

SAN JOAQUIN VALLEY BLUEPRINT ROADMAP



FINAL DRAFT

GUIDANCE FRAMEWORK

February 15, 2011

(With edits through 7/25/11)



Prepared for the
San Joaquin Valley Regional Policy Council

Prepared by
Mintier Harnish

In association with:
Carol Whiteside Consulting
Mogavero Notestine Associates
The Rios Company

Back of cover

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The San Joaquin Valley covers an area that is larger than 10 states and is more populous than 24 states. It is the third largest region in California, covering over 27,000 square miles, with a population of over 4 million and a workforce of over 1.7 million.

EXECUTIVE SUMMARY

BLUEPRINT GUIDANCE FRAMEWORK

The Blueprint Guidance Framework is made up of a set of 11 strategies intended to assist local agencies with land use authority who wish to voluntarily implement the Valley Blueprint. The strategies are not an exhaustive or detailed list of prescriptions or suggestions for what could or should be done to implement the Blueprint. Instead, recognizing the diversity amongst the Valley's 70 local jurisdictions, they set out a relatively short list of actions that will be most important in the short- to mid-range (five years) to create a structure and process for carrying out the Blueprint and for translating Blueprint principles into local policy and actions. The strategies focus on land use and transportation, although in future years strategies may be added to address a broader range of regional issues.

This Guidance Framework is one of three products that make up the San Joaquin Valley Blueprint Roadmap. The other two are the Blueprint Planning Process Summary Report and an Internet-based Planners Toolkit of programs and techniques local governments can use to implement the Blueprint.

Acceptance of the Guidance Framework will not establish any laws, ordinances or regulation, nor will it carry out any existing law, ordinance or regulation, nor will it establish any new mandatory level of review of any county or city plan or project plan.

SAN JOAQUIN VALLEY BLUEPRINT

The San Joaquin Valley Blueprint is the result of an unprecedented effort of the eight Valley Regional Planning Agencies (RPA), that include the Fresno Council of Governments, the Kern Council of Governments, the Kings County Association of Governments, the Madera County Transportation Commission, the Merced County Association of Governments, the San Joaquin Council of Governments, the Stanislaus Council of Governments, and the Tulare County Association of Governments, to develop a long-term regional growth strategy for the future of the San Joaquin Valley. Following three years of visioning and outreach by the eight Valley RPAs, the Regional Policy Council (RPC), the decision-making body for the Valleywide process, adopted the Valley Blueprint in April 2009.

The Blueprint is a long range vision for a more efficient, sustainable, and livable future for the Valley. The Valleywide Blueprint is made up three elements: a 2050 growth scenario diagram that identifies areas of existing development, new development, and future regional transit and highway improvements; a Valleywide average target density of 6.8 units per acre for new residential growth to the year 2050; and a set of 12 Smart Growth Principles. Importantly, the Blueprint recognizes and incorporates by reference the visioning and outreach efforts undertaken by the eight Valley Regional Planning Agencies.

BENEFITS OF BLUEPRINT IMPLEMENTATION

The Valley is facing significant challenges, involving a continued slow economy, government service downsizing and an increasing need to conserve water and other resources. The Blueprint was prepared in recognition of these challenges and will be implemented with the expectation that the Blueprint and regional cooperation will produce major and tangible benefits for the Valley as a whole and for its individual communities. Among these expected benefits are:

- More vibrant downtowns and urban centers and better neighborhoods
- More walkable communities
- Greater housing choices
- More efficient and convenient transportation systems and services
- More efficient and cost-effective infrastructure
- Reduced costs of government services
- Increased energy efficiency
- Reduced urban water consumption
- More investment and better jobs
- Greater competitiveness with other regions
- Reduced conversion of agricultural, resource, and open space lands
- Better air quality
- Healthier population
- Better informed and more engaged public
- More consistent expectations and standards for new development
- More outside financial resources directed to the Valley because of regional efforts

CHALLENGES AND OBSTACLES TO IMPLEMENTATION

There are challenges and potential obstacles to implementation of the San Joaquin Valley Blueprint that need to be acknowledged and overcome if the benefits of the Blueprint are to be realized. The Blueprint is being implemented during one of the most challenging economic times for California and the nation in memory; it is especially challenging in the Valley. The Valley faces many other challenges as well. However, it must be remembered that while the challenges are great at the inception of the implementation phase, conditions will shift and shift again during the period of implementation (2010 – 2050).

- **Population Growth.** The Valley has experienced enormous population growth, with some county and city populations doubling and redoubling. The California Department of Finance projects the Valley's population will increase by approximately 126 percent, from over 4 million people today to 9.5 million in 2050.
- **Demographics.** The demography of the region is changing. Some communities now have no single ethnic or racial majority; instead their residents represent groups from throughout the world.
- **Unemployment.** Unemployment and underemployment are among the biggest issues for the region. The Valley's unemployment is over 18 percent, significantly higher than the state and national averages of 13.2 percent and 9.3 percent, respectively.
- **Poverty.** Average family income in the Valley is 35 percent lower than the statewide average. The Valley's poverty rate of nearly 25 percent puts it among the top three regions in the nation with the highest poverty rates.
- **Water.** A growing population, reduced water supplies, and multi-year

droughts continue to complicate water quantities and quality for Valley water users. Agriculture, the environment and urban areas are the three primary users of water resources, with agriculture using the greatest percentage. In recent years, there has been an increase in ground water overdraft, fallowing of farm land, and amplified unemployment rates due to reduced water delivery.

- **Infrastructure.** Revenues are inadequate to support essential government services and infrastructure. Local developer fees and general taxes are also inadequate to build and maintain critical infrastructure to meet demand, and few communities have been able to keep up with the need to both maintain aging systems and expand them to meet the needs of a growing population.
- **Housing.** The Valley likely overbuilt during the housing boom of the early 2000s. Since the real estate market crashed in 2008 house prices have fallen. In parts of the Valley, houses lost 50 percent or more of their value in less than two years. Foreclosures continue to occur throughout the Valley as people walk away from homes with mortgages higher than their current market value and high monthly mortgage payments. As a result there is a large stock of empty houses and a backlog of approved projects. Some estimate that there is a ten year supply of some housing types in the Valley.
- **Health.** Valley residents face four critical public health issues (e.g., asthma, obesity, diabetes, and limited access to health care). In addition, research shows that social environment - who you live with, whether you are supported, or feel safe, or endangered—is an important indicator of health. Safe and supportive neighborhoods and communities are, therefore, critical in promoting public health.
- **Air Quality.** Although progress has been made, the San Joaquin

Valley has some of the worst air quality in the nation. In 2009 the San Joaquin Valley had 98 days that exceeded the State ozone level standards.

- **New Mandates.** There are several new State mandates (e.g., AB 32, SB 97, SB 375, AB 170, AB 1358) that will influence Blueprint implementation. However, the State has provided very little funding to carry out these mandates.

Making changes in communities takes a long time. The planning process takes years, especially when the planning area is as big as the San Joaquin Valley. New developments, commercial areas, and transportation corridors are built over decades; progress toward noticeable change is incremental. Over the years of implementation, economies will prosper and decline, resources will shrink and grow again, and regional leadership will change as elections are held and community priorities shift. Implementing the Blueprint will need to overcome several obstacles.

Regional Identity. While the economies and geography of the eight regions that make up the San Joaquin Valley are diverse and require local attention, there is a recognition that common issues and challenges can be effectively dealt with Valleywide. Building a coordinated approach that can effectively identify and promote common issues and challenges is critical to success at both the state and federal levels. Future success will depend upon whether a Valleywide coordinated approach is credible, consistent and the local benefits of coordination are clear.

- **Public Support.** The benefits of Blueprint implementation are long term and indirect; there is not much political reward for taking difficult action now when the payoff seems so far off in the future, unless the public understands and buys into the benefits of the Blueprint.

Finding ways to engage the underrepresented populations in every community will require improved and innovative communication strategies, as well as a determination to ensure that the neighborhood meetings and community decisions are relevant and engaging for everyone.

- **Lack of Resources.** The capacity for implementing the Blueprint – in terms of staff and financial resources – varies greatly among the cities and counties in the Valley, with small cities being the most challenged. An important State and regional priority must be the financial support of city and county planning efforts designed to implement Blueprint smart growth principles.
- **Regional Leadership.** The Regional Policy Council (RPC) may have lead responsibility for coordinating Blueprint implementation. In order for the RPC to be able to effectively advance the Blueprint, it will need to build credibility with cities and counties and stakeholders throughout the region. The RPC will need to see that the Blueprint is supportive of local planning, State law (AB 32 and SB 375), and regional priorities.

Overcoming these challenges and obstacles will be critical to Blueprint implementation. Failure to act decisively may not only be detrimental to the Blueprint's success, but to the overall quality of life and success of Valley communities.

BLUEPRINT IMPLEMENTATION STRATEGIES

The Blueprint links the eight Valley Regional Visioning efforts, establishes 12 Regional Smart Growth Principles and sets out a vision for a more prosperous Valley. The Guidance Framework lays out actions that will facilitate implementation of the Blueprint and produce tangible benefits for individual communities and the Valley as a whole.

The 11 implementation strategies were selected based on input from the Regional Policy Council, Valley RPA Directors, Valley planners, other stakeholders, and a review of ongoing programs in the Valley. These include: work programs, recent grant applications, and the Blueprint implementation programs of other regional planning agencies in California. Each strategy includes an overview, a set of specific recommendations, a list of responsible implementation partners, a timeframe for implementation, possible funding sources, and references relevant to the strategy.

Explore a Regional Leadership Structure

Successful implementation of the Blueprint suggests an appropriate institutional arrangement that can provide Valleywide leadership and coordination while minimizing cost and avoiding additional layers of government.

Continue and Expand the Valley Legislative Advocacy Program

Successful implementation of the Blueprint requires that the Valley is effective in securing adequate resources and favorable legislation from the State and Federal governments.

Align SCS/APS with the Blueprint

Successful implementation of the Blueprint assumes that the Blueprint planning carried out to date in the Valley will be used by Regional Planning Agencies (MPOs) as the framework for development of their Sustainable Communities Strategies, which are to be part of the Regional Transportation Plan (RTP), as required by SB 375.

Translate Blueprint into City and County Policy and Actions

Successful implementation of the Blueprint **and the eight RPA efforts** will depend ultimately on incorporation of Blueprint principles into city and county general plans and programs.

Maintain and Expand the Planners Toolkit

Successful implementation of the Blueprint **concepts** will depend on cities and counties having ready access to tools and resources that can be easily adapted to local conditions, particularly for smaller jurisdictions.

Create a Greenprint Program

Successful implementation of the Blueprint suggests a companion strategy for conserving agricultural and open lands, which make up most of the land in the Valley.

Increase Technical Support and Data Sharing Capacity

Successful implementation of the Blueprint will depend on expanded technical support for and coordinated data sharing among local governments and other agencies within the Valley.

Create a Regional Technical Coordinating Committee

Successful implementation of Blueprint will depend on all regional partners systematically coordinating their programs and initiatives on a regular basis.

Conduct an Annual Regional Event to Celebrate the Blueprint

Successful implementation of the Blueprint will be enhanced if Blueprint principles and concepts are celebrated and refreshed on an annual basis in a regional venue.

Create a Leadership Training and Public Outreach Program

Successful implementation of the Blueprint will depend on an informed citizenry and local leaders in addition to popular support for the Blueprint principles.

Monitor Blueprint Implementation

Successful implementation of the Blueprint suggests reviewing the implementation strategies regularly, documenting accomplishments, and monitoring changes in conditions in the Valley that the Blueprint seeks to influence.

Develop a Valleywide Blueprint Vision Statement

Successful implementation of the Blueprint **is enhanced by the** Valleywide Blueprint vision statement which provides an overarching philosophical framework to link **the Blueprint planning efforts of the eight Valley RPAs**.

Transportation Modeling

During the formulation of the valley-wide Blueprint, each of the eight counties prepared traffic modeling runs for the alternative scenarios. The 2030 transportation network from each county's Regional Transportation Plan was extended to 2050 with an assumption of some roadway and transit expansion. This was done at the county level because of the absence of a valley-wide traffic model. The traditional 4-step travel demand model was applied in each of the eight valley counties. The inherent deficiency of the 4-step model's insensitivity to smart growth was not corrected during the Blueprint modeling in most of the counties except that a 4-D process was applied in Fresno COG's modeling. In the fall of 2008, the scenario modeling results including land use and traffic modeling were sent to the UC Davis Information Center for the Environment (ICE), and stitched together as the Valley-wide scenarios. The scenarios included valley-wide transportation facility assumptions such as high speed rail. These are reflected in the illustrative maps used throughout the process. The indicators shown for the valley-wide scenarios are weighted averages based on county-level modeling.

BLUEPRINT IMPLEMENTATION PARTNERS

The word "implementation", as it is used in the Blueprint Guidance Framework, should be defined. Since the Blueprint is voluntary, then "implementation" would apply to those wanting to incorporate the 12 Blueprint Smart Growth Principles and density targets into their local general plan and development codes. In short if an agency or agencies desire to promote or incorporate the Blueprint into their policies and land use/ transportation planning efforts, then the Guidance Framework would provide them with assistance in implementing the Blueprint.

Since its inception, the Blueprint planning process has been billed as a bottom up and voluntary process. Those assurances remain as the Valley Regional Planning Agencies move forward in their work with their member agencies to help integrate the Blueprint Smart Growth Principles into local planning processes. The Blueprint Roadmap documents have been developed to help in this pursuit.

Effective implementation of the strategies calls for the participation and cooperation of an array of Federal, State, and local government agencies and quasi-public and non-profit organizations. Most of these partners have already made important contributions in the development of the Blueprint. While the Blueprint implementation will most likely need to be led by a single organization with a Valleywide base, all the agencies and organizations discussed in this chapter will likely play important roles in implementing the Blueprint. Coordination and communication among all of these groups will be a critical component of Blueprint implementation, recognizing that the roles and capacities of these agencies and organizations will change over time.

FUNDING IMPLEMENTATION

Implementing the Blueprint **may** require substantial financial resources at the local and regional level. A broad range of funding sources and financial tools are available to local and regional agencies that may be useful for implementing the Blueprint. These funding sources and financial tools can be organized into two categories: taxes and fees; and grants and loans. **The implementation of the Blueprint must recognize the funding limitations imposed on local governments.**

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Sunrise over southern San Joaquin Valley

CHAPTER 1 Introduction

The San Joaquin Valley Blueprint is the result of an unprecedented effort to plan for the future of the San Joaquin Valley. Following three years of visioning and outreach by the eight Valley Regional Planning Agencies (FCOG, KCAG, KernCOG, MCAG, MCTC, SJCOG, StanCOG, and TCAG), or Valley RPAs, the Regional Policy Council (RPC), the decision-making body for the Valleywide process, adopted the Valley Blueprint in April 2009. The Blueprint is a long-range vision for a more efficient, sustainable, and livable future for the Valley. It consists of a Valleywide preferred growth scenario, an average target density for future residential development, and a set of 12 Smart Growth Principles. **The Blueprint also recognizes the visioning efforts undertaken by the eight RPAs.**

Since its inception, the Blueprint planning process has been billed as a bottom up and voluntary process. Those assurances remain as the Valley Regional Planning Agencies move forward in their work with their member agencies to help integrate the Blueprint Smart Growth Principles into local planning processes. The Blueprint Roadmap documents have been developed to help in this pursuit.

This Guidance Framework is one of three products that make up the San Joaquin Valley Blueprint Roadmap. The other two are the Blueprint Process Summary Report (September 2010) and an Internet-based Valley Planners Toolkit of programs and techniques local governments can use to implement the Blueprint.

PURPOSE AND INTENDED USE

The purpose of this Guidance Framework is to identify the steps for carrying out the Blueprint in the near- to mid-term (2011–2015). **It is a voluntary program by local governments** that focuses primarily on four major issues:

- What roles and responsibilities should various public, private, and non-profit organizations play in carrying out the Blueprint and, in particular, which organization or organizations should take the lead in implementing the Blueprint?
- How can or should Blueprint principles be translated into local land use plans and practices to effectively create more efficient land patterns and distinctive, attractive, and livable communities?
- Where will the resources, both financial and personnel, be found to carry out the Blueprint?
- How can Blueprint concepts be communicated to a wider audience to build an informed constituency that will support Blueprint implementations over time?

The word “implementation”, as it is used in the Blueprint Guidance Framework, should be defined. Since the Blueprint is voluntary, then “implementation” would apply to those wanting to incorporate the 12 Blueprint Smart Growth Principles and density targets into their local general plan and development codes. In short if an agency or agencies desire to promote or incorporate the Blueprint into their policies and land use/ transportation planning efforts, then the Guidance Framework would provide them with assistance in implementing the Blueprint.

The Guidance Framework is written as a *strategy*, not as a plan. The primary audiences for this strategy are the 70 cities and counties that make up the Valley and that have the most responsibility and authority for implementing the Blueprint, the Valley RPAs that will continue providing coordination for and technical support to the cities and counties, and finally, the RPC or alternative agency or agencies that will be designated to coordinate Blueprint implementation at the Valleywide level. The Blueprint was prepared through a collaborative effort and will be implemented through a collaborative process that will be both flexible and evolutionary.

ORGANIZATION OF THE GUIDANCE FRAMEWORK

The Guidance Framework is made up of six chapters. Chapter one introduces the Guidance Framework, describes the benefits of the Blueprint, and summarizes the Blueprint planning process. Chapter two describes the Valley Blueprint principles and process. Chapter three provides context for Blueprint implementation. It summarizes challenges facing the Valley, State law and recent legislation that is directly relevant to Blueprint implementation, and potential obstacles to Blueprint implementation. Chapter four, the heart of the Guidance Framework, outlines a set of strategies for implementing the Blueprint. Chapter five describes the various agencies and organizations that played a role in developing the Blueprint and will play a role in implementing it. The sixth and final chapter summarizes existing and potential funding sources for Blueprint implementation.

BENEFITS OF BLUEPRINT IMPLEMENTATION

The Valley is facing significant challenges involving a continued slow economy, government service downsizing and an increasing need to conserve water and other resources. However, the Blueprint was prepared and will be implemented with the expectation that the Blueprint principles and regional cooperation will produce major and tangible benefits both for the Valley as a whole and for its individual communities. Among these expected benefits are:

- More vibrant downtowns and urban centers and better neighborhoods
- More walkable communities
- Greater housing choices
- More efficient and convenient transportation systems and services
- More efficient and cost-effective infrastructure
- Reduced costs of government services
- Increased energy efficiency
- Reduced urban water consumption
- More investment and better jobs
- Greater competitiveness with other regions
- Reduced conversion of agricultural, resource, and open space lands
- Better air quality
- Healthier population
- Better informed and more engaged public
- More consistent expectations and standards for new development
- More outside financial resources directed to the Valley because of a regional effort

HOW THE GUIDANCE FRAMEWORK WAS PREPARED

The Blueprint Guidance Framework was prepared under the direction of the Regional Policy Council by a consulting team that includes Mintier Harnish, Carol Whiteside, Mogavero Notestine, and The Rios Company.

Early in preparing the Guidance Framework, the consulting team reviewed the four-year history of the Valley Blueprint planning process, documenting that history in the Blueprint Planning Process Summary Report (published in October 2010).

In Spring and Summer 2010, the consulting team met with Valley Regional Planning Agency (RPA) Directors, the Regional Policy Council, and the Valley Planners Workgroup to solicit their thoughts on Blueprint implementation. The consulting team also conducted individual interviews in all eight counties with local elected officials, agency staff, and representatives of agriculture and the building industry to solicit their views on Blueprint implementation. In September 2010, the consulting

team met with a group of building industry representatives in a focused discussion concerning development trends and possible incentives for Blueprint implementation.

Following its release in December 2010, this report was reviewed in detail by a committee made up of representatives from all eight Valley counties, the Valley Planners Workgroup, and Valley Regional Planning Agency Directors.

Acceptance of the Guidance Framework will not establish any laws, ordinances, or regulation, nor will it carry out any existing law, ordinance, or regulation, nor will it establish any new mandatory level of review of any county, or city plan or project plan.

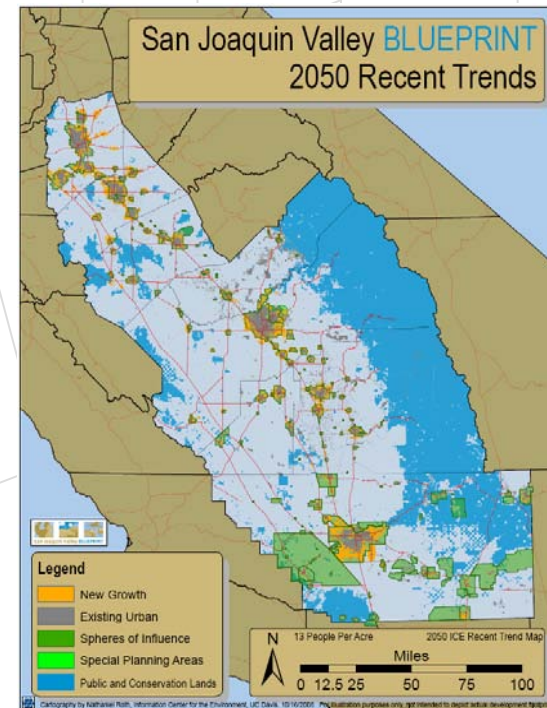




Valley residents provide feedback on a preferred growth scenario during the San Joaquin Valley Blueprint Summit in January 2009

CHAPTER 2 Blueprint Scenario and Principles

The San Joaquin Valley Blueprint is the culmination of the collective efforts of the eight Valley Regional Planning Agencies to develop **individual county and** long-term regional growth strategy. The Blueprint is made up three elements: a 2050 growth scenario diagram that identifies areas of existing development, new development, and future regional transit and highway improvements; a Valleywide average target density of 6.8 units per acre for new residential growth to the year 2050; and a set of 12 Smart Growth Principles.



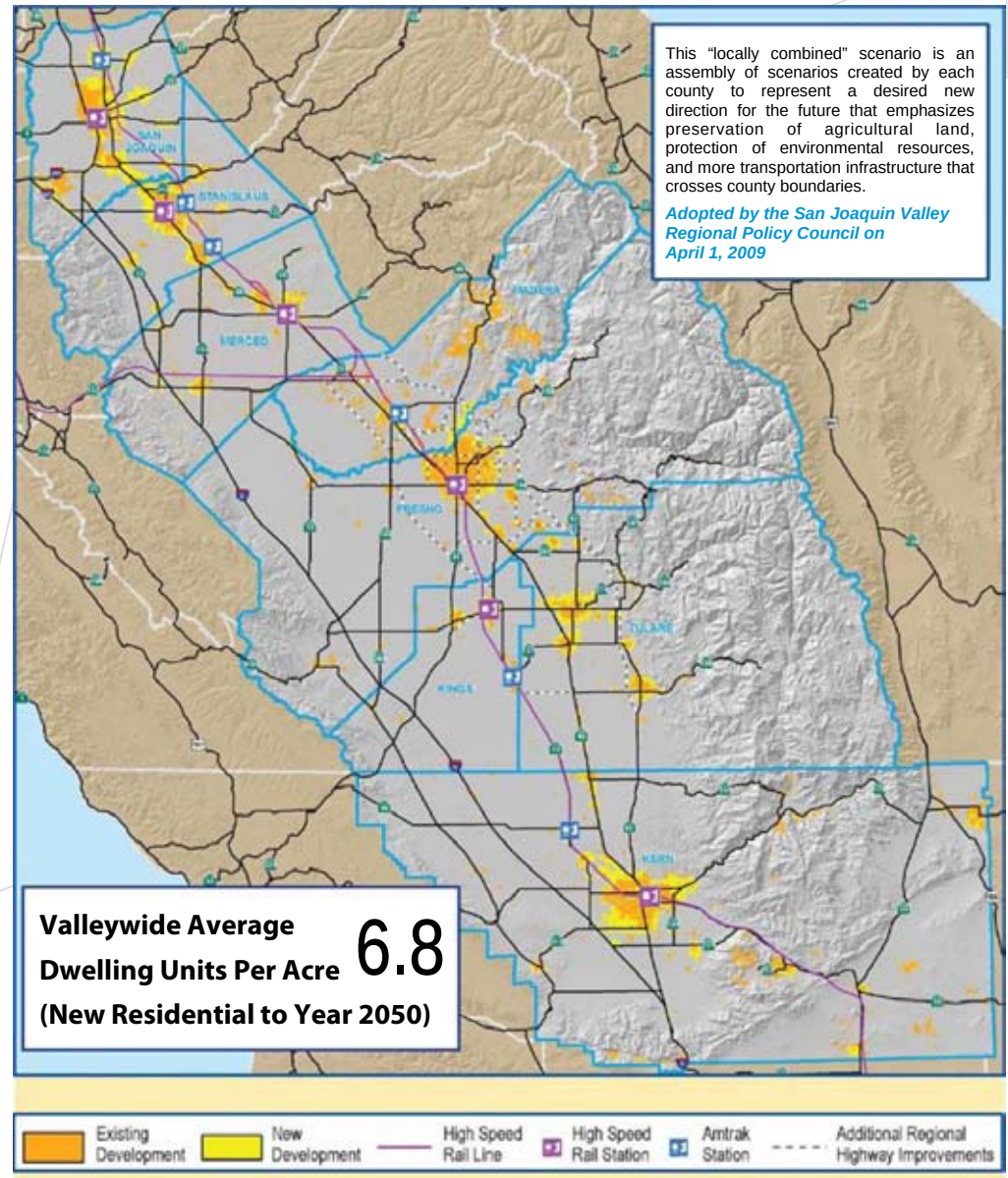
Continuation of the existing average density of residential development (4.3 dwelling units per gross acre) shown above is estimated to result in development of over 530,000 acres of land and impact over 220,000 acres of natural environment. The Blueprint Scenario and 12 Smart Growth Principles, shown on the following pages, provide a long-term vision to change development patterns from the recent past into the future.

THE VALLEY BLUEPRINT 2050 GROWTH SCENARIO

The 2050 growth scenario diagram illustrates how the region's transportation network of highways, high speed rail, and Amtrak stations connect major population centers. By concentrating new development around areas with existing development and transportation network access, it emphasizes preservation of agricultural land, protection of environmental resources, and provision of transportation infrastructure that connects the region. The target density of 6.8 units per acre is the average of target densities selected by each of the eight counties, which ranged from 8.6 units per acre in Merced to 4.7 units per acre in Madera, based on county-specific preferences. The box below shows the residential density targets selected by the eight counties.

County	2050 Target Density
Fresno County.....	8.0
Kern County.....	6.0
Kings County	7.4
Madera County.....	4.7
Merced County.....	8.6
San Joaquin County	7.7
Stanislaus County.....	5.6
Tulare County.....	5.3

SAN JOAQUIN VALLEY ADOPTED 2050 GROWTH SCENARIO



SAN JOAQUIN VALLEY BLUEPRINT ADOPTED 12 SMART GROWTH PRINCIPLES

The Blueprint reflects the combined visions of the eight Regional Planning Agencies for the future through a set of 12 Smart Growth Principles. These principles are based on the core values of Valley residents identified early in the Blueprint process and will continue to be used as a basis of future Blueprint planning and implementation.

- **Create a range of housing opportunities and choices**
- **Create walkable neighborhoods**
- **Encourage community and stakeholder collaboration**
- **Foster distinctive, attractive communities with a strong sense of place**
- **Make development decisions predictable, fair, and cost-effective**
- **Mix land uses**
- **Preserve open space, farmland, natural beauty, and critical environmental areas**
- **Provide a variety of transportation choices**
- **Strengthen and direct development towards existing communities**
- **Take advantage of compact building design**
- **Enhance the economic vitality of the region**
- **Support actions that encourage environmental resource management**



BLUEPRINT PLANNING PROCESS

The Valley Blueprint planning process included five major steps. In the first step, Project Initiation, the Valley RPAs secured funding for the Blueprint program. Next, the Valley RPAs carried out a three-phase sequence of steps within each county (i.e., Phase 1, Values and Vision; Phase 2, Goals, Objectives, and Performance Measures; and Phase 3, Evaluation of Alternative Growth Scenarios) to develop a preferred growth scenario for each county. In the final step the Valley RPAs integrated the county-level Blueprints into the Valleywide Blueprint and the RPC adopted the 12 Smart Growth Principles and Preferred Growth Scenario. The history of the Valley Blueprint is recounted in the Blueprint Process Summary Report, published in September 2010.

Transportation Modeling

During the formulation of the valley-wide Blueprint, each of the eight counties prepared traffic modeling runs for the alternative scenarios. The 2030 transportation network from each county's Regional Transportation Plan was extended to 2050 with an assumption of some roadway and transit expansion. This was done at the county level because of the absence of a valley-wide traffic model. The traditional 4-step travel demand model was applied in each of the eight valley counties. The inherent deficiency of the 4-step model's insensitivity to smart growth was not corrected during the Blueprint modeling in most of the counties except that a 4-D process was applied in Fresno COG's modeling. In the fall of 2008, the scenario modeling results including land use and traffic modeling were sent to the UC Davis Information Center for the Environment (ICE), and stitched together as the Valley-wide scenarios. The scenarios included valley-wide transportation facility assumptions such as high speed rail. These are reflected in the illustrative maps used throughout the process. The indicators shown for the valley-wide scenarios are weighted averages based on county-level modeling.

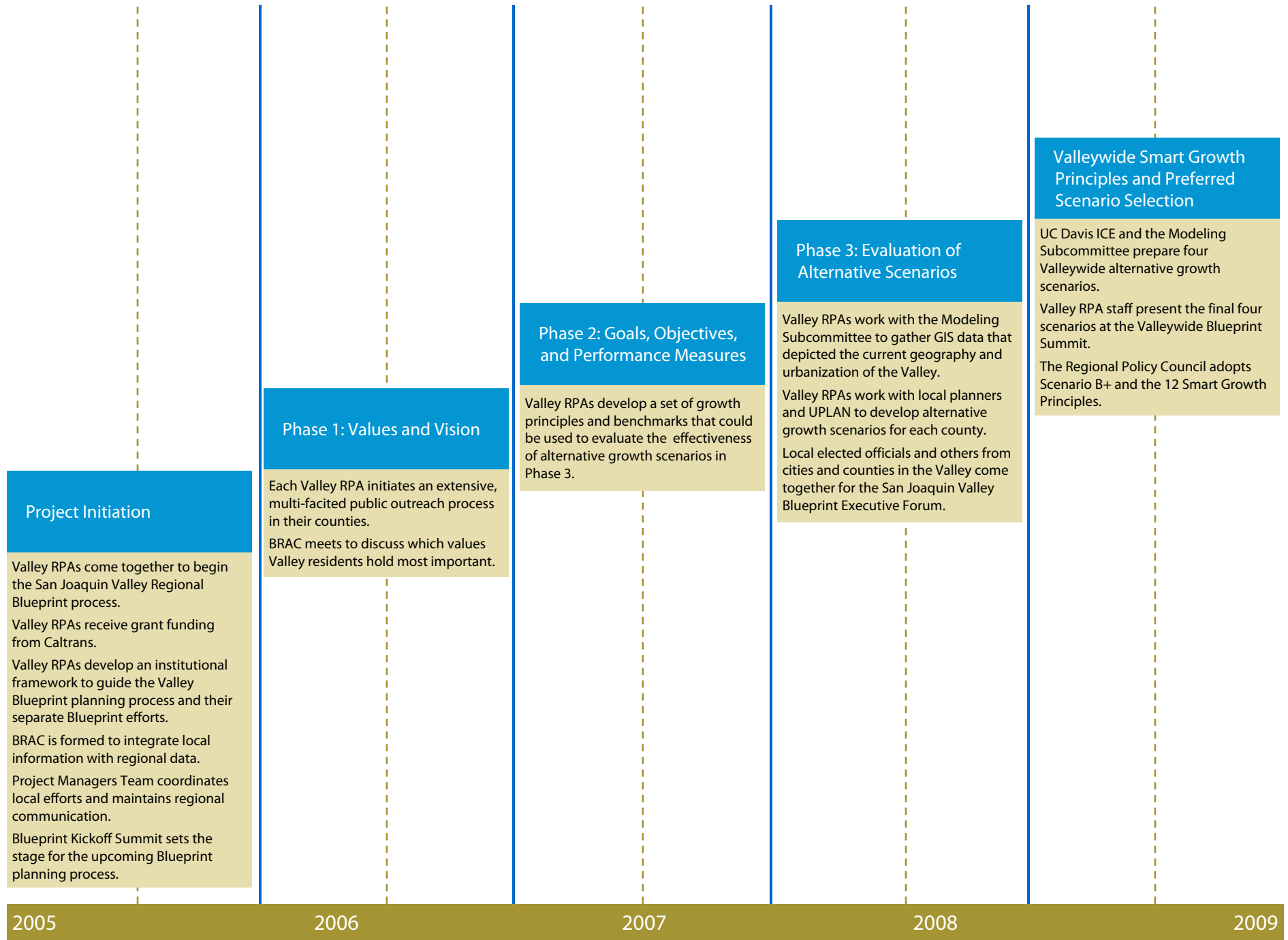


The San Joaquin Valley Blueprint Planning Process was a unique opportunity to develop a regional vision for land use and transportation that will be used to guide growth in the San Joaquin Valley over the next 50 years. Major accomplishments of this process included:

- Determining community values related to quality of life issues
- Developing a vision that reflects those values
- Engaging member agencies (the 62 cities and eight counties in the Valley) and the community-at-large in scenario planning exercises that ultimately led to the endorsement of a preferred growth scenario in each county
- Creating Valleywide scenarios by UC Davis that were considered by the Regional Policy Council (two elected officials from each of the eight counties) to endorse one of the four scenarios
- Creating a Valleywide Blueprint
- Adoption of the San Joaquin Valley Blueprint 12 Smart Growth Principles and Preferred Growth Scenario

SAN JOAQUIN VALLEY

Blueprint Planning Process





Mural depicting Valley agriculture.

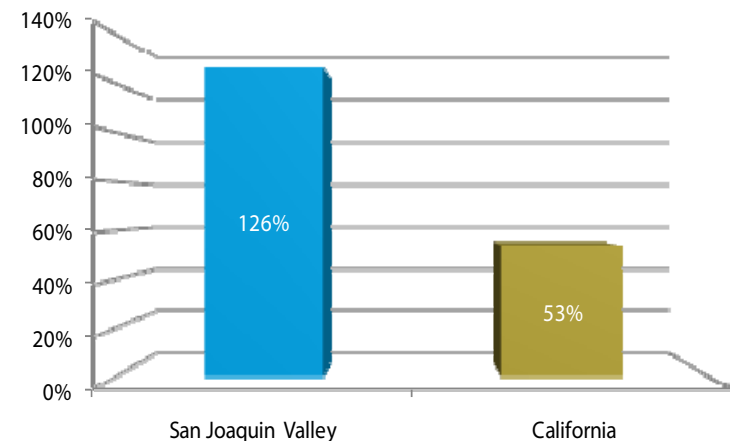
CHAPTER 3 Context for Blueprint Implementation

This chapter sets out the context for Blueprint implementation, outlining the challenges facing the Valley, State laws that will shape implementation, and potential obstacles to Blueprint implementation.

CHALLENGES FACING THE VALLEY

Making changes in communities takes a long time. The planning process takes years, especially when the planning area is as big as the San Joaquin Valley. New developments, commercial areas, and transportation corridors are built over decades; progress toward noticeable change is incremental. Implementation of the San Joaquin Valley Blueprint is being initiated during one of the most challenging economic times in California and the nation in memory; it is especially challenging in the Valley. It must be remembered that while the challenges are great at the inception of the implementation phase, conditions will shift and shift again during the period of implementation (2010–2050). Economies will prosper and decline, resources will shrink and grow again, and regional leadership will change as elections are held and community priorities shift.

PROJECTED 2050 POPULATION GROWTH



The California Department of Finance projects the state's population will increase from about 39 million today to 59.5 million by 2050, a 53 percent increase. Even more dramatically, the Valley's population is expected to increase by about 126 percent, from 4.2 million today to 9.5 million in 2050.

Demographics

This region, from San Joaquin County to Kern County, is under great stress. There has been enormous population growth in the region, with some county and city populations doubling and redoubling. As of January 2010, the California Department of Finance estimates that there are more than four million people living in eight counties and 62 cities in the San Joaquin Valley. Not only is population increasing rapidly, the demography of the region is also changing. Some communities now have no single ethnic or racial majority; instead, their residents represent groups from throughout the world. The population of the Valley as a whole is over 50 percent "minority." School districts report dozens – some over 100 – different languages spoken in the classrooms throughout the region. Building cohesive communities with shared visions and goals is one of the toughest challenges of the Blueprint.

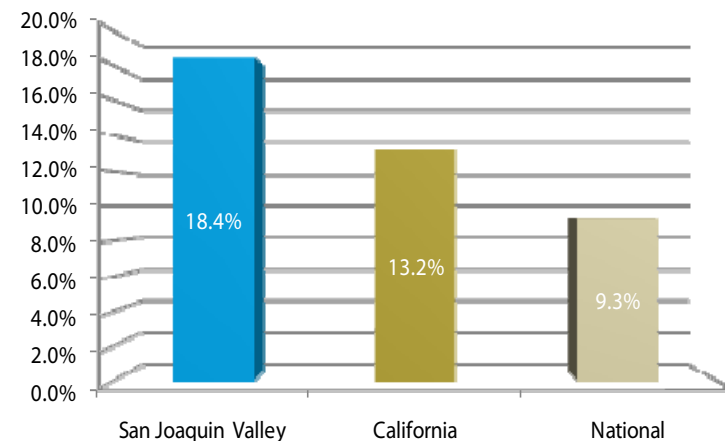


The Valley includes a diverse population of many cultures and ethnic groups.

Economy

Economic development is a priority for an area that has long been challenged by rapid population growth, often fueled by foreign immigrants and migrants from other states. Agriculture is an enormous economic engine for the region, but it will not provide enough jobs and upward mobility to support the region's growing population. In recent decades, the region's greatest job growth has been in retail and construction, both of which offer only seasonal employment and both of which have proven to be especially vulnerable in the current financial crisis. Unemployment in the Valley is nearly twice the national rate and a third higher than the statewide rate. Average family income in the Valley is over 35 percent lower than the statewide average. The Valley's poverty rate of nearly 25 percent puts it among the nation's highest poverty rates.

2010 UNEMPLOYMENT RATES



Source: California Employment Development Department; 2010

Water

A growing population, reduced water supplies, and multi-year droughts continue to complicate water quantities and quality for Valley water users. In recent years, there has been a significant reduction in water delivery that has resulted in increased overdraft of groundwater resources, fallowing of farm land, amplified unemployment rates, and increased strain on accessible sources. Water quality continues to be negatively affected by multiple sources including storm water runoff, pesticides, nitrates, and salt contamination. According to the California Department of Water Resources (DWR), climate change is already impacting snowpack, river flows, and sea levels all of which will significantly contribute to the difficulties of providing the necessary water for the Valley. Flooding is an additional concern and the DWR has identified major deficiencies and challenges to the flood management system in the Valley.

To meet the water needs of the future, a combination of strategies such as a greater emphasis on conservation, encouraging drought tolerant landscaping, urban water reuse, additional groundwater and surface water storage capacity, water recycling, and increased infrastructure efficiency will need to be supported to achieve a viable future for all Valley water users.

The State **promotes** the preparation of Integrated Regional Water Management Plans (IRWMP). Local land use and transportation planning needs to coordinate with these regional planning efforts.

Infrastructure

With per capita income in the Valley significantly lower than the state average, revenues are inadequate to fully support essential government services and infrastructure. Infrastructure – transportation, water, sewer, power, and telecommunications – is the backbone, the foundation of any city or town. In spite of the Federal American Recovery and Reinvestment Act of 2009 (ARRA), there has been little assistance for building essential water and sewer lines to support the region's growing population or for updating and replacing aging public facilities. Local developer fees and general taxes are inadequate to build and maintain critical infrastructure to meet existing and future demand. Few communities have been able to keep up with the need to both maintain aging systems and expand them to meet the needs of a growing population.



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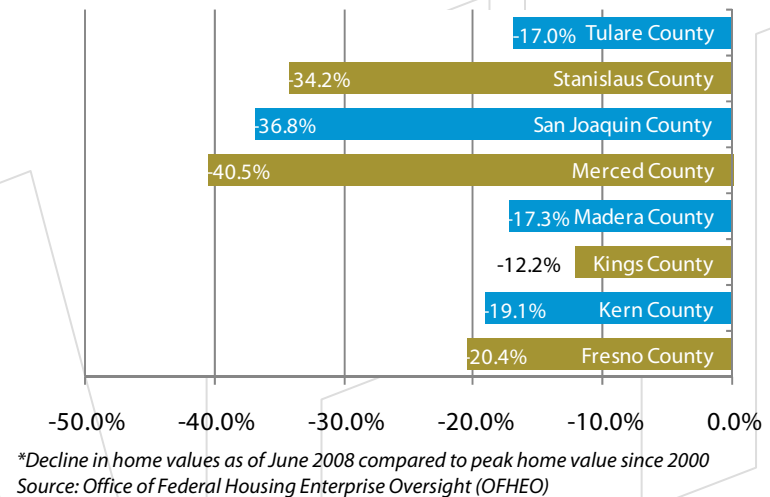
Residential Development

The Valley was overbuilt during the housing boom of the early 2000s. Fueling housing demand was an unprecedented number of subprime mortgages. Throughout the Valley, new housing developments were approved consisting mostly of single family houses. Cities and towns in the Valley paved over agricultural land at an unprecedented rate, flooding planning departments with development applications and filling planning departments with planners to review permits. In many cases, city and county revenues began to grow with building permit fees and increased tax revenues; however, this wasn't true for all Valley communities.

In addition, in many areas of the Valley, houses were far from jobs and too expensive for residents (e.g., bedroom communities for the Bay Area, Central Coast, and Southern California). As many as 25 percent of the new houses were purchased by speculators from other parts of the state. When the real estate market crashed in 2008, house prices fell as quickly as they had risen. In some parts of the Valley, houses lost over 50 percent of their market value in less than two years. Foreclosures continue to occur throughout the Valley as people walk away from homes with mortgages higher than their current value and high monthly mortgage payments.

As a result of the crash, there is a large stock of empty houses and a backlog of approved, unbuilt projects. Counties have thousands of permitted lots waiting for building to restart. Some estimate that there is a ten-year supply of single-family residential units in the Valley. The building industry is rethinking its development models of the past, looking instead to reduce lot size and increase densities of previously approved subdivisions, responding to the new financial realities and demographics of the market.

DECLINE IN HOME VALUES

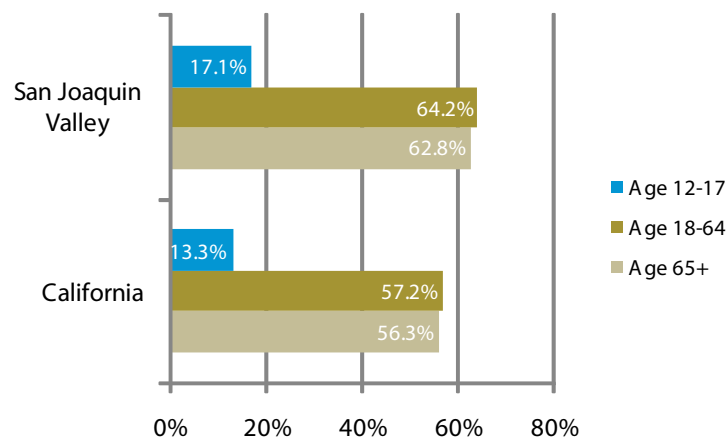


More than 13 percent of mortgages in the San Joaquin Valley remained in foreclosure as of March 2010.

Health

Valley residents face four critical public health issues: asthma, obesity, diabetes, and limited access to healthcare. Asthma, diabetes, and childhood obesity rates in the Valley are nearly double the national rate. While the country and the state continue to debate health care access, nearly 30 percent (2007) of Central Valley residents are without access to health care. But access may be the least important factor in having a healthy Valley. Research shows that social environment – who you live with, whether you are supported, or feel safe or endangered – is an extremely important indicator of health. Neighborhood and family living conditions, opportunities for learning and development capacity, community development and employment opportunities, social cohesion, civic engagement, and disease injury prevention are all more important factors in health than access to health care. Safe and supportive families, neighborhoods and communities are, therefore, critical in promoting public health.

OVERWEIGHT AND OBESITY RATES (2007)



Source: California Health Interview Survey, 2007.

Air Quality

Although progress has been made, the San Joaquin Valley still has some of the worst air quality in the nation. Pollution comes from a variety of sources including industrial facilities, vehicles, consumer products, fires, and inflow from the Bay Area. Farm activities account for a large percentage of particulate emissions in San Joaquin Valley: concentrated animal feeding operations; agricultural water pumps; open burning; wine fermentation; commercial dryers; fertilizers; and road dust. While the SJVAPCD has implemented many progressive policies geared at improving air quality, air quality issues remain at the forefront of SJV planning efforts. The solution to improving air quality is not to get rid of cars or agriculture; instead the solution lies in working together to find innovative, sustainable, cost-effective ways to improve our air quality while expanding the Valley economy.

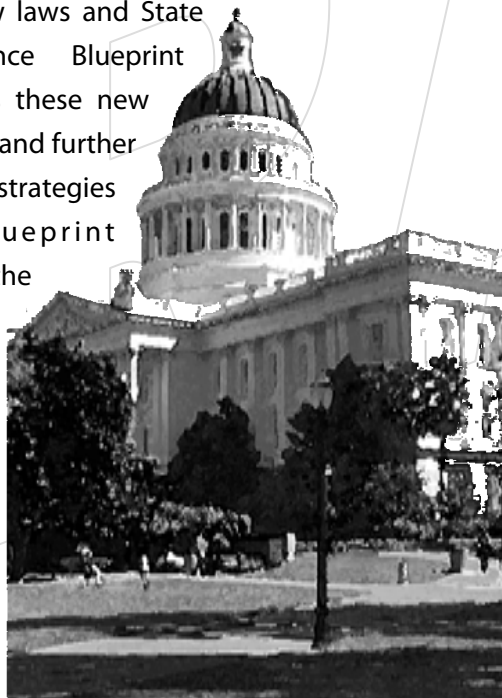


In 2009 the San Joaquin Valley had 98 days that exceeded the State ozone level standards (2008 8-hour Ozone Standard). This is nearly 12 times higher than the rate for the San Francisco Bay region.

LEGISLATIVE CONTEXT

Under the California Constitution and State law, cities and counties have legal authority over land use. The exercise of this authority is shaped by State laws that require cities and counties to prepare general plans, to implement these plans through zoning, other regulations, and public works project decisions, and to consider the environmental effects of their decisions. One of the most challenging of these requirements is to regularly update a housing element that identifies adequate sites sufficient to accommodate protected regional housing needs. The key to implementing the Blueprint will be successfully translating Blueprint principles into the plans and regulations of the 70 cities and counties that make up the Valley.

There are several relatively new laws and State programs that will influence Blueprint implementation. In many ways these new statutes and programs reinforce and further Blueprint principles and growth strategies and will facilitate Blueprint implementation. However, the State has provided very little funding to carry out these mandates. **Lack of funding may hinder implementation of the Blueprint at the local level.**



AB 32 (Nunez - 2006)

AB 32 (Nunez — 2006), known as the California Global Warming Solutions Act of 2006, requires the California Air Resources Board (CARB) to adopt rules and regulations to achieve 1990 equivalent statewide greenhouse gas (GHG) emission levels by 2020. Local governments and regional planning agencies have been identified as critical players in implementing AB 32 through local development plans, regulations, and transportation planning programs. AB 32 is helping shape development patterns and transportation networks consistent with Blueprint principles and growth strategies.

SB 97 (Dutton – 2007)

SB 97 (Dutton — 2007) requires the Office of Planning and Research (OPR) to prepare guidelines for the feasible mitigation of greenhouse gas emissions or the effect of greenhouse gas emissions, as required by CEQA, including effects associated with transportation and energy consumption. The guidelines create new requirements for CEQA documents to identify and mitigate for greenhouse gas emissions. Similar to AB 32, SB 97 is shaping development patterns and transportation networks consistent with Blueprint principles and growth strategies.

SB 375 (Steinberg – 2008)

SB 375 (Steinberg — 2008) brings together land use, housing, and transportation planning in order to reduce greenhouse gas (GHG) emissions. This law requires all Metropolitan Planning Organizations (MPOs) to update their Regional Transportation Plans (RTPs) and prepare regional housing needs allocations (RHNA) that result in development patterns and supporting transportation networks that reduce GHG

emissions from cars and light trucks. SB 375 will facilitate implementation of the Blueprint by incorporating Blueprint principles and growth strategies into the RTP and RHNA and encouraging the Valley MPOs to coordinate and prepare interregional strategies. SB 375 also provides incentives to local governments and new development projects that embrace Blueprint principles and strategies, when specific thresholds are met.

AB 170 (Reyes – 2003)

AB 170 (Reyes — 2003) requires cities and counties within the boundaries of the San Joaquin Valley Air Pollution Control District to amend appropriate elements of their general plans to include data and analysis, comprehensive goals and policies, and feasible implementation strategies to improve air quality. Similar to AB 32, AB 170 will result in changes to development patterns and transportation networks consistent with the Blueprint principles and growth strategies.

AB 1358 (Leno – 2007)

AB 1358 (Leno — 2007), the Complete Streets Act, requires cities and counties to plan for a balanced multi-modal transportation network that meets the needs of all users of streets, roads, and highways, including motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation. AB 1358 furthers Blueprint principles to create walkable neighborhoods, foster distinctive, attractive communities with a strong sense of place, and provide a range of transportation choices.

OBSTACLES TO BLUEPRINT IMPLEMENTATION

As with all plans and strategies, there are potential barriers to implementation of Blueprint principles that need to be acknowledged and overcome if the benefits of the Blueprint are to be realized. This is especially true when working on a regional level, which requires a greater degree of coordination and cooperation than separate, individual local actions. The following describes some of the more significant obstacles.

Regional Identity

While the economies and geography of the eight regions that make up the San Joaquin Valley are diverse and require local attention, there is a recognition that common issues and challenges can be effectively dealt with Valleywide. Building a coordinated approach that can effectively identify and promote common issues and challenges is critical to success at both the state and federal levels. Future success will depend upon whether a Valleywide coordinated approach is credible, consistent and the local benefits of coordination are clear .

The Economy

Even in the best of times, the region's unemployment rate exceeds those in the rest of the state and the nation, and creating new jobs for new residents continues to be a priority. But in the current recession, economic growth is even more critical. Concerns about the economy are reflected in how we think about so many issues:

- Restrictions on land use or additional fees to fund necessary and desirable infrastructure are seen as deterrents to economic growth.
- Since home building is a major creator of local jobs and economic activity, local elected officials are reluctant to impose new requirements, restrictions, or fees on the industry.
- Since agriculture is increasingly mechanized and often perceived to be a low-wage, seasonal employer, communities are too often willing to trade agricultural land for residential development.
- Public interest in growth and land use tracks the economy. When the economy is strong and new houses are being built in large numbers, the public focuses on managing growth and land use. When the economy slows, public attention shifts to promoting economic activity of virtually any type.

Total Nonfarm jobs grew by 30.8 percent from 1995-2008, but declined in 2009, resulting in net growth of 20.1 percent from 1995-2009. Nonfarm jobs declined by 2.3 percent from March 2008 to March 2009 and again by 2.5% from March 2009 to March 2010.

Since the fourth quarter of 2007, the San Joaquin Valley Region lost nine percent of its Nonfarm jobs, with losses reported in all but one super-sector; only Education & Health Services experienced growth. The most jobs were lost in Trade, Transportation & Utilities, followed by Construction.

Public Support

The benefits of Blueprint implementation are long term and indirect; there is not much political reward for taking difficult action now when the payoff seems so far into the future, unless the public understands and buys into the benefits of the Blueprint.

In conversations with policy makers and community leaders throughout the region, the top public policy issues were the economy, water, education, local government finance, health care, and education. Land use and the Blueprint rarely make it into the top five on anyone's list, so ensuring the long-term attention and resources necessary for implementation will require public education, communication, commitment, and vision. It will require a sustained effort over time.

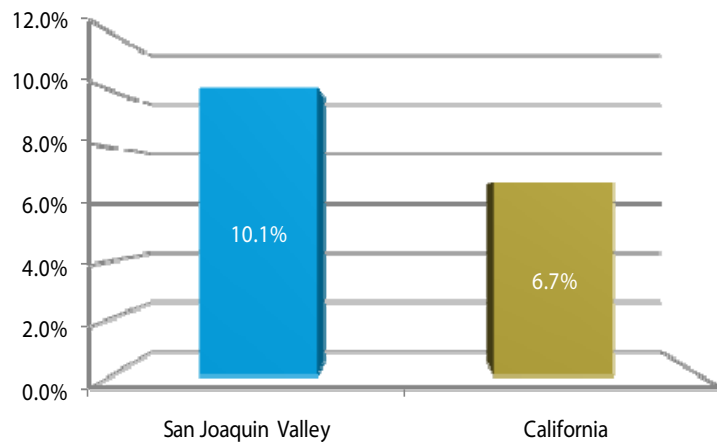
There is an additional challenge as the region's demographic profile is changing. No one group represents a majority in the region, and there are increasingly complex communities requiring different languages and tools for effective connections to the region's diverse residents. Finding ways to engage the underrepresented populations in every community will require improved and innovative communication strategies, as well as a determination to ensure that neighborhood meetings and community decisions are relevant and engaging for everyone.



Vacant Properties and Entitled Development

The Valley has become a sea of vacant single-family houses in newly-built subdivisions due to foreclosures and a depressed housing market. In addition, there is a glut of approved projects waiting to be built. The building industry is frustrated by this combination of an excess supply of paper lots and its inability to re-design or re-entitle approved but unbuilt projects to meet changing market demand. Even without Blueprint principles, there is widespread industry support and market demand for smaller lots and more compact development. Unless local government and developers can work together to find creative solutions to retrofit newly-built subdivisions and re-entitle paper and approved developments, many communities will see stagnant housing markets long after overall economic recovery.

2008 FORECLOSURE RATES



Source: Office of Federal Housing Enterprise Oversight (OFHEO)



Housing construction and unfinished residential subdivisions in Valley communities. The Valley has become a sea of vacant single-family houses in newly-built subdivisions due to foreclosures and a depressed housing market.



Lack of Resources

The capacity for implementing the Blueprint in terms of staff and financial resources varies greatly among the cities and counties in the Valley, with small cities being the most challenged. However, all cities and counties are struggling today to balance budgets, retain staff, and meet their service responsibilities. An important State and regional priority must be financial support of city and county planning efforts designed to implement Blueprint smart growth principles.

Infrastructure Costs

While much of the future population growth in the Valley will continue to be accommodated at the edge of existing cities in “greenfield” developments, a major principle of smart growth and the Blueprint is that a significant share of new development should occur in the form of infill within existing communities. Contrary to conventional wisdom, most infill sites lack adequate infrastructure. Therefore, the costs of upgrading and expanding infrastructure in infill areas will in many cases be higher than in greenfield areas. Compounding the problem is the question of who pays for upgrading and expanding infrastructure in infill areas. Under current conditions if infrastructure costs fall entirely on infill development, they would likely render the development economically infeasible. Additionally, in the absence of such improvements in the form of schools, parks, and roadway capacity, it is doubtful that neighboring property owners and residents would support increased infill. Clearly more public funding of infrastructure in infill areas will be required compared to greenfield areas.



The reality is that property values have fallen at rates that were unimaginable just two or three years ago, resulting in a major reduction in property taxes. The sluggish economy leads to people spending less, resulting in a loss of sales tax revenue. All this means there is an inevitable reduction in staffing and services.



Regional Leadership

The Guidance Framework suggests that the Regional Policy Council (RPC) could be the agency with lead responsibility for coordinating and managing Blueprint implementation. Currently, membership of the RPC is two elected officials from each of the eight counties and a representative from the SJVAPCD. Communities in the Valley have different value systems and priorities, some are rural in character and some are more urban. In order for the RPC to be able to effectively coordinate implementation of the Blueprint, it will need to build credibility with cities and counties and stakeholders throughout the region. This means the RPC will need to be representative of the Valley's many communities. In addition, Blueprint implementation will require funding. The RPC will need an institutional structure that can gather and manage funds to maintain staff and direct sufficient resources to see that the Blueprint is supportive of local planning, State law (AB 32 and SB 375), and regional priorities. The Guidance Framework recommends that a decision be made in the first year concerning the appropriate institutional arrangement for Blueprint implementation.



ADDITIONAL RESOURCES

For additional information on challenges and obstacles to implementing the San Joaquin Valley Blueprint, see the documents below:

- Financial and Institutional Challenges to smart growth Implementation— A Focus on California's Central Valley (2010)
- 2010 California Regional Progress Report (2010)
- 2007 California Regional Progress Report (2007)
- California's San Joaquin Valley: A Region in Transition (2005)
- Urban Development Futures in the San Joaquin Valley (2005)
- Unemployment in the San Joaquin Valley in 2009: Fish or Foreclosure? (2009)
- Planning Across Differences: Collaborative Planning in the California Central Valley (2009)
- Healthy People 2010: A 2007 Profile of Health Status in the San Joaquin Valley (2010)
- California's Uninsured by County (2010)
- Children of the Valley: Framing a Regional Agenda (2009)

See the bibliography for details on these documents.



Heading East on Highway 140 in Merced County

CHAPTER 4 Implementation Strategies

The Guidance Framework is made up of a set of 11 separate strategies intended as a framework to guide implementation of the Valleywide Blueprint. **The eight Valley Regional Visioning efforts provide more localized implementation strategies for consideration by the cities and counties for incorporation into general plans and land use programs.** The strategies are not an exhaustive or detailed list of prescriptions or suggestions for what could or should be done to implement the Blueprint. Instead, they set out a relatively short list of actions that will be most important in the short- to mid-range time frame (five years) to create a structure and process for carrying out the Blueprint and for translating Blueprint principles into local policy and actions. The strategies focus on land use and transportation, although in future years strategies may be added to address a broader range of regional issues.

The strategies were selected based on input from the Regional Policy Council, Valley RPA Directors, Valley planners, and other stakeholders and a review of ongoing programs in the Valley, work programs, recent grant applications, and the Blueprint implementation programs of other regional planning agencies in California.

Each strategy includes an overview, a set of specific recommendations, a

list of responsible implementation partners, a time frame for implementation, possible funding sources, and references relevant to the strategy. Subsequent chapters of this report describe the various organizations and agencies that may be involved in Blueprint implementation and potential funding sources. The 12 strategies set out in this chapter include the following:

- Explore a Regional Leadership Structure
- Continue and Expand the Valley Legislative Advocacy Program
- Align SCS/APS with Blueprint
- Translate Blueprint into City and County Policies and Actions
- Maintain and Expand the Planners Toolkit
- Create a **Valleywide** Greenprint
- Increase Technical Support and Data Sharing Capacity
- Create a Regional Technical Coordinating Committee
- Conduct an Annual Regional Event to Celebrate the Blueprint
- Create a Leadership Training and Public Outreach Program

EXPLORE A REGIONAL LEADERSHIP STRUCTURE

Successful implementation of the Blueprint suggests an institutional arrangement that can provide Valleywide leadership and coordination.

In 2006 the eight Valley Regional Planning Agencies entered into a Memorandum of Understanding (MOU) to form the Regional Policy Council, consisting of two elected officials and one alternate from each of the eight Regional Planning Agencies, and one representative from the San Joaquin Valley Air Pollution Control District (SJVAPCD). The Council provides guidance on interregional policy issues, seeks to build regional consensus, represents the Valley at public forums, and advocates on behalf of the San Joaquin Valley at the State and Federal levels. Major activities have included participation in the development of the Valley Blueprint, participating in "Valley Voice" advocacy trips to Sacramento and Washington, D.C., and acting as the Transportation Working Group for the Partnership for the San Joaquin Valley. The Regional Policy Council is a volunteer advisory body with limited authority and resources. It relies on the eight Valley Regional Planning Agencies for staff support and policy expertise.

In recent years, particularly during the Valleywide Blueprint process, the concept of the Valley as a single region has grown. There is increasing interest in how the Regional Policy Council and the Valley Regional Planning Agencies can be more effective in representing the shared interests of the Valley and in securing additional financial resources for Valley communities and Blueprint implementation. Regional Policy Council members have also expressed interest in finding a regional organizational structure that provides more influence, clarity in priorities and policy, and better communication. Throughout California and the

nation, regions covering multiple counties have faced similar challenges. Many have created regional "umbrella" organizations by forming intergovernmental partnerships or by consolidating existing agencies into a single regional organization.

Given the breadth and depth of challenges facing the Valley and the limited availability of local, State, and Federal resources, increasing regional collaboration is essential to Blueprint implementation. A new or restructured institutional arrangement to represent the entire Valley could improve coordination of regional planning efforts and provide a forum to discuss and resolve regional issues, establish regional priorities and policy positions, and obtain additional financial resources. Creating a restructured regional body to fill this Valleywide role would not necessarily change any existing agency's authority or responsibilities. Rather, such an arrangement could support and enhance existing agencies and local governments by formalizing current coordination and advocacy activities, expanding representation of Valley communities, expanding services with dedicated staff and resources, and providing technical and financial assistance to the Valley Regional Planning Agencies and cities and counties.

Recommendations

- Convene a regional discussion on the most appropriate and effective institutional arrangement to provide leadership for the Valley and lead Blueprint implementation. (See Institutional Arrangements Whitepaper for a discussion of options.)
- Select a preferred option and implement it.

Responsible Partners

- Regional Policy Council
- Valley Regional Planning Agencies
- Cities and Counties

Timing

- 2011–2012

Funding

- Caltrans Blueprint funding
- SGC Proposition 84 Grants
- Local Sources

References

- Summary of Development Workshop, Outcomes, and Recommendations, Nelson Nygaard, 2010
- Institutional Arrangements Whitepaper, Mintier Harnish, December 2010



CONTINUE AND EXPAND THE VALLEY LEGISLATIVE ADVOCACY PROGRAM

Successful implementation of the Blueprint requires that the Valley is effective in securing adequate resources and favorable legislation from the State and Federal governments.

In 2008 the eight Valley Regional Planning Agencies (Valley RPAs) and the Regional Policy Council (RPC) established a San Joaquin Valley Legislative Platform, reflecting the priorities of the Valley RPAs and the RPC in State and Federal legislative matters. The program is managed and supported by the Valley Legislative Affairs Committee (VLAC) made up of staff of the eight Valley RPAs. Under the banner “Valley Voice,” delegations from the Valley have traveled annually since 2008 to Sacramento and Washington, D.C., to press Valley priorities with legislators and administration officials. The 2010 Legislative Platform priorities are organized under the five headings: transportation; local and regional planning; air quality; process streamlining; and water quality, supply, and reliability.

It is imperative that the Valley speaks with a unified regional voice on legislative matters, particularly considering that the other four largest regions in California (San Diego, Southern California, the Bay Area, and Sacramento) have had strong and effective legislative advocacy programs for many years. The eight-county Valley region has a population of approximately 4 million, making it the third largest region in California, smaller than Southern California and the Bay Area, but larger than the San Diego and Sacramento regions. Recent experience demonstrates that the Valleywide unified action can produce greater results and revenues than individual efforts combined (e.g., Highway 99 improvements, HUD Sustainable Communities grant).

Recommendations

- Continue the San Joaquin Valley Legislative Platform program.
- Continue to make Valley Voice trips to Sacramento and Washington D.C. (at least annually, more often as necessary).
- Create capacity at the regional level to manage and coordinate the Legislative Platform program.
- Distribute the Legislative Platform and Valley Voice materials to all local elected officials and post the materials on the Valley Blueprint website.

Responsible Partners

- Regional Policy Council
- Valley Regional Planning Agencies
- Valley Legislative Affairs Committee
- Local elected officials

Timing

- On-going; 2012 (for increased regional capacity)

Funding

- Local sources (e.g., Transportation Development Act funds, member dues, one-half -cent sales tax measure funds)

References

- 2010 Legislative Platform of the San Joaquin Valley Regional Transportation Planning Agencies
- San Joaquin Regional Planning Agencies’ Valley Legislative Affairs Committee Bylaws

**2010 WASHINGTON D.C.
"VALLEY VOICE" PRIORITIES**

SAN JOAQUIN VALLEY TRANSPORTATION

1. Support a specific Goods Movement Program as a part of the new federal transportation authorization.
2. Advocate for nationally significant agricultural goods movement corridors and farm-to-market roads as part of a federal goods movement program, including \$1 billion for S/V projects identified in Caltrans Highway 99 Business Plan.
3. Support legislation to preserve, acquire, and expand existing short-haul rail freight service throughout the Valley and with the Port of Oakland.
4. Use a combination of incentives and regulations to ensure adequate intrastate short-haul freight service for Valley shippers and receivers.
5. Support a 50 percent federal partnership in building California's high-speed rail system.
6. Preserve key programs from SAFETEA-LU including the Congestion Mitigation Air Quality funding and Highway Bridge Program.

ECONOMIC DEVELOPMENT ADMINISTRATION FUNDING

1. Increase Economic Development Administration project spending to \$1 billion annually nationwide for the only federal program focused exclusively on promoting private sector job growth in distressed communities.

AIR QUALITY

SUSTAINABLE COMMUNITIES

1. Establish the San Joaquin Valley as a demonstration region for HUD/EPA/DOT/DOE's Sustainable Communities Initiative to integrate housing, transportation, water infrastructure, land use planning, and investment.

HOUSING

WELCOME TO VALLEY VOICE
MAY 2010

OUR MEMBER AGENCIES:

ALIGN SCS/APS WITH THE BLUEPRINT

Successful implementation of the Blueprint assumes that the Blueprint planning carried out to date in the Valley is used by Regional Planning Agencies (MPOs) as the framework for development of their Sustainable Communities Strategies, which are to be part of the Regional Transportation Plan, as required by SB 375.

SB 375 (Steinberg—2008) brings together land use, housing, and transportation planning in order to reduce greenhouse gas (GHG) emissions. SB 375 requires all Metropolitan Planning Organizations (MPOs) to update their Regional Transportation Plans (RTPs) and prepare regional housing needs allocations (RHNA) that result in development patterns and supporting transportation networks that reduce GHG emissions from cars and light trucks. The law recognizes regional blueprints as important processes to develop collaborative regional/local plans that achieve preferred scenarios for future regional development. In fact, the planning process outlined in SB 375 was patterned after successful blueprint processes.

A key requirement of SB 375 is that the RTP include a Sustainable Communities Strategy (SCS) to shape further development to achieve GHG targets set by the State (September 2010). If the SCS is unable to achieve the GHG reduction target, the responsible MPO must prepare an Alternative Planning Strategy (APS) which is similar to an SCS, but would not be included in the RTP. SB 375 also requires that SCS/APS be revisited and updated every four years in conjunction with the update of the RTP. For projects and plans that are consistent with the SCS/APS, SB 375 provides incentives, including CEQA streamlining and/or transportation priority funding when specific criteria are met. Finally, SB 375 allows a

single MPO or two or more MPOs in the San Joaquin Valley to develop and adopt a multi-county SCS/APS and associated goals and policies.

The Valley Regional Planning Agencies are scheduled to next update their RTPs by 2013-2014. They have already initiated collaborative efforts to prepare for the update. In 2010 the Valley RPAs started a process to update and improve their traffic models sensitivity to smart growth strategies in response to the requirements of SB 375. Over the next three years, the RPAs will be undertaking a process to prepare their first SCS or APS as part of the RTPs. While an SCS/APS has not yet been developed by any MPOs in the state, most experts agree it will likely resemble a regional blueprint plan. Also, because the Blueprint sets out a growth scenario to 2050 and SB 375 requires scenario planning to 2020 and 2035, the SCS/APS can be viewed as an important milestone in ultimate realization of Blueprint.

Using the Blueprint to implement SB 375 and develop the SCS/APS can help the Valley RPAs achieve mutual objectives for smart growth and compact development, efficient transportation systems, higher-density housing, and open space conservation. The Blueprint can assist with setting SB 375, RHNA, and GHG reduction targets. Finally, the incentives for development projects and plans that are consistent with SCS/APSs can help facilitate and achieve Blueprint implementation.

Recommendation

- Using the Valley Blueprint as the framework, assist MPOs to develop and establish RHNA and GHG reduction targets.
- Coordinate development of single-county, multi-regional, or Valley-wide SCSs/APSs that reflect the Blueprint and 12 Smart Growth Principles.

Responsible Partners

- Regional Policy Council
- Regional Planning Agencies /MPOs
- San Joaquin Valley Air Pollution Control District
- Valley Planners Workgroup

Timing

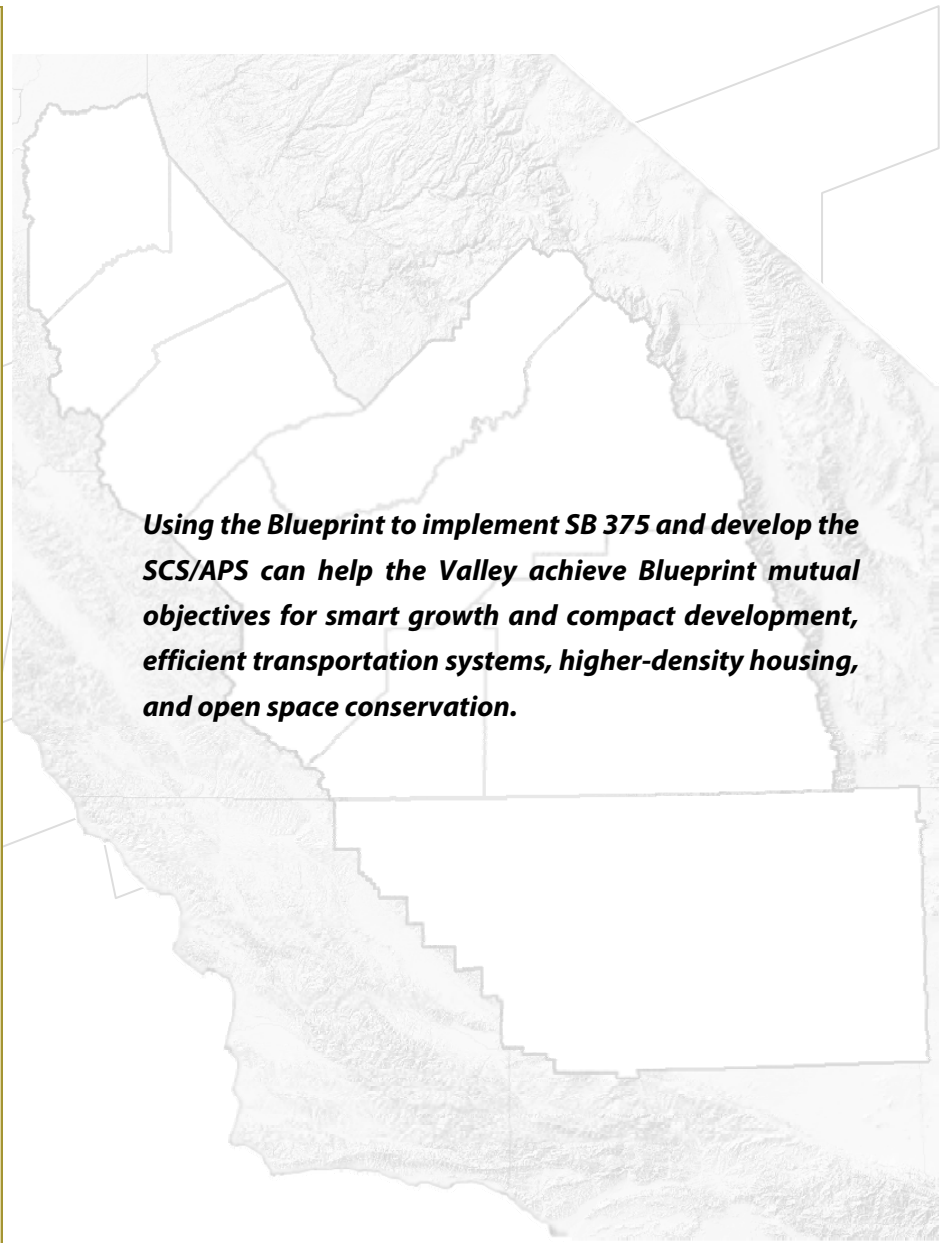
- 2011–2014; On-going

Funding

- SGC Proposition 84 Grants
- State and Federal Transportation Planning Funds

References

- Making it Work: Implementing SB 375, Center for Sustainable California, Institute of Urban and Regional Development, UC Berkeley, October 2009
- Fact Sheet on SB 375, Fresno COG, April 2010



Using the Blueprint to implement SB 375 and develop the SCS/APS can help the Valley achieve Blueprint mutual objectives for smart growth and compact development, efficient transportation systems, higher-density housing, and open space conservation.

TRANSLATE BLUEPRINT INTO CITY AND COUNTY POLICIES AND ACTIONS

Successful implementation of the Blueprint and the eight Valley RPA visioning efforts will depend ultimately on the voluntary incorporation of Blueprint principles into city and county general plans and programs.

Under the California Constitution and State law, cities and counties have primary legal authority over land use. The exercise of this authority is shaped by State laws that require cities and counties to prepare general plans; to implement these plans through zoning, other regulations, and public works project decisions; and to consider the environmental effects of their decisions. There are 62 incorporated cities and eight counties in the Valley that have land use authority. Updating policy documents to meet AB 32 requirements is expensive for the local agencies, particularly for small jurisdictions.

The Valleywide Blueprint, adopted by the Regional Policy Council in 2009, consists of a preferred growth scenario diagram, a target residential density, and a set of smart growth principles. Each of the individual Blueprints adopted by the eight Regional Planning Agencies included a preferred growth scenario diagram, a target density, a vision statement, and a set of guiding principles. These are the components that will need to be translated into local policy and regulations if the Blueprint is to be implemented successfully.

Fourteen of the largest cities (of the 62 cities in the Valley) with populations greater than 50,000 joined together as a Compact of Cities in applying in 2010 for a HUD Sustainable Communities Grant. A major component of successful grant application is updating general plans in

these large cities to incorporate Blueprint smart growth principles. The Valley Regional Planning Agencies, the eight counties, and the 46 smaller cities joined together in submitting an application in 2010 for a Proposition 84 grant to the California Strategic Growth Council. A major component of that successful grant is assisting the counties and smaller cities in updating their general plans to incorporate Blueprint smart growth principles.



Recommendations

- Assist counties and cities in updating their general plans (and/or preparing Climate Action Plans) to incorporate Blueprint smart growth principles.
- Create a protocol and checklist for evaluating and certifying consistency (self certification) of city and county general plans and general plan amendments with Blueprint principles and target densities.
- Create a protocol and checklists for evaluating and certifying consistency (self certification) of major development projects with Blueprint principles and target densities, pending updating of the applicable general plan.
- Develop prototypical examples illustrating Blueprint-consistent development in various size communities.
- Assist cities and counties in obtaining additional funding for long-range plans and implementing ordinances.

Responsible Partners

- Regional Policy Council
- Cities and Counties
- Valley Regional Planning Agencies
- Compact of Cities
- Valley Planners Workgroup

Timing

- 2011—2013

Funding

- SGC Proposition 84 Grants
- HUD Sustainable Communities Grants
- City and County General Funds

References

- Proposition 84 Grant Application (2010)



The Valleywide Blueprint adopted by the Regional Policy Council in 2009 and the individual Blueprints adopted by the eight Regional Planning Agencies will need to be translated into local policy and regulations if the Blueprint is to be successfully implemented.

MAINTAIN AND EXPAND THE PLANNERS TOOLKIT

Successful implementation of the Blueprint will depend on cities and counties having ready access to tools and resources that can be easily adapted to local conditions, particularly for smaller jurisdictions.

As part of the Blueprint Roadmap, consultants to the Regional Policy Council developed an internet-based Planners Toolkit to provide local planners easy access to planning tools that could be readily adapted to local conditions to implement Blueprint principles. Launched in January 2011, the Planners Toolkit is a guide to California planning law and a set of tools in the form of topical case studies, templates, and other resources. The tools are designed to help planners and other Valley city and county staff implement the 12 Blueprint Smart Growth Principles through policies, plans, programs, and regulations. The tools range from agricultural easements to innovative zoning provisions. At the heart of the toolkit are templates that can be easily customized to fit the individual needs of each jurisdiction. The toolkit emphasizes tools for smaller cities, which typically have less staff to carry out the research and work necessary to implement the Blueprint principles.

In its initial form in January 2011, the toolkit included 25 tools that were selected as top priorities by Valley planners. The Toolkit is designed to evolve and expand over time as conditions change and new challenges emerge. To this end the Toolkit enlists the ideas, experiences, and input of its users. Through its interactive interface, the Toolkit asks users to critique and suggest modifications to existing tools, request new tools, and recommend new case studies, templates, and other resources.

Recommendations

- Designate a sponsor for on-going administration and maintenance of the Planners Toolkit.
- Develop a program for expanding the tools in the Toolkit and regularly soliciting feedback from Valley planners on improving the Toolkit.
- Develop additional tools based upon the Valleywide Greenprint.
- Develop additional tools for public outreach.

Responsible Partners

- Regional Policy Council
- Valley Planners Workgroup
- Toolkit Sponsor (e.g., Community and Regional Planning Center at CSU Fresno)

Timing

- On-going; 2011 (designate institutional sponsor)

Funding

- SGC Proposition 84 Grants
- HUD Sustainable Communities Grants
- Caltrans Blueprint Grants

References

- Valley Planners Toolkit



CREATE A VALLEYWIDE GREENPRINT

Successful implementation of the Blueprint suggests a companion strategy for conserving agricultural and open lands which make up most of the land in the Valley.

The county-level and Valleywide Blueprint efforts over the last five years have focused primarily on urban and rural community development. Yet over 97 percent of the valley consists of resource and open space lands. As a companion to the Blueprint, a regional open space framework ("Greenprint") would focus on agricultural lands; habitat and lands providing ecological benefits; hazardous areas (floodplains and wildland-fire-risk areas); parks and recreational lands; scenic, historic, and culturally and geologically significant areas; and urban/rural edges. The Greenprint would build upon open space and conservation elements of local general plans, especially county general plans, and on recent efforts such as the Model Farmland Conservation Program in Fresno County, the Safe Passages wildlife connectivity project, and the TreeTOPS Urban Forest initiative. The Greenprint program should include an inventory and analysis, a public awareness program, and strategic recommendations.

The Valley Regional Planning Agencies, the counties, and the 46 smaller cities joined together in submitting an application in 2010 for a Proposition 84 grant to the Strategic Growth Council. **A major component of the grant is enhancing agricultural and open space conservation.**



Recommendations

- Expand the existing Blueprint program and website to include the Greenprint program.
- Undertake more detailed and systematic mapping of Valley resource and open space lands.
- Facilitate a forum on the Greenprint program for stakeholders

Responsible Partners

- Regional Policy Council
- Valley Regional Planning Agencies
- Cities and Counties
- LAFCOs
- Valley Planners Workgroup
- American Farmland Trust
- Farm Bureaus
- Environmental NGO's (e.g., TreeTOPS Regional Forest Initiatives)
- Universities

Timing

- 2011—2012

Funding

- SGC Proposition 84 Grants
- Private foundations
- National Fish and Wildlife Foundation
- Federal agencies (Interior, Agriculture, EPA)

References

- Proposition 84 Grant Application (2010)
- Greenprint proposed work program (9/30/10)
- SACOG Rural-Urban Connections Strategy (RUCS)

INCREASE TECHNICAL SUPPORT AND DATA SHARING CAPACITY

Successful implementation of the Blueprint will depend on expanded technical support for and coordinated data sharing among local governments and other agencies within the Valley.

Blueprint implementation will depend on the actions of local governments and the availability of good data and modeling. The Regional Policy Council has started developing technical resources and tools (e.g., Planners Toolkit) for local government implementation. Likewise, regional efforts are underway to develop Valleywide modeling tools (e.g., Valley Model Improvement Program, I-Places, San Joaquin Valley Travel Demand Model Data System) to improve and synchronize the Valley Regional Planning Agencies modeling efforts. Since 2007 the Information Center for the Environment at UC Davis has supplied data, modeling tools, and technical support to the Valley Blueprint Program.

Valley agencies currently lack a Valleywide organizational structure to efficiently and economically manage data, which is essential to Blueprint implementation. The recent economic downturn has depleted the resources of many Valley communities. Local governments need the tools, training, and support to carry out projects necessary for Blueprint implementation. Additionally, Valley Regional Planning Agencies, cities, and counties maintain separate databases that are not well coordinated. The result is inconsistent data formats, long delays in data sharing among agencies, and lost opportunities to collect and analyze data regionally.

A centralized data clearinghouse and planning resource center would provide focal points for building regional capacity based on shared interests and needs. The benefits of consolidating and better coordinating existing programs are numerous. These centers could provide a place for regional data management services, knowledge sharing, and collaboration. They could prepare regional demographic and socio-economic profiles and indicators reports. They could provide access to jurisdictional and regional data and analysis. They could provide the methodologies, tools, and training to help agencies implement Blueprint principles. They could perform site-specific performance analysis and transportation/land use benefits analysis. They could provide customized data, maps, models, studies, reports, and planning support.

California State University Fresno is creating a Community and Regional Planning Center. The center will be a depository of planning information and a research center to help the counties and regional planning organizations address significant urban and rural issues in the Valley. It would be beneficial for the Planning Center to coordinate with other State universities in the Valley on these efforts.

Recommendations

- Create a Valleywide data clearinghouse within the Valley to maintain, manage, and share mapping and modeling data (e.g., data from the Model Improvement Program) among the Valley Regional Planning Agencies and cities and counties.
- Create consistent data formats, data management standards, and data sharing protocols for all Valley Regional Planning Agencies and cities and counties.
- Create a consistent data sharing format for Valley Regional Planning Agency, city, and county data.
- Create a Valley planning resource center to provide land use, transportation, and resource data services; to share planning-related knowledge; and to bring together skilled individuals to help carry out local and regional planning efforts.

Responsible Partners

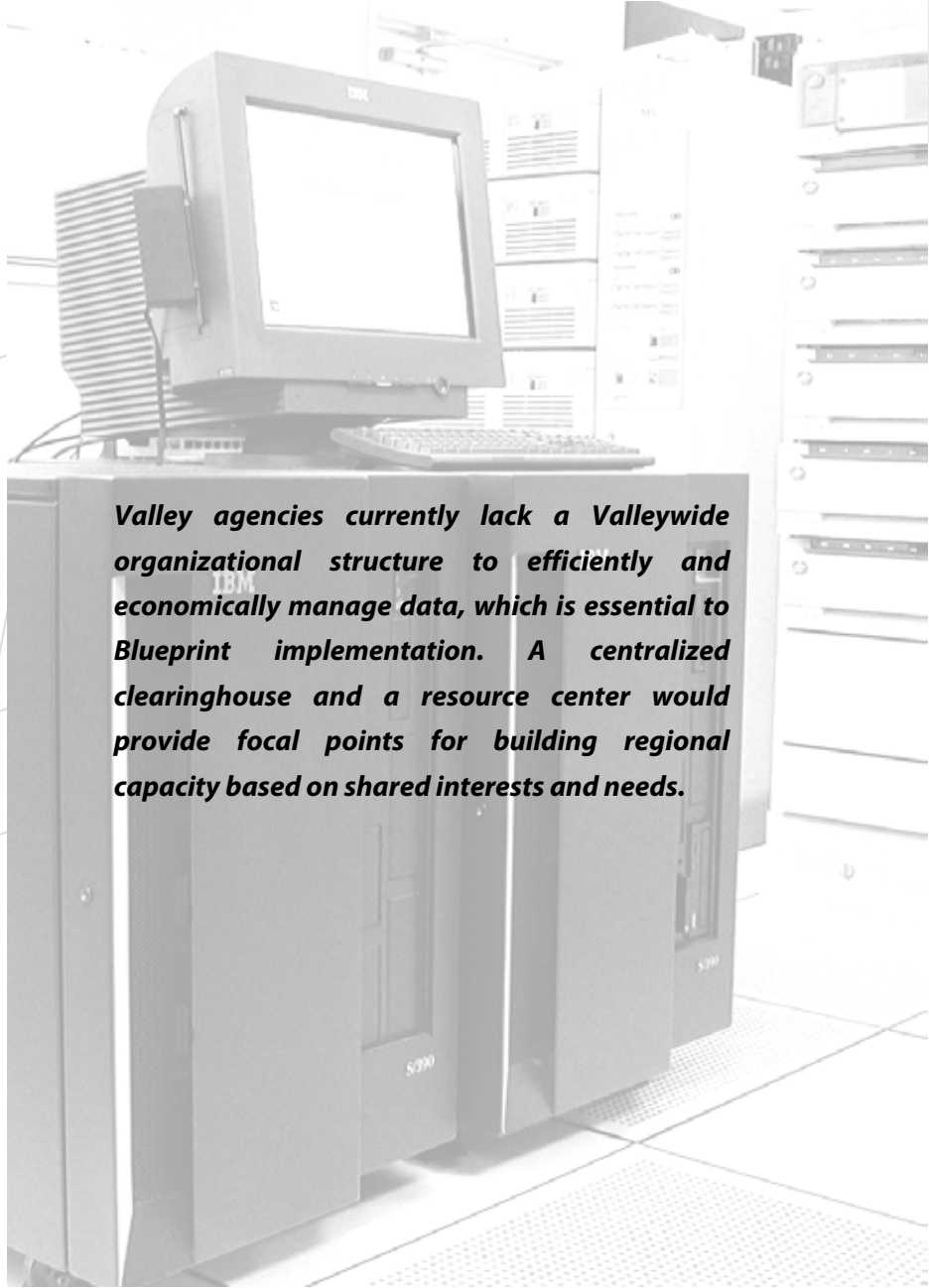
- Regional Policy Council
- Valley Regional Planning Agencies
- Modeling Subcommittee
- Cities and Counties
- Universities

Timing

- 2010—2011; Ongoing

Funding

- HUD Sustainable Communities Grants
- Transportation funds



Valley agencies currently lack a Valleywide organizational structure to efficiently and economically manage data, which is essential to Blueprint implementation. A centralized clearinghouse and a resource center would provide focal points for building regional capacity based on shared interests and needs.

CREATE A REGIONAL TECHNICAL COORDINATING COMMITTEE

Successful implementation of Blueprint will depend on all regional partners systematically coordinating their programs and initiatives on a regular basis.

More than a half-dozen organizations with a Valleywide focus are concerned with land use, transportation, and resources issues. These include the Regional Policy Council, the Partnership for the San Joaquin Valley, the Great Valley Center, the San Joaquin Valley Air Pollution Control District, the Compact of Cities (Smart Valley Places), the San Joaquin Valley Supervisors Association, and other organizations. While there is crossover among membership in these organizations, there is no formal mechanism for coordinating their various programs and initiatives to achieve the Blueprint. The result is unnecessary redundancy and competition among regional organizations and missed opportunities to coordinate resources and focus on Blueprint implementation. There are also several State and Federal agencies that will play important roles in implementing the Blueprint.

Convening a technical coordinating committee that includes all the regional organizations, State and Federal agencies, and any other entities that may have an interest or are involved in the region, would be useful in addressing overlapping interests, avoiding redundancy, and leveraging resources for Blueprint implementation. This type of coordinating committee has proven to be useful in other areas of the state and should serve the region well in its efforts to implement the Blueprint.

Recommendations

- Create an interagency Regional Technical Coordinating Committee.
- Conduct semi-annual Regional Technical Coordinating Committee meetings.

Responsible Partners

- Regional Policy Council
- San Joaquin Valley Air Pollution Control District
- California Partnership for the San Joaquin Valley
- Great Valley Center
- Compact of Cities
- Rural Communities Network
- San Joaquin Valley Supervisors Association
- San Joaquin River Restoration Program
- Universities
- League of California Cities
- California State Association of Counties (CSAC)
- California Association of Councils of Governments (CalCOG)
- State and Federal Agencies
- Federal Interagency Task Force

Timing

- 2012; On-going

Funding

- Participating agencies pay own expenses

References

- None

CONDUCT AN ANNUAL REGIONAL EVENT TO CELEBRATE THE BLUEPRINT

Successful implementation of the Blueprint will be enhanced if Blueprint principles and concepts are celebrated and refreshed on an annual basis in a regional venue.

Since its founding in 1998, the Great Valley Center has held annual conferences in the spring. These well-attended conferences are two-day events that feature speakers of state, national, and international prominence, special presentations, and numerous concurrent breakout sessions on a range of topics.

Since 2007 the California Partnership for the San Joaquin Valley has held one-day “Summits” each Fall. Similar to the GVC annual conference, the Summit features prominent speakers, special presentations, and concurrent breakout sessions. Since 2006 the Regional Policy Council has held annual “Policy Conferences” in the Fall. Similar to the GVC and Partnership programs, the annual conference features prominent speakers, breakout sessions, and the announcement of Blueprint Awards.

While quite successful, these three annual conferences cover many of the same topics, feature many of the same speakers, and draw from the same pool of potential attendees. In effect, the conferences compete against each other. In the current financial climate, it will be difficult to continue to hold all three of these conferences every year.

Recommendations

- Consolidate the three Valley conferences into a single annual two-day conference. This conference should include speakers, educational breakout sessions, a progress report on Blueprint implementation and other Valleywide programs, and awards.
- Continue to make annual Blueprint awards for Sustainable Development Projects and Blueprint Leadership and announce winners at the annual event.

Responsible Partners

- Regional Policy Council
- Great Valley Center
- Partnership for the San Joaquin Valley
- League of California Cities
- California State Association of Counties

Timing

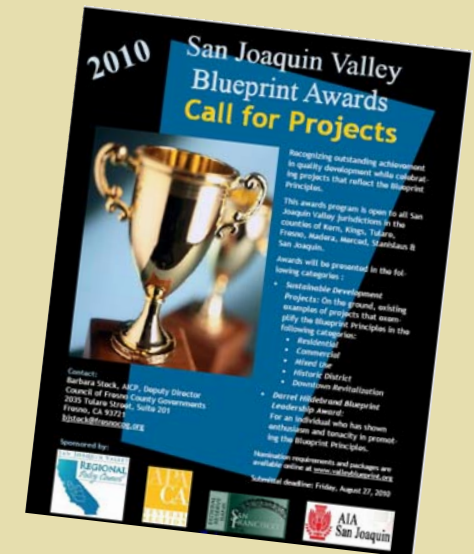
- Annually

Funding

- Contributions from the regional organizations
- Registration fees
- Corporate sponsorships

References

- None



CREATE A LEADERSHIP TRAINING AND PUBLIC OUTREACH PROGRAM

Successful implementation of the Blueprint will depend on an informed citizenry and local leaders in addition to popular support for the Blueprint principles.

In their individual Blueprint efforts during 2006 through 2008, the eight Valley RPAs conducted extensive public outreach efforts to educate and solicit input. The collective effort of the eight Valley RPAs was unprecedented, involving thousands of residents and stakeholders and hundreds of agencies and organizations. The outreach efforts included public workshops, stakeholder meetings, community organization and service club meetings, meetings with public agencies, summits, informal surveys, online surveys, telephone surveys, and newspaper and radio media campaigns. In some counties there were major efforts to conduct workshops in Spanish, provide other translation services, and provide outreach to high school and college students. Yet, most Valley residents still know little or nothing about the Blueprint.

The issues of land use and development are vital to every community. The implementation of the Blueprint will rest in the hands of community leaders throughout the region. Over time, the leadership will change as will the implementation strategies. Keeping the vision and principles in front of the public and decision-makers will require ongoing leadership development in the region.

There are currently several active leadership programs in the Valley. Local chambers of commerce offer leadership programs, many of which include sessions on planning and land use. The California State Association of

Counties and the League of California Cities have programs for elected officials. Individual cities also offer leadership training programs. The Great Valley Center has several leadership development programs designed to meet the needs of different levels of the community. GVC's Institute for the Development of Emerging Area Leaders (IDEAL) is designed to provide emerging leaders with information, skills, and background on the Valley's most important issues. The Great Valley Leadership Institute for elected officials focuses on development of personal skills, and the American Leadership Forum provides training for private sector leaders in the region.

The HUD Sustainable Communities Grant will create a Community Leadership Program. In this program the Compact of Cities will work with communities to provide leadership development for the residents of the San Joaquin Valley. The Community Leadership Program will include programs to improve methods for local government to engage the public, especially low-income and marginalized groups, in their planning and decision-making processes. It will also provide regional workshops and webinars for government staff, banking and investment personnel, and community members, covering such topics as transportation, land use, affordable housing, education, employment, water, and green infrastructure.

Recommendations

- Provide information and materials on the Blueprint to all existing leadership programs in the region to be included as part of their curriculum and programs.
- Create a series of Executive Forums for elected officials to enhance their effectiveness as champions of good planning and public policy in their cities and counties. This program would leverage existing regional training offered by GVC and the American Leadership Forum.
- Identify a responsible organization to create a leadership development program in each of the eight counties. The local programs will serve to promote participation and engage marginal populations in planning and decision-making processes and provide the participants with information on the benefits of good land use planning to individuals, families, and communities.
- Create a regional educational program to address topical issues in local communities such as transportation, land use, affordable housing, education and employment, water, and green infrastructure.
- Develop a set of public education and outreach tools for inclusion in the Planners Toolkit, including tools focusing on traditionally underrepresented groups. The tools should be designed to inform and educate the public about the Valley Blueprint and to encourage public participation. In targeting underrepresented groups, the tools must take into account cultural and linguistic needs.
- Create a high school curriculum for teaching land use and Blueprint principles. The curriculum must be developed with students unique learning needs and specific outcomes in mind. The curriculum should be designed so that it can be used, with modifications if necessary, for students at the college level.

- Reestablish a masters in city and regional degree program at a University in the Valley. CSU Fresno previously offered such a degree in the 1970s and 1980s.

Responsible Partners

- Regional Policy Council
- Valley Regional Planning Agencies
- Cities and Counties
- Great Valley Center
- Compact of Cities
- California Coalition for Rural Development
- Small Communities Network
- Local Government Commission
- PolicyLink
- Universities

Timing

- 2012; On-going

Funding

- HUD Sustainable Communities Grant
- Participant fees and grants
- Local governments
- Universities

References

- San Joaquin Valley Blueprint Planning Process Summary Report, September 2010



MONITOR BLUEPRINT IMPLEMENTATION

Successful implementation of the Blueprint and the programs of the eight Valley RPAs suggests reviewing the Roadmap strategies regularly, documenting accomplishments, and monitoring changes in conditions in the Valley that the Blueprint seeks to influence.

The Regional Policy Council and Valley RPAs already periodically report on accomplishments relative to their adopted work programs and State and Federal grants. In 2007, the San Joaquin Valley Blueprint Coordinating Committee adopted a matrix of performance measures to track changing conditions in the Valley based on what the Valley RPAs could model and what the Valley RPAs felt was important to monitor. The matrix includes 13 measures grouped under six headings: transportation, mass transit/choices, air quality, economy and housing/jobs balance, agricultural land preservation, and environmental conservation.

In 2007, the California Center for Regional Leadership published the California Regional Progress Report. Under the direction of the California Strategic Growth Council and with the sponsorship and support of many state-level and regional agencies, the California Regional Programs Report was updated in November 2010. The report is designed to measure and compare progress of 14 regions in California based on 20 measures (indicators) grouped under four headings:

- Efficient Transportation and Land Use
- Economic Competition and Opportunity
- Environmental Health
- Resources Efficiency and Conservation

Recommendations

- Create a program for an annual review of the Blueprint strategies and their implementation and updating the Roadmap to revise, delete, or add strategies based on the annual review and changing conditions and opportunities.
- Institute a Blueprint performance measurement program based on the initial performance measures adopted by the Regional Coordination Committee in 2007.
- Participate in and support updating of the California Regional Progress Report.

Responsible Partners

- Regional Policy Council

Timing

- Annually
- Ongoing

Funding

- SGC Proposition 84 Grants
- Caltrans Blueprint Program Grants

References

- Valleywide Performance Measures, San Joaquin Valley Blueprint Coordination Committee, June 12, 2007
- 2010 California Regional Progress Report, Applied Development Economics, Inc., et al., November 2010

FIGURE 1: Summary of Regional Progress

		Bay Area	Butte	Central/S.E. Sierra	Monterey Bay Region	N. Sacramento Valley	North Coast	Northeast Sierra	Sacramento Area	San Diego	San Joaquin Valley	San Luis Obispo	Santa Barbara	Shasta	Southern California	CALIFORNIA
EFFICIENT TRANSPORTATION AND LAND USE																
Vehicle Miles Traveled	per Capita, 2001-2008															
	Total, 2001-2008*															
Vehicle Fuel Consumption	per Capita, 2000-2007*															
	Total, 2000-2007															
Conversion of Agricultural lands to Urban & Built-up Uses	1996-1998 to 2004-2006															
Urban Greening*	per Capita, 2010															
ECONOMIC COMPETITIVENESS AND OPPORTUNITY																
Job Growth	2002-2008															
Wage Growth*	1996-2008															
Green Employment & Establishments*	Employment, 1995-2008															
	Business Establishments, 1995-2008															
Housing Affordability	Renters, 2005-2008															
	Owners, 2005-2008															
ENVIRONMENTAL HEALTH																
Air Quality*	Particulate Matter 2.5, 2000-2004 to 2005-2009															
Asthma	2001-2007															
Overweight & Obesity	2001-2007															
RESOURCE EFFICIENCY AND CONSERVATION																
Energy Use per Capita	Non-Residential Electricity Consumption, 2001-2008															
	Residential Electricity Consumption, 2001-2008															
	Non-Residential Natural Gas Consumption, 2001-2008															
	Residential Natural Gas Consumption, 2001-2008															
Urban Water Use*	per Capita, 1995-2005															

* Denotes that the measure and/or indicator is new for this report and was not included in the 2007 California Regional Progress Report.

■ The region experienced an improvement over the designated time period (three years or longer). An improvement could mean decreased or increased values or rates, depending on the indicator.

■ The region has not made progress on the indicator; yellow signals caution.

■ There was a small gain, but may not reflect a measurable change due to lack of precise data.

□ Reflects where data are not available, especially for rural or smaller regions.

BLUEPRINT VALLEYWIDE PERFORMANCE MEASURES

Goal	Objective	Measure	Tool(s)	Methodology
Transportation				
Reduce energy consumption	Reduce travel	Hours of travel per day, per person and per vehicle	traffic model & mode split model	Extraction from traffic model. Divide by total population.
Increase mobility	Reduce congestion	Delay, per person and per vehicle	traffic model & mode split model	Extraction from traffic model. Delay is a direct measure of congestion. Person-hours helps compare across modes.
Increase efficiency	Increase reliability of travel times	Percent of network that is congested	traffic model	Percent of links operating at Level of Service E or F.
Mass Transit / Choices				
Create effective and efficient transit services	Increase transit usage	percent transit	mode split model	Estimate with mode-choice model and/or with demographic data extrapolations.
Increase use of auto alternatives	Increase non-SOV trips	percent non-SOV	mode split model	Estimate ratio of person-trips to vehicle-trips, using mode-choice model and/or demographic extrapolations.
Land Use that encourages transit	Promote transit via compact growth	Transit suitability	GIS	Compactness rating based on density and shape of urban area
Air Quality				
Improve air quality	Reduce congestion, trips	emissions, (trips)	traffic model, EMFAC (or other)	VMT and trips, which comes from existing travel models. Emissions model EMFAC or perhaps other (URBEMIS)
Meet air quality standards	Reduce VMT	VMT per household	traffic model	Extraction from traffic model, divide by total households.
(Better information)	Reduce truck-related emissions	(truck-related emissions)	(truck model)	Cannot be estimated right now, but would be a very good measure. Valley-wide Truck Model is in development.
Economy & Housing / Jobs Balance				
Create a diverse economy with quality jobs	Increase number of higher-paying jobs	Change in jobs/housing ratio	UPLAN or other	Measure the change in jobs/housing ratio on a county-wide or regional basis
Facilitate affordable housing	Reduce commuting	Community Balance	GIS	Change in % of workers living in communities that have a jobs/housing balance
Agricultural Land Preservation				
Preserve productive ag economy	Preserve productive ag land	Reduction in ag land conversion	GIS, Uplan	Acres of ag lands (prime & non-prime) converted. Measure productive ag land if possible.
Environmental Conservation				
Preserve open space, green space, and sensitive environmental resources	Identify and preserve these resources	Reduction of impacts to open space and environmental resources	GIS, Uplan	Acres of environmental resources impacted. Identify total and breakdown by type.

Source: Valleywide Performance Measures, San Joaquin Valley Blueprint Coordination Committee, June 12, 2007

The California Regional Progress Report (2010) uses indicators to compare regions within the state. This report is a valuable tool to track implementation of the Blueprint and measure improvements in quality of life in the Valley.

Source: 2010 California Regional Progress Report, Applied Development Economics, Inc., et al., November 2010

VALLEYWIDE BLUEPRINT VISION STATEMENT

Successful implementation of the Blueprint is enhanced by the Valleywide Blueprint vision statement which creates an overarching philosophical framework to link the Blueprint planning efforts of the eight Valley RPAs.

The Valley Blueprint program conducted between 2005 and 2009 resulted in separate Blueprints for each of the eight counties and a Valleywide Blueprint. Each of the eight individual Blueprint efforts created a vision statement, a set of principles (and, in some cases, values statement), a preferred growth scenario diagram, and a target residential density. The Valley Blueprint adopted by the Regional Policy Council in 2009 included a preferred growth scenario diagram, an overall residential target density, and a set of 12 Smart Growth Principles, but it did not include a Valleywide vision statement.

Beginning in the early 2000s the four largest regional planning agencies in California (San Francisco Bay Area, Sacramento, Southern California, and San Diego) launched visioning processes to develop regional land use growth scenarios and smart growth principles to address increasing growth pressures. These were the first regional “blueprint” programs in California, even though they went by different names. Prompted by the success of these early efforts, the California Department of Transportation (Caltrans) created the California Regional Blueprint Planning Program, which has supported development and continuation of blueprint programs throughout the state. All eight Valley Regional Planning Agency programs and the Valleywide effort have used the “Blueprint” label as a reference to the various regional visioning and scenarios development programs. Future outreach must convey what the regional efforts are

trying to accomplish, such as better communities, better quality of life, and better health, particularly to those segments of our society that do not regularly participate in mainstream civic affairs. The following Valleywide Blueprint Vision Statement accomplishes this task.

Valleywide Blueprint Vision Statement

The San Joaquin Valley will contain vibrant cities, small towns, and rural areas, each with its own unique character, offering a variety of housing types, and transportation choices to meet the needs of the population. The region will have a diversified economy that includes a strong agricultural sector. The region's schools will prepare students for productive 21st century jobs, and the region will have sufficient water, clean air, and plentiful natural resources to provide a high quality of life for current and future generations.





Fresno Grizzlies in Downtown Fresno

CHAPTER 5 Blueprint Implementation Partners

Effective implementation of the strategies outlined in the previous chapter of this report will depend upon the participation and cooperation of an array of Federal, State, and local government agencies and quasi-public and non-profit organizations. Most of these organizations have already made important contributions in the development of the Blueprint. This chapter describes these groups and their organizational and programmatic characteristics. All the agencies and organizations discussed in this chapter will play important roles in implementing the Blueprint. Coordination and communication among all of these groups will be a critical component of Blueprint implementation, recognizing that the roles and capacities of these agencies and organizations will change over time.

The Blueprint implementation partners discussed in this chapter include:

- Cities and Counties
- Other Local Agencies
- Regional Planning Agencies
- Regional Policy Council
- San Joaquin Valley Air Pollution Control District
- Partnership for the San Joaquin Valley
- Great Valley Center
- Colleges and Universities
- State Agencies
- Strategic Growth Council
- Non-Profit and Not-For-Profit Organizations

Cities and Counties

The San Joaquin Valley encompasses eight counties and 62 cities. Elected officials and city and county staff planners from virtually all these jurisdictions participated in developing the Blueprint. Their participation took three main forms: 1) assistance with Blueprint workshops; 2) formal participation on boards; 3) representation via their RPA membership.

Cities and counties have legal authority over local land use matters and, therefore, are critical partners in Blueprint implementation. Through their general plans, zoning ordinances, and other regulatory tools, cities and counties are the key to translating the Blueprint principles into policy and action. If development projects approved by cities and counties reflect Blueprint principles and densities, the Blueprint will be a success. If cities and counties minimize conversion of prime agricultural to urban uses, the Blueprint will be a success.

In short, the success or failure of the Blueprint process rests with the eight boards of supervisors and 62 city councils who decide where and how the Valley will develop. Commitment of these 70 partners to the Blueprint smart growth principles is essential.

- The 62 incorporated cities contain 73 percent (2.94 million) of the total 2010 estimated Valleywide population of 4.04 million.
- Cities with a population over 50,000 represent 75 percent (2.2 million) of the total 2010 estimated population of the 62 incorporated cities.
- Population in unincorporated areas amounts to over 1 million Valley residents.

City	2010 Population
Fresno	502,303
Bakersfield	338,952
Stockton	292,133
Modesto	211,536
Visalia	125,971
Clovis	96,868
Tracy	82,107
Merced	80,985
Turlock	71,181
Manteca	68,847
Lodi	63,549
Tulare	59,535
Madera	58,243
Delano	54,447
Hanford	53,266
Porterville	52,960
Ceres	43,219
Los Banos	36,421
Ridgecrest	28,726
Atwater	27,755
Reedley	26,227
Corcoran	25,692
Sanger	25,664
Wasco	25,541
Lemoore	25,461
Selma	23,435
Riverbank	22,201
Dinuba	21,542
Patterson	21,251
Oakdale	19,854
Coalinga	19,065
Chowchilla	18,698
Lathrop	17,969
Arvin	16,918
Avenal	16,236
Shafter	16,208
Ripon	15,468
California City	15,014

City	2010 Population
Kerman	14,381
Livingston	14,051
McFarland	13,942
Tehachapi	13,886
Parlier	13,658
Lindsay	11,800
Kingsburg	11,504
Orange Cove	11,049
Farmersville	10,971
Newman	10,824
Exeter	10,752
Mendota	9,966
Taft	9,264
Waterford	8,860
Huron	8,082
Woodlake	7,927
Escalon	7,185
Firebaugh	6,941
Hughson	6,240
Fowler	5,764
Gustine	5,250
Dos Palos	5,041
San Joaquin	4,071
Maricopa	1,153

Unincorporated	2010 Population
Kern County	305,536
Fresno County	174,783
San Joaquin County	147,035
Tulare County	146,356
Stanislaus County	115,418
Merced County	88,992
Madera County	76,714
Kings County	35,634

Source: State of California, Department of Finance, E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change—January 1, 2009 and 2010. Sacramento, California, May 2010.

Other Local Agencies

In addition to cities and counties, there are many other local agencies that will be indirectly involved in implementing the Blueprint. In the eight-county Valley region, there are hundreds of special districts that provide and manage facilities and programs that are critical to the health and safety and quality of life in the Valley. These include, among others, school districts, water districts, wastewater districts, drainage districts, and others whose boundaries are not coterminous with city and county boundaries. Most of these agencies have their own elected boards of directors and independent authority over their own facilities and operations. Many of the agencies will be expected to work with cities and counties to support Blueprint implementation through energy and water conservation programs and the provision of services to new development.

Local agency formation commissions (LAFCOs) in each county are charged with reviewing and approving creation of new local agencies and changes in the boundaries or services provided by cities and special districts. LAFCOs boards are made up of city, county, and public representatives. While LAFCOs are not land use planning agencies, their authority to make decisions on city and special district expansion and boundaries can be critical to how the Blueprint is implemented.

Valley Regional Planning Agencies

The San Joaquin Valley Blueprint is the product of a three-year process (starting in 2006) carried out by the eight Valley RPAs: the Council of Fresno County Governments (Fresno COG), the Kern Council of Governments (Kern COG), the Kings County Association of Governments (KCAG), the Madera County Transportation Commission (MCTC), the Merced County Association of Governments (MCAG), the San Joaquin

Council of Governments (SJCOG), the Stanislaus Council of Governments (Stan COG), and the Tulare County Association of Governments (TCAG).

Each of the Valley RPAs is the Regional Transportation Planning Agency and the Metropolitan Planning Organizations (MPO) for their county. This means that their primary responsibilities are to plan for transportation and to develop and administer the Regional Transportation Plan (RTP). The RTP is a long-term 20-year plan for a county transportation network, and encompasses projects for all types of travel including aviation and freight movement. In addition to the RTP, each Valley RPA is responsible for updating countywide transportation models, Regional Transportation Improvement Programs (RTIP), and Federal Transportation Improvement Programs.

Beyond transportation responsibilities, Valley RPAs are involved in a range of other programs, which depending on the RPA, includes housing, land use policy, education, carpool/vanpool or rideshare programs, and regional data processing. Valley RPAs are responsible for assigning the Regional Housing Needs Allocation (RHNA) as a part of the State-mandated Housing Element process. As a result of SB 375, Valley RPAs will now be responsible for aligning the RHNA with the RTP. The Valley RPAs have varying levels of capacity for implementing the Blueprint. They all have permanent staffs ranging in size from 4 to 33 persons; however, most of their expertise is in transportation planning, not land use. The Valley RPAs receive much of their funding from State and Federal transportation grants.

While cities and counties have the legal authority over land use, the Valley RPAs have the most capacity for implementing the Blueprint for several reasons. **However, they have no land use control affecting city and county**

jurisdictions. As lead agencies on the Blueprint grant application, they have the most access to State blueprint funding for implementation. Through their role as regional transportation agencies, they have significant technical capacity to coordinate transportation programming and funding. This role is expanding with SB 375 to include a mandate to coordinate transportation and housing with sustainable land use patterns. The Valley RPAs also have significant capacity to coordinate programs among their member cities and counties.



Regional Policy Council

The Regional Policy Council was created in 2006 by a memorandum of understanding (MOU) among the eight Valley RPAs to: provide focus and guidance on interregional policy issues; represent the Valley at the State and Federal levels; and work with the California Partnership for the San Joaquin Valley. The Regional Policy Council is made up of two elected officials and one alternate from each of the eight Valley RPAs, and one representative from the SJVAPCD. The Regional Policy Council does not have its own staff or budget; all of its administrative and technical support comes from the individual Valley RPAs.

The Regional Policy Council was the decision-making body for the combined Valley Blueprint planning process, and continues to be for the implementation of the Blueprint. It also serves as the Transportation Working Group for the Partnership. The RPC will provide ongoing oversight for all Blueprint implementation efforts.

San Joaquin Valley Air Pollution Control District



The San Joaquin Valley Air Pollution Control District (SJVAPCD) encompasses the airshed of the eight counties in the San Joaquin Valley. The SJVAPCD develops plans and implements control measures consistent with Federal and State requirements for non-attainment areas. It also conducts public education and outreach programs. The SJVAPCD was an active partner both financially and technically during Blueprint development. The SJVAPCD directly participated in the Blueprint planning process through its role on the Blueprint Coordinating Committee and as a member of the Regional Policy Council and the Valley Planners Workgroup. The District provided nearly \$750,000 in matching funds during the first two years of the planning process and provided technical assistance throughout the Blueprint process.

The SJVAPCD governing board is made up of 15 members: eight county supervisors (from the eight valley counties), five city council members, and two public members appointed by the Governor. The district gets its funding from three sources: permit fees paid annually by businesses operating within the district; motor vehicle registration fees generated by a \$7 surcharge fee on every vehicle registered within the district; and State and Federal grants. The district receives State grants from the California Air Resources Board and the Environmental Protection Agency. The SJVAPCD is expected to provide continuing technical and financial support for Blueprint implementation efforts.

Partnership for the San Joaquin Valley



The California Partnership for the San Joaquin Valley was created by Governor Arnold Schwarzenegger in 2005 to focus attention on and recommend changes to improve the economic well-being of the Valley. In November 2006 the Partnership adopted a ten-year Strategic Action Plan, which details its goals to help the Valley achieve a prosperous economy, quality environment, and social equity. The Partnership received \$5 million in FY 2006-2007 to implement the Strategic Action Plan. The Strategic Action Plan includes six major initiatives and recommendations for its ten working groups. The Strategic Action Plan specifically references the efforts of the Valley RPAs to enhance quality of life and identify the Valley Blueprint as an implementation strategy for the Transportation and Land Use, Agriculture, and Housing work groups.

Originally set to expire in November 2006, the authority of the Partnership was extended by two additional executive orders (S-22-06, S-17-08). On July 1, 2010, the Governor strengthened the Partnership with Executive Order S-10-10 by expanding the number and variety of members on the board and clarifying voting and decision-making authority. There are now six classes of voting directors in addition to a board chair and two deputy chairs. These include: State government directors, local government directors, private sector directors, liaisons to government agencies and commissions, representatives of consortia, and directors with special expertise. No additional funding was provided for the Partnership with this last executive order. The Partnership will continue to work closely with other Blueprint partners to provide research, policy, and funding support for implementation efforts.

Great Valley Center



The Great Valley Center has been integrally involved in the Blueprint, as a member of the California Partnership for the San Joaquin Valley (Partnership), as a partner throughout the Blueprint planning process, and as the current host for the Blueprint website and publications. As a tax exempt, nonprofit organization, GVC programs and activities encompass agriculture, economic development, telecommunications, leadership development, and energy and sustainability. Their 2009 Annual Report lists over sixteen programs including Agricultural Transactions Program, Sustainable Agriculture Program, Pixley Connect, City Success Fund, Green Bus Tour, Daily Connect e-newsletter, American Leadership Forum, Institute for Development of Emerging Area Leaders, and the Great Valley Leadership Institute. As a member of the Partnership, the GVC provided support, produced the annual report, hosted the annual summit, and staffed three work groups (i.e., Transportation, Advanced Communications Services (ACS), and Land Use, Agriculture, and Housing).

Now affiliated with UC Merced, GVC is currently (2010) developing a five-year action plan to align GVC's mission and programs with UC Merced's long-term strategic plan and Vision 2025, strengthen the connections between the two organizations, and continue to coordinate with Blueprint programs throughout the Valley.

Colleges and Universities

There are 21 public and private institutions of higher education in the Valley: Bakersfield College, Central Valley Higher Education Consortium, Cerro Coso Community College, College of the Sequoias, Columbia College, CSU Bakersfield, CSU Fresno, CSU Stanislaus, Fresno City College, Joint Doctoral Program in Higher Educational Leadership, Fresno Pacific, Humphries College, Merced College, Modesto Junior College, Porterville College, Reedley College, San Joaquin Delta College, Taft College, UC Merced, University of the Pacific, and West Hills College. The Valley colleges and universities will have an important role in supporting Blueprint implementation through continuing research and technical assistance to other Blueprint partners.



State Agencies

The Business Transportation and Housing Agency (BTHA) oversees 14 departments (including Caltrans and the Department of Housing and Community Development), several economic development programs (e.g., California Partnership for the San Joaquin Valley), and commissions. BTHA programs affect a wide range of sectors involved in planning such as transportation, public safety, affordable housing, and economic development. In 2006, BTHA created a Blueprint Learning Network team to work with the regional Blueprint programs in a series of workshops on overcoming the challenges and obstacles to effective regional blueprint planning.

Caltrans is the State agency responsible for funding, administering, and supporting the California Regional Blueprint Planning Program. Caltrans has awarded \$20 million in Federal regional transportation planning funds to develop regional blueprints and provided funding to 18 MPOs and 15 RTPAs. From 2005 to 2009, Caltrans awarded the Valley Blueprint a total of \$6,675,000:

- \$2,000,000 in Fiscal Year (FY) 2005/2006
- \$1,950,000 in FY 2006/2007
- \$1,375,000 in FY 2007/2008
- \$1,350,000 in FY 2008/2009

In addition, Caltrans staff from Districts 6 and 10 and State headquarters have participated in the Blueprint Learning Network and the Valley Planners Workgroup.

The Department of Transportation is expanding the State's transportation

planning process to include development of a statewide transportation blueprint focused on interregional travel needs. The California Interregional Blueprint (CIB) will articulate the State's vision for an integrated, multimodal interregional transportation system that complements regional transportation plans and land use visions (i.e., blueprints). When complete, the CIB will become the foundation for the 2040 update to the California Transportation Plan (CTP). CTP should result in stronger partnerships with regional and local agencies and better data for decision-making at the State, regional, and local levels. Continuing financial and technical support from State agencies is essential to the success of Blueprint implementation.

Strategic Growth Council

In September 2008 when Governor Arnold Schwarzenegger signed SB 732 creating the Strategic Growth Council (SGC) as a cabinet level committee tasked with coordinating the activities of State agencies to:

- improve air and water quality
- protect natural resource and agriculture lands
- increase the availability of affordable housing
- improve infrastructure systems
- promote public health
- assist State and local entities in the planning of sustainable communities and meeting AB 32 goals

SGC consists of the Director of State Planning and Research, the Secretary of the Resources Agency, the Secretary for Environmental Protection, the Secretary of Business, Transportation and Housing, the Secretary of

California Health and Human Services, and one member of the public appointed by the Governor.

SGC has several statutory duties, including: administering grant programs, coordination and outreach, research and data management, and state infrastructure planning. SGC also advocates SGC objectives at the Federal level and works with the High Speed Rail authority to ensure the project meets SGC objectives. SGC supports the planning and development of sustainable communities by providing grant funding (Proposition 84) for preparing, adopting, and implementing general plans, general plan elements, regional plans, or other planning programs, and for preparing and implementing urban greening projects. Financial support from the SGC is essential for local and regional sustainable planning efforts that implement Blueprint smart growth principles.

Non-Profit and Not-For-Profit Organizations

The Blueprint planning process has highlighted the critical and diverse role of non-profit and not-for-profit groups in shaping policy and actions in the valley. These groups range from environmental, social, and business advocacy groups to health related, agricultural preservation, and many other areas. Land use and transportation policy touches almost every segment of our social structure. That reality is being recognized increasingly by these groups and by transportation and land use planning agencies. To successfully bring about the Blueprint vision for the valley, a broad range of non-profit and for-profit groups will need to positively support and participate in making the smart growth principles part of the daily fabric of life in the valley.



Looking east toward the Sierra Nevada in Tulare County

CHAPTER 6 Financial Resources

In addition to institutional capacity, implementing the Blueprint will require substantial fiscal resources at the local and regional level. The dramatic downturn in the economy and the resultant impact on local planning agency budgets has taken place since the Blueprint planning process was begun. While the State has recognized the need to provide funding to go with new mandates they have not, as yet, been able to provide the funding to cover existing and expected local agency costs. This lack of funding will be one of the most important barriers to moving the Blueprint principles and recommendations forward. This chapter describes a broad range of funding sources and financial tools that may be useful for funding local agency efforts to incorporate the Blueprint principles in their plans and implementing ordinances. Still needed is a consistent long-term funding source for local agencies to conduct long range planning. Seeking this long term funding source could be an important regional advocacy role for those seeking to support the Blueprint and the local agencies that have the responsibility for land use planning.

TAXES AND FEES

Assessment Districts

Formation of an assessment district is a financing tool available to cities, counties, and special districts that allows the costs of public improvements to be apportioned among beneficiaries. Assessment districts are a form of “user pays” financing. Benefit assessments are often used for flood control, fire services, and water systems. Assessment district formation includes districts authorized by the Landscaping and Lighting Act of 1972, which specifically authorizes the use of districts for parks, recreation and open space, recreational improvements, and maintenance. Developers often create new assessment districts at the time of development approvals, and then new homeowners within the district pay for the cost of the improvements through the district.

Bond Financing

Local governments, including special districts, have the authority to issue debt in the form of bonds to pay the costs of developing infrastructure. The debt is repaid over the life of the bonds, usually at very favorable, tax exempt interest rates. The two basic types of bonds are general obligation

bonds and revenue bonds. While general obligation bonds are secured by government taxing power, revenue bonds are secured by a pledge of projected revenues. Bonds may also be issued by Joint Powers Authorities for projects that exceed the boundaries of any one jurisdiction.

Business License Fees

Business license fees are an excise tax imposed on businesses by local governments and are usually based on gross receipts or levied at a flat rate. Business license fees are typically general fund revenues and can be used to fund a broad range of municipal expenses.

Impact Fees

Impact fees are assessments imposed as a condition of approval for development projects that apportion the costs of required public facilities and services to new development. Authorized by AB 1600, the impact fee must be “reasonably related to the cost of the service” or facility provided by the local government. Local government impact fees often include sewer and water facilities, public safety, roads and freeway interchanges, schools, parks and open space, libraries, and other facilities that are consistent with the standard of service within a community. Under the California Government Code, cities and counties can charge a fee on new development for maintaining their general plans.

Local Auto Registration Taxes

Counties received legislative authority to assess a \$1 surcharge on in-county vehicle registrations for vehicle theft prevention programs. The authority for this fee will expire in 2018. The fee could be legislatively reinstated or extended for other purposes such as infrastructure improvements, transit systems development or operations, or open space conservation.

Mello Roos Community Facilities Fees

Mello Roos fees are property taxes imposed on real estate within a defined geographic area. Mello Roos districts facilitate public financing through the sale of tax exempt bonds to pay for provided infrastructure and services. The collected taxes are used to pay the debt on the bonds.

CEQA Mitigation Fees

CEQA mitigation fees are assessments imposed by lead agencies as a condition of approval for development projects. Mitigation fees are charges on new development for negative impacts that development may have on the community. Mitigation fees are most frequently used to compensate for the loss of agricultural land or natural resource habitat. The use of mitigation fees is limited to funding programs and actions directly related to the identified impact

Property Taxes

Property taxes are ad valorem taxes limited to 1 percent of assessed property value. The property tax represents a significant though decreasing share of local government revenue. Property tax rates can be increased through special assessments and bonds (covered elsewhere in this chapter) approved through a local election with a two-thirds majority vote.

Property Transfer Taxes

Property transfer taxes are imposed at the local level based on a percentage of the sale price of the property. While some cities and counties have transfer taxes that were grandfathered in prior to the passage of Proposition 218, the establishment of new transfer taxes are generally held to require a two-thirds vote of the electorate. However,

property transfer tax agreements related to development approvals have become more popular as a method of financing affordable housing and other community benefits. Under such an arrangement, a developer agrees to include a property transfer tax on parcels created in the new project that generate revenue each time the parcel is sold.

Business Improvement Districts

Business improvement districts are formed by local governments, with the agreement of the district business owners. They represent a public-private partnership in which the business owners in the district agree to a special assessment and the purposes for which the assessments will be collected and spent. A city, county or joint powers authority may create the district and levy the assessments after providing public notice and holding a hearing. If there is no protest by a majority of the property owners, the district may be formed. The assessments can provide funding for a variety of purposes, including parking facilities, parks, fountains, street lighting, and other streetscape features. Assessments may also be used for special events and promotion of tourism.

Sales Taxes

Sales tax are taxes on tangible personal property charged as a percentage of the purchase price of an item. Sales tax is not charged on services at this time in California. The current statewide base sales taxes is 8.25 percent, one percent of which goes to local government. Cities, counties and special districts may add optional supplementary taxes to the current rate of 8.25 percent with two-thirds voter approval. "Self-help" counties, have been successful in winning voter approval for local sales tax increases to provide local matches for transportation funds. Self-help Counties in the San Joaquin Valley include: Fresno, San Joaquin, Madera,

and Tulare. Many other local option taxes have been approved for a variety of purposes, including libraries, economic development, public safety, and schools.

Transient Occupancy Taxes

Transient occupancy taxes (TOT) are imposed by local government on the rental of motel, hotel, and other "transient" accommodations. TOT are general revenues used for broad range government activities. Imposition of a new TOT requires two-thirds voter approval.

Tax Increment Financing

Tax increment financing is the primary funding mechanism for redevelopment activities. The difference (or increment) in property tax revenues between the base year of the assessed property value at the date of formation of a redevelopment agency and the increase in property values in the current year is captured by a redevelopment agency. Tax increment does not change the amount of taxes that the property owner is required to pay, but it does change the formula for distribution of tax revenues among existing agencies. All cities and counties in California have the authority to form redevelopment districts to capture tax increment revenue, although the State Legislature has frequently narrowed the application and use of the increment funds. This may change, however, as the new Governor tries to balance the State budget.

Utility Users Taxes

Utility user taxes previously could be imposed by local governments on the consumption/use of electricity, gas, cable television, water, and/or telephone service. The rate of the tax and its use are determined by the local government but the establishment of a new tax must be approved by the voters. A two-thirds vote is required for a special tax for a specified purpose, and a majority vote is required for a general tax without a specified purpose.

GRANTS AND LOANS

In addition to using taxes and fees, local governments may apply for range of grants and loans. While the grant and loan programs described here represent a broad overview of current programs, the opportunities change often. It is advisable to check frequently for the most current information on available programs. Current information is available from a number of sources, such as the League of California Cities, the the California State Association of Counties, the Local Government Commission, and others, which maintain up-to-date lists of grants and discretionary funding sources. Information on available Federal grants can be found at www.grants.gov.

As the national economy recovers, it is likely that funding to support plans and development compatibility with the Blueprint principles will expand. Already, the current trend toward smaller houses and strategies to reduce carbon emissions suggest that the emphasis on sustainability and “green” buildings and transportation are likely to continue in the private market. Public funding is likely to fall in step to bolster additional support.

Federal American Recovery and Reinvestment Act

The Federal American Recovery and Reinvestment Act (ARRA) is an economic stimulus package enacted in February 2009. Not intended as an ongoing revenue source, the stimulus was intended to create jobs and promote investment and consumer spending during the [recession](#). The Act includes Federal tax incentives, expansion of [unemployment benefits](#) and other [social welfare provisions](#), and domestic spending in education, health care, and infrastructure, including the energy sector. A significant portion of funds available under ARRA are in the areas of transportation, energy, and environment, and provide opportunities to advance projects that not only address critical infrastructure and other needs, but also help address the air quality situation in the San Joaquin Valley.

California Energy Commission

The California Energy Commission (CEC) has various grant and loan programs to promote energy efficiency and mitigate climate change. Existing resources have been supplemented by American Recovery and Reinvestment Act funding from the Federal government. (See www.energy.ca.gov/recovery/blockgrant)

California Strategic Growth Council

Using funds from voter-approved Proposition 84, the Strategic Growth Council (SGC) awards grants to local governments for planning and for urban “greening.” The Proposition 84 funds represent a major new source of funding for local and regional planning programs that address sustainability, climate change, and smart growth. The San Joaquin Valley RPAs received a \$1 million grant from the SGC in December 2010 for Valley Blueprint implementation as well as a \$2.5 million grant for the Valleywide

Model Improvement Program. In addition, the following Valley agencies received SGC grants totaling over \$4.7 million:

- City of Arvin received \$150,000 for an Air Quality & Health Element and Comprehensive Green Zoning Code and General Plan Updates
- City of Clovis received \$295,500 for the Shaw Avenue Corridor Plan
- City of Corcoran received \$450,000 for a General Plan Update
- City of Farmersville received \$267,000 for a Comprehensive Infrastructure Master Plan
- City of Fresno received \$992,214 for a Strategic Centers Solution for SB375 Implementation
- Kings CAG received \$385,000 for a county-wide Climate Action Plan;
- City of Merced received \$251,345 for the Bellevue Corridor Community Plan
- City of Riverbank received \$536,000 for the SR 108 the Relinquishment and Reinvestment Plan
- Stanislaus County in concert with nine cities received \$1,000,000 for development of a Regional Sustainability Toolbox
- City of Stockton received \$398,423 for a Climate Action Plan

(See <http://www.sgc.ca.gov/> for up to date information, funding deadlines and grant requirements.)

California Department of Transportation

Caltrans provides various grants and types of assistance to local governments, COGs, and MPOs. The specific programs change from time to time, and, while this discussion provides a framework for reference, the

best source for up-to-date information is the Caltrans website. Caltrans has several programs, managed mainly through the Departments Division of Local Assistance or the Division of Transportation Planning, that are excellent sources for local land use and transportation planning, including: Caltrans Local Assistance, [Community-Based Transportation Planning](#), [Environmental Justice: Context-Sensitive Planning](#), [Safe Routes to Schools](#), [Bicycle Transportation Account](#), [Environmental Enhancement and Mitigation](#), and the [Regional Blueprint](#). Caltrans also administers grants that support projects focused on environmental justice, historic resources, environmental restoration, bicycle pathways, and public engagement. (The Caltrans District Director for each district can provide additional information or see <http://www.dot.ca.gov/hq/tpp/grants.html>.)

California Department of Water Resources

The California Department of Water Resources (DWR) and the State Water Resources Control Board provide grants and loans for a variety of purposes, including flood protection planning, local groundwater assistance, and urban streams and watershed restoration. Loans are available for water conservation programs and local water supply construction. (See www.water.ca.gov/grants)

California Department of Housing and Community Development

The California Department of Housing and Community Development (HCD) has more than a dozen grant programs available to local governments, most of which are focused on housing. The Infill Infrastructure Grant program provides assistance for infrastructure and the development of infill housing projects. The HOME program, designed to assist cities and counties in providing and maintaining affordable

housing, provides funds for rehabilitation, new construction, and acquisition and rehabilitation, for both single-family and multifamily projects, and predevelopment loans to assist low-income renters and owners. (See <http://www.hcd.ca.gov>)

regional planning that recognizes the interconnectedness of transportation, housing, community and economic development, and environmental sustainability. This bill will likely be reintroduced in the 2011 session of Congress.

Federal Department of Housing and Urban Development

The Sustainable Communities Regional Planning Grant program administered by the Federal Department of Housing and Urban Development (HUD) is designed to support multi-jurisdictional regional planning efforts that integrate housing, economic development, and transportation decision-making in a manner that empowers jurisdictions to consider the interdependent challenges of economic growth, social equity, and environmental impact simultaneously. The first round of funding was completed in October 2010, but there will likely be other similar opportunities through HUD, the U.S. Department of Transportation, and the US Environmental Protection Agency, working together as The Partnership for Sustainable Communities. The Compact of Cities (Smart Valley Places) representing 14 of the 16 largest cities in the Valley received a \$4 million Sustainable Communities Planning grant in October 2010.

Livable Communities Act

Under the Livable Communities Act the Federal Office of Sustainable Housing and Communities would oversee two grant programs. One grant program would make \$2.2 billion available for communities to build and improve affordable housing, strengthen public transportation, promote transit-oriented development, and redevelop Brownfield sites. A second grant program would provide \$500 million to support comprehensive

	Other	Operations/ Maintenance	Housing	Farmland	Planning	Open Space/Parks	Transportation	Redevelopment	JPA/MPO/COG	Special District	County	City	Loan/Debt	Grant	Property Owner Approval	Voter Approved Tax	Legislative Enacted
		USE						AGENCY				MECHANISM					
Taxes and Fees																	
Assessment Districts		x		x		x	x	x	x	x	x	x			x	x	
Bond Financing			x		x	x	x	x	x	x	x	x	x				
Business License Tax	x										x	x					
Impact Fee	x										x	x					
Auto Registration Tax	x										x						
Mello Roos Community Facilities			x	x		x	x	x			x	x	x				
CEQA Mitigation	x								x	x	x	x					
Property Tax			x						x	x	x	x					
Property Transfer Tax			x						x		x	x					
Sales Tax			x						x	x	x	x					
Transfer Occupancy Tax	x								x	x	x	x					
Tax Increment Financing (Redevelopment Agency)	x							x									
Utility Users Tax			x						x		x	x					
Grants and Loans																	
ARRA									x		x	x					
California Energy Commission.									x	x	x	x					
Strategic Growth Council									x		x	x					
Caltrans									x		x	x					
Department of Water Resources									x	x	x	x					
Housing and Community Development											x	x					
Housing and Urban Development									x	x	x	x					



Vernal pool near the Valley foothills

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Sunset over northern San Joaquin Valley

APPENDIX A- OTHER CONTRIBUTORS

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Mike Dozier, CSU Fresno
John Dugan, City of Fresno, Director of Planning and Development Department
Joan Faul, City of Atwater, Mayor
Bruce Freeman, Castle & Cooke
Ann Johnston, City of Stockton, Mayor
Bob Keenan, Home Builder Industry Association, President/CEO
Jim Kopshever, City of Chowchilla, Mayor
Bob Link, City of Visalia, City Council
Mike Locke, San Joaquin Partnership
Nathan Magsing, City of Clovis, City Council
Chandler Martin, San Joaquin County, Community Development Department
Pete McCracken, City of Porterville, City Council
Mike McKeever, SACOG, Executive Director
Gregg Meissner, City of Stockton, Deputy Director of Community Development, Planning and Services Division
Kathy Millison, City of Clovis, City Manager
Mike Nelson, Merced County Board of Supervisors

Joe Neves, Kings County Board of Supervisors
Jean Okuye, Merced County Farm Bureau
Tony Oliveira, Kings County Board of Supervisors
Mike Prandini, BIA Fresno/Madera
Jim Ridenour, City of Modesto, Mayor
Patricia Stever, Tulare County Farm Bureau, Executive Director
Gary L. Svanda, City of Madera, Mayor
Marty Tuttle, Caltrans Planning & Modal Programs
Linda Vernon, City of Tehachapi, Mayor
Kitty Walker, City of Stockton, Redevelopment Program Manager
Cherylee Wegman, City of Wasco, City Council
Tom Wheeler, Madera County, Board of Supervisors
Chuck Winn, City of Ripon, Mayor
Wayne Zipster, Stanislaus County Farm Bureau, Executive Director

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APPENDIX B - INSTITUTIONAL ARRANGEMENTS WHITEPAPER

In August 2010 the San Joaquin Valley Regional Planning Agency¹ Directors directed Mintier Harnish, as part of its work on the Blueprint Roadmap, to research different existing regional institutional arrangements. The Directors also directed Mintier Harnish to: *"identify options for effective institutional arrangements for the Valley that would facilitate implementation of the San Joaquin Valley Blueprint."*

The Institutional Arrangements Whitepaper builds on the Nelson Nygaard memo, *San Joaquin Valley Policy Council Summary of Development Workshop, Outcomes, and Recommendations*, and information from a Federal Highway Administration funded study, *Staffing and Administrative Capacity of Metropolitan Planning Organizations* (FWA Report). The whitepaper includes nine profiles of regional planning agencies, illustrating

different types of organizational structures with varying levels of responsibilities, authority, and resources. The profiles include California agencies as well as agencies in Washington, Oregon, and Colorado. Additional profiles of MPOs from throughout the United States can be found in the Federal Highway Administration study.²

The whitepaper also identifies three institutional options for the San Joaquin Valley to implement the Valley Blueprint and further Valleywide programs and initiatives. The options are described in terms of organization type; legal authority; membership and representation; voting structure; responsibilities and functions; staffing; and potential revenue sources. Each option also includes a set of conclusions.

The whitepaper is organized into three major sections. The first section describes the relationship of institutional arrangements to implementation of the Valley Blueprint. The second provides a summary of nine regional planning agencies profiled. The third section outlines three institutional arrangement options for the Valley.

The full version of Institutional Arrangements Whitepaper is included in this appendix by reference.