.gov/html/planyc2030/html/home/home.shtml

Link to Main Report and Progress Reports.
http://www.nyc.gov/html/planyc2030/html/downloads/download.shtml

ABOUT NEW JERSEY FUTURE

New Jersey Future is a nonprofit, nonpartisan, statewide organization that employs research, analysis and advocacy to drive policies and build coalitions that help revitalize cities and towns, protect natural lands and farm fields, provide transportation and housing choices, generate new jobs and improve opportunities for the impoverished.

Founded in 1987 to support the creation and implementation of the State Development and Redevelopment Plan, New Jersey Future brings together concerned citizens and leaders in government, the community, law and planning, business and education to promote policies that secure economic opportunity, community vitality and quality of life for all citizens of the state by promoting both sustainable growth and environmental preservation.

ABOUT THE AUTHORS

Shriya Anand graduated from the Woodrow Wilson School at Princeton University with a Master in Public Affairs in May 2011. While at the Woodrow Wilson School, she focused on Economics and Public Policy. She is interested in urban infrastructure and governance, and the processes by which local and state governments plan for service provision. Prior to Princeton, she spent four years working in India on urban policy and education policy. She can be reached at: shriya.anand@gmail.com.

Jorge Santos has held various positions in electoral politics and government since 2002. Most recently, he worked in the Office of the Governor. He is currently pursing two master degrees in City & Regional Planning and Public Policy at the Edward J. Bloustein School of Planning and Public Policy at Rutgers University. He can be reached at jorge.c.santos@gmail.com.

www.njfuture.org