

Comprehensive
Approaches

01





01

Comprehensive Approaches

POLICIES

- 1 Provide leadership from the top
- 2 Articulate a vision for how the state should grow
- 3 Establish a set of state development principles
- 4 Establish a set of measurable state development goals
- 5 Develop a communications campaign to achieve the state's growth vision
- 6 Align state programs with state development principles and goals
- 7 Create a growth cabinet
- 8 Integrate the state's growth criteria into discretionary funding decisions
- 9 Create an office to coordinate growth Issues
- 10 Adopt a "fix-it-first" policy
- 11 Require state facilities to be located within designated growth areas and downtowns

To effectively address the challenges posed by growth and development, states must put in place programs, policies, and structures that allow them to see and respond to the "big picture" of statewide development patterns. State government needs to be structured in ways that foster collaborative policies and investments instead of inhibiting them. Many specific policies must be administered on a department-by-department basis, but states must unify these efforts by adopting comprehensive approaches that not only integrate, but add value to individual department actions.

There is no substitute, of course, for leadership from the top. Beyond that, any State that is serious about improving its land use decisions needs to work with citizens to create a development and preservation vision for the state and a set of development principles that all parties agree to abide by. This vision could include statewide approaches to transportation, housing, and job creation, as well as a consistent strategy to communicate these ideas to the public and to local decision makers. Once a program is underway, states need to create realistic goals, develop objective measures of progress toward those goals, and report the results periodically to the public.

1

Provide leadership from the top

ACTION

State government actions play an enormous role in the way growth, development, conservation, and other related land use issues unfold in each state, even when the bulk of land use authority rests at the local level. No single action a state can take is more important than having strong leadership from the top. By making use of personality, as well as by specific action, governors — or, by extension, their cabinet secretaries — can and do set the tone for the policies they pursue. Every policy in this primer is more likely to be successful if it is fully backed by the state's chief executive and the heads of individual agencies. There is absolutely no substitute for leadership from the top.

PROCESS

There is no single process by which governors can demonstrate leadership on growth issues, but rather multiple ways. Governors and department heads can demonstrate leadership internally by making clear to their staff their vision for high quality growth and community design and then by insisting that state agencies work together to develop and implement policies to achieve that vision. To make this happen, governors must designate an internal leader and vest that person with clear authority to make the changes the governor envisions. Externally, governors, secretaries, or agency directors can use the enormous power of their 'bully pulpit' to exhort local governments, federal partners, the private sector and the state's citizens to demand more sustainable housing and transportation, historic preservation, and other actions that contribute to smart land use. Governors and their cabinet secretaries should highlight for the public and the press times when they have departed from 'business as usual' to make difficult decisions in support of smarter development.

Governors need to recognize and understand the roles that their policies, regulations, and investments play in influencing how the private sector invests and builds. The private sector plays an important part in reshaping the state's landscape, but still operates within the mélange of processes and procedures created by the government. States that align these procedures across various departments can encourage the private sector to contribute greatly toward the achievement of state goals.

EXAMPLES

Governors in Virginia, California, Arizona, New Jersey, Maryland, and Maine — from all across the political spectrum — have assumed strong leadership roles on growth issues. The list includes Virginia Governor Tim Kaine, California Governor Arnold Schwarzenegger, Arizona Governor Janet Napolitano, former New Jersey Governor Christine Todd Whitman, former Maryland Governor Parris N. Glendening, and former Maine Governor Angus King. These governors — and many others — have used their positions to engage the public and empower their cabinet secretaries and staff to make more aggressive growth decisions that offer a more sustainable future for their state's citizens.

2

Articulate a vision for how the state should grow

ACTION

To assure that citizens are given a voice in how their state grows and develops, state officials should launch a visioning process to help citizens articulate what they want their state to look like in the future. Successful implementation of smarter growth practices and policies requires a place-based vision and broad public support. Without such a vision, it is difficult for a state to achieve significant results despite strong state leadership, investment, incentives, and partnerships. A vision can help create consensus and build new partnerships in support of a governor's growth agenda. The creation of such a vision may be what enables a state to move beyond incremental improvements to growth and development toward a change in the very nature of growth.

PROCESS

The state government should partner with the non-profit and private sectors to conduct a statewide visioning process, or a visioning process concentrated on key regional or metropolitan centers in the state. The administration should reach out to private sector partners from the business, education, and non-profit sectors and encourage them to initiate or participate in a visioning process. These interests can bring capital and visibility to a visioning effort. Their involvement also can help counter concerns that state involvement in community visioning threatens local control of land use

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

decisions. Organizing these business and community interests around a visioning effort can lead the creation of a permanent non-governmental entity or alliance of organizations that can coordinate the continued advocacy regarding development in the state or key regions within the state.

Alternatively, the state's transportation or planning department could provide grants to metropolitan planning organizations or other regional planning organizations in the state to fund regional visioning efforts. Such a program could engage regional planning entities, provide flexibility in addressing regional variations, and potentially lead to the creation of a number of models that could be disseminated among regions in the state.

However it is done, the visioning effort should incorporate a discussion of how the vision is to be implemented to achieve a set of specific, measurable goals.

EXAMPLES

Envision Utah

State business leaders who felt that protecting Utah's high quality of life required coordinated development and implementation strategies initiated the Envision Utah effort. The Quality Growth Strategy was developed in 1999, following two years of citizen involvement and education. Getting local communities to focus on implementation has been important to Envision Utah's success. The state provided technical support to the effort. Envision Utah has been instrumental in changing the overall understanding and readiness of the private sector as well as public agencies to embrace quality growth concepts. Envision Utah continues to educate various municipalities and communities while the Wasatch Front Regional Council, a voluntarily formed regional association of five counties and their municipalities, has been promoting the quality growth principles to local municipalities for incorporation into their comprehensive and transportation plans.

Envision Utah: <http://www.envisionutah.org>

The California Blueprint Planning Program

Administered by the California Department of Transportation, the California Blueprint Planning Program has provided approximately \$15 million in federal transportation funds to metropolitan planning organizations over two years as seed money for regional visioning efforts since 2005. Grant recipients were required to contribute at least 20 percent match from non-federal funds. This is a competitive grant program that seeks to support efforts by metropolitan planning organizations to create a consensus among local planning agencies and stakeholders on a preferred growth scenario for the next twenty years.

The California Blueprint Planning Program:

<http://calblueprint.dot.ca.gov>

The Urban Land Institute's Reality Check

District councils of the Urban Land Institute have joined forces with other partners in various metropolitan regions around the country, such as Los Angeles, California; Washington, D.C.; Fredericksburg, Virginia; and four separate regions in Maryland to conduct growth visioning exercises that generally go under the title of "Reality Check." Using table-top regional maps and blocks or chips to represent projected growth in housing and jobs, a cross section of citizens are asked to determine where the growth projected to come to their region over the coming decades should be located. The exercises have been valuable in raising public awareness of the growth pressures and choices facing a region.

Urban Land Institute Reality Check Guide:

<http://www.uli.org>

Maryland Reality Check:

<http://www.realitycheckmaryland.org>

Louisiana Speaks

The Louisiana Recovery Authority, a state agency, adopted the Louisiana Speaks Recovery Plan in 2007. This plan was the culmination of an 18-month public process in which more than 27,000 residents of the state articulated a post-hurricane development vision for Southern Louisiana. The state has initiated implementation of many key components of the plan, including the development of model smart growth codes for local governments, planning for a passenger rail system between New Orleans and Baton Rouge, and an effort to create a new State Office of Planning that can

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

coordinate the roles and funding of state, regional, and local agencies and jurisdictions.

Louisiana Speaks: <http://www.louisianaspeaks.org>

3 Establish a set of state development principles

ACTION

To make sure everyone in a state administration is focused on issues of growth and development, governors should initiate a process to articulate a broad set of development principles for their states. A shared set of development principles for the state, its regions, and localities provides a basis for determining how a state can most effectively deploy its leadership, investments, incentives, and partnerships to achieve desired development objectives. The development principles should be rooted in a state development vision. The principles will help add predictability to the development process by sending a signal to the private sector and local governments regarding the type of development patterns that the state will support.

PROCESS

Development principles should articulate the development pattern the administration envisions and will support through investments, capital spending, and permitting actions. A state should articulate specific development principles with the expectation that local governments and the development community will support and implement programs based on those principles. The principles can be initially developed by a state Office of Smart Growth, Growth Sub-Cabinet, or comparable office or cabinet group as part of a collaborative and interagency process. To gain credibility and acceptance, the principles must incorporate input from the public through a comprehensive statewide visioning or related outreach campaign. Once developed, these principles could be issued via executive order or codified in state statute that requires all state agencies to incorporate the development principles into their program planning, spending and permitting decisions.

A communications campaign should reinforce the principles (see *Policy #5, Develop a communications campaign, in this section*). Model developments and policy actions should be used to exemplify the principles. This will not only define and clarify the development

principles, but also illustrate progress and motivate additional communities and developers to pursue the goals outlined in the development principles.

EXAMPLES

Pennsylvania's Keystone Principles

In 2005 Pennsylvania adopted a series of development principles known as the Keystone Principles for Growth, Investment, and Resource Conservation. They are intended to help coordinate and guide the investment and funding decisions of state agencies. In addition to the 10 principles, the state also developed "core criteria" and "preferential criteria" to aid agencies in integrating the principles into their decision-making process. The principles were developed over a two-year period by a state interagency working group.

Pennsylvania's Keystone Principles:

<http://www.phmc.state.pa.us/bhp/pkp.pdf>

4 Establish a set of measurable state development goals

ACTION

To help assure that a citizen-inspired vision for how a state should grow comes to fruition, state officials should establish a set of specific goals that must be reached in order to achieve the vision. This list of goals could include specific actions that each state agency is expected to take or an assessment of changes in land use patterns (e.g., growth inside cities and towns vs. growth outside cities and towns) or behavior (e.g., the number of vehicle miles traveled per capita per year). It is important that these goals be ambitious, yet achievable. Above all, they must be measurable. If necessary, new methods of collecting data may have to be instituted to assure that progress toward specific goals can be tracked. Without a method of tracking progress, states have no credible way of determining if their land use policies are having the desired effect.

PROCESS

As with the development principles mentioned above (see *Policy #3, Establish a set of state development principles, in this section*), an initial set of goals could be developed by a department of planning or similar state agency, an Office of Smart Growth, or a growth sub-cabinet. Goals must be developed in cooperation with

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

local governments and the private sector and would gain greater credibility and acceptance if developed as part of a public outreach campaign. Once developed, the set of goals can be adopted internally within the administration via executive order, overseen by a semi-independent planning commission or similar outside group, or be placed in state statute. They also may be adjusted over time as conditions warrant. To date, only a handful of states have developed, maintained, and amended statewide land use goals. Each state has created goals that are specific to that state's own land use vision.

In 1979, Oregon's Department of Land Conservation and Development developed the Nineteen Statewide Planning Goals. These 19 goals serve as guidelines and must be consistent with the comprehensive plan of each municipality and county. Since their adoption, other states have followed suit. Washington developed a Growth Management Act, which lists a number of goals that municipalities and counties should follow and implement as part of their comprehensive plans. In 2001, the New Jersey Planning Commission adopted the New Jersey State Development and Redevelopment Plan, which lists eight goals or visions which the state would like to accomplish by the year 2020. Delaware, Connecticut, Rhode Island, New Hampshire, Hawaii, and Florida have all adopted different sets of goals.

Clearly, such an effort can be constrained (seriously, in some cases) by limitations on the availability of certain data or inconsistencies between jurisdictions on how and when certain data are collected and/or maintained. There are undoubtedly potential indicators of the progress of a state's land use program that could be or should be measured, but for which no one currently keeps data or the data are unreliable or incomplete. So, states that wish to establish meaningful land use goals must pay appropriate attention to the data that must be collected in order to measure progress against those goals.

EXAMPLES

Oregon's Statewide Planning Goals:
<http://www.oregon.gov/LCD/goals.shtml>

New Jersey State Development and Redevelopment Plan:
<http://www.nj.gov/dca/og/plan/stateplan.shtml>

Washington Growth Management Act: <http://www.mrsc.org/Subjects/Planning/gma/GMAupdates.aspx>;
<http://www.gmhb.wa.gov/gma/>

5

Develop a communications campaign to achieve the state's growth vision

ACTION

To successfully implement a statewide growth management program, it is imperative that the Governor and his or her administration develop a communications campaign that explains the State's growth and development vision, principles and goals to the public and what will happen if the vision is not attained.

PROCESS

The Governor should direct the Office of Smart Growth, state planning office, or other appropriate agency, as well as his or her communications staff, to develop a carefully planned and comprehensive communications campaign focused on the state's growth vision and strategy. The campaign, which should be led by a designated communications director, must target the public, local government officials, and even state agency employees. A successful campaign will not only convince the public of the need for a new approach to development, but also of the ability and will of the state to transform the built environment for the betterment of the state's citizens. An important part of such a campaign is to identify and highlight local champions, especially local officials, as well as worthy models of action at the local level. This will position the overall effort so that it is not viewed as driven from the top down, but rather as an approach that is responding to local demand and which has local support.

A communications strategy should have the following elements:

- If appropriate, the Governor should be promoted as the leader of this effort.
- The Governor's speechwriter, press staff, and the public information officers in state agencies should be involved in discussions about the elements of this campaign so they thoroughly understand the overall approach and each government agency's specific role.
- The campaign should have an appealing, aspirational name. The Governor and top members of the administration should refer to the campaign by name at every opportunity until it becomes a household phrase.

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

- The campaign should focus on “quality of life” issues such as providing vibrant, attractive communities, protecting the scenic beauty of remaining green spaces; ensuring plentiful and safe drinking water (the primary reason Americans vote to increase their taxes for conservation is to protect their sources of drinking water); dealing with traffic congestion (the “time tax”); and addressing public health issues ranging from air pollution to a built environment that discourages exercise and promotes obesity.
- The campaign should be about offering citizens choices — choices in housing, choices in transportation, choices in lifestyles.
- The campaign should develop a list that can be used to explain clearly to the public the negative impacts of growth on the state and what is almost certain to happen if the challenges of growth and development are not addressed.
- A campaign should include media field trips to visit examples of good development or wise preservation — examples that the administration hopes will be replicated elsewhere in the state. These field trips could include legislators, local government officials, business leaders, and others.

EXAMPLE State of Maryland

Both leading up to and following the enactment of its Smart Growth and Neighborhood Conservation initiative in 1997, the State of Maryland engaged in active communications campaign that was critical to generating legislative, stakeholder, and public support for the effort. The Governor participated in numerous public events to highlight aspects of the smart growth initiative, and consistently referred to the effort in his speeches. A GIS-based video showing the change in development patterns over time was created and used widely to show how dispersed the state’s development pattern had become. Cabinet secretaries were expected to use their positions to discuss how their agencies were contributing to the smart growth effort. The staff developed a smart growth Web site and produced a variety of printed documents, ranging from “toolbox” brochures listing various state smart growth programs to pocket-size fact sheets about various smart growth issues or bumper stickers with smart growth slogans (“More Choices — Better Places”). A smart growth speakers’ series was initiated, as were annual Youth Environmental Summits for high school students and a

“Picture the Maryland You Want” art and photo contest for school students. Cabinet and staff made regular and frequent presentations to a broad array of groups, from local governments to stakeholder groups to non-profit and advocacy organizations. Individual news reporters were taken on tours of smart growth sites. The state gave out smart growth awards, and sought awards for its activities as evidence of outside validation for the smart growth effort. Staff to the Governor also helped identify and celebrate the contributions of local officials or other local supporters as “Smart Growth Champions.”

6 Align state programs with state development principles and goals

ACTION

The Governor should task each state agency with aligning its programs with the state’s development vision, principles, and goals (*see Policies #2, Articulate a vision for how the state should grow; #3, Establish a set of state development principles; and #4, Establish a set of measurable state development goals in this section*). In order to be successful, the state’s development vision, principles, and goals must be institutionalized and implemented at every level within the state’s agencies.

PROCESS

The Governor should require each state agency to conduct an evaluation of all its programs to determine if they are consistent with the state’s development vision, principles, and goals. The analysis should review and propose changes to all actions — administrative, organizational, regulatory, budgetary, or statutory — that are affected by or that can be used to support the state’s growth agenda. The results of the inventory and analysis should be used by each agency to develop an implementation plan that should set forth actions, create a schedule for undertaking actions, and propose measures to gauge the agency’s progress toward achieving its growth-related goals. Each agency should be required to align all investments and regulatory actions to support the overarching mission.

The implementation strategy could be released publicly or used for internal purposes only. This effort could be coordinated by the state planning agency, Office of Smart Growth, or development sub-cabinet.

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

EXAMPLES

Livable Delaware

In 2001, Governor Ruth Ann Minner of Delaware signed an executive order directing all state agencies to inventory and evaluate programs and identify policy changes — including budget, legislative, and administrative changes — that would support the objectives of her Livable Delaware agenda. Each state agency was required to produce a Livable Delaware Implementation plan within seven months. The plans were then used to develop an integrated and comprehensive state smart growth strategy. In 2004, Governor Minner issued an executive order requiring each state agency to update its Livable Delaware Implementation plan.

Livable Delaware: <http://stateplanning.delaware.gov>

California's SB 375

In September 2008, Governor Arnold Schwarzenegger signed SB 375. The bill requires the California Air Resources Board (CARB) to establish regional goals for reducing greenhouse gas emissions across all economic sectors, including land use and transportation. Each of the seventeen metropolitan planning areas in California will have specific emissions reduction targets for 2020 and 2035. The bill requires that funding decisions for regional transportation projects align with the regional planning agencies' plans to meet the emission goals.

California's SB 375: <http://www.leginfo.ca.gov/>

7

Create a growth cabinet

ACTION

The Governor can create a sub-cabinet or other subset of his or her cabinet that can bring interagency focus to the growth issues facing the state. A sub-cabinet can share information, encourage interagency collaboration, and jointly target growth-related state spending and investment. Sub-cabinet members could include the secretaries of transportation, housing, planning, natural resources, environment, economic development, education, health, administration or general services, and budget and finance. Although these agencies control the majority of capital spending in most states, they too often operate independently. As a result, state infrastructure spending is underused as a tool for

achieving growth objectives. Sharing information, cross-departmental cooperation, and coordinating spending decisions across state agencies through a growth sub-cabinet is critical to supporting a balanced and equitable development pattern.

PROCESS

The sub-cabinet could be established administratively, by executive order, or by statute and given the responsibility and authority to share information, require cross-departmental cooperation, and coordinate the budget decisions of the transportation, environment, housing, education, and state facilities agencies. The sub-cabinet should have clear goals and consistent direction (*see Policy #4, Establish a set of measurable state development goals, in this section*). Specific goals for each agency should be defined through a process in which agencies propose how to implement the vision and principles described in Policies #2, Articulate a vision for how the state should grow and #3, Establish a set of state development principles, in this section. The Governor should appoint someone to head the sub-cabinet and grant that person the authority to make investment decisions. The chair of the sub-cabinet should answer directly to the Governor. The chair should have authority to press individual departments to strengthen their implementation efforts. (*see Policy #6, Align state programs with state development principles and goals, in this section*). The sub-cabinet must also designate senior staff from within member agencies who are responsible for follow-up actions. The sub-cabinet should meet regularly, ideally every week or two, to engage in joint decision making.

EXAMPLES

Massachusetts Office of Commonwealth Development

The Massachusetts Office of Commonwealth Development, established in 2003 under Governor Mitt Romney, was created to coordinate the capital and discretionary spending decisions of the state's transportation, housing, environment, and energy departments. This "super secretariat" coordinated these departments at different levels starting from the OCD cabinet to staff working groups. Among its accomplishments are increasing multi-family housing by three times over three years, the passing of the Smart Growth Zoning Act, the development of the Massachusetts Climate Action Plan, successful city revival

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

projects, such as in Worcester, and the thwarting or transformation of destructive projects.

EPA 2006 National Award for Smart Growth Achievement: http://www.epa.gov/smartgrowth/awards/sg_awards_publication_2006.htm#overall_excellence

Pioneer Institute for Public Policy Research 2005 Better Government Competition:
http://www.pioneerinstitute.org/pdf/bgc_2005.pdf

Arizona's Growth Cabinet

Governor Janet Napolitano established Arizona's Growth Cabinet by Executive Order in January 2007. The Cabinet coordinates state agency activities and collaborates with cities, towns, and Tribal communities to develop and implement a smart growth and development process that integrates land and water use planning and development with the planning and development of existing and future state infrastructure. The Cabinet is made up of the directors (or their designees) of fifteen state agencies.

Arizona Department of Commerce, Office of Smart Growth: <http://www.azcommerce.com/SmartGrowth>

New York's Smart Growth Cabinet

In December 2007, New York Governor Eliot Spitzer issued Executive Order 20 creating a Smart Growth Cabinet. The cabinet consists of high-level policy-makers from various state agencies that have an impact on growth and development patterns. The cabinet is chaired jointly by the Governor's Deputy Secretary for the Environment and the Deputy Secretary for Economic Development and Infrastructure.

Executive Order 20: http://www.ny.gov/governor/executive_orders/xeorders/20.pdf

Virginia's Sub-Cabinet on Community Investment

Virginia Governor Tim Kaine signed Executive Order 69 in June 2008 creating the new Sub-Cabinet on Community Investment and directed his cabinet and executive branch agencies to work with the sub-cabinet to make investment decisions. Membership includes the secretaries of Natural Resources, Administration, Commerce and Trade, Finance, and Transportation. The purpose of the sub-cabinet is "to provide advice

to the Commonwealth on the use of existing state discretionary funds to ensure that investment decisions promote economically and environmentally sustainable communities."

Executive Order 69: http://www.governor.virginia.gov/Initiatives/ExecutiveOrders/2008/EO_69.cfm

8

Integrate the state's growth criteria into discretionary funding decisions

ACTION

There is no better way to determine what an administration values than to look at where and how it spends taxpayer money. If a state is concerned about the challenges of growth and development, the state's discretionary spending should support its development principles and goals (see *Policies #3, Establish a set of state development principles and #4, Establish a set of measurable state development goals, in this section*). One effective way to do this is to use a scorecard system that allots discretionary funding on the basis of how well projects follow the state's growth principles and meet state goals. The Governor can direct the Office of Smart Growth, growth sub-cabinet, or other appropriate agency to develop a scorecard that integrates the state's development principles and goals into the state's discretionary funding programs. Discretionary funding programs support infrastructure and capital investments, which in turn affect the location and character of growth. Importantly, states can spur local reform of zoning and other land use regulation/management policies at the local level by providing — or withholding — state discretionary funds. Integrating growth criteria into these programs can encourage growth in existing communities, reward communities for policy changes that support smarter growth outcomes, and make sure that state investment is consistent with state development objectives.

PROCESS

The first step is to ask the growth sub-cabinet, Office of Smart Growth, or other appropriate agency to translate the state's development principles and goals into criteria that will be used in evaluating funding requests. These

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

criteria should be used to formulate a mock scorecard. The mock scorecard can be used to get the public involved and get local buy-in through a process to refine, finalize, and institutionalize the scorecard. As part of this process, staff will also need to determine whether the growth criteria will supplement or replace existing program criteria.

While criteria are being developed, all available discretionary funds should be inventoried in such areas as housing, economic development, infrastructure, water and sewer, schools, transportation, and recreation. This inventory should include not only state funds, but also federal funds, passed through the state, over which the state has discretionary control. The inventory typically can be completed in two to three months.

It is important that local government officials not see the growth scorecard as an insurmountable barrier. Therefore, it is crucial to educate community leaders so that they understand the scorecard, its purpose, and how it can be useful to them. In addition, the state should provide targeted technical assistance to local governments, especially to help those that need to improve their scores to gain access to state funding. The scorecard provides an important incentive for communities to avail themselves of technical assistance programs that are provided or supported by the state, including technical assistance to help local governments that wish to revise their zoning, building, subdivision or other codes.

EXAMPLES

Massachusetts' Commonwealth Capital Program

In 2008, \$500 million in low interest funds and \$50 million in discretionary grants were distributed through the Commonwealth Capital Program using the commonwealth capital scorecard to evaluate funding requests against a set of smart growth criteria. The resulting score counts for 30 percent of the decision on whether they get a grant or loan in the Commonwealth Capital "family" of grants and loans. The checklist is kept as simple as possible and is filled out electronically.

To help local governments with low scores, technical assistance was made available through the Internet, as well as through site visits. Scores were posted on the Internet, as was all education and support material, to make the process as transparent as possible. Relevant

state funding programs were identified on the Internet and consolidated. As a result, many towns without professional planning staff discovered programs for which they were eligible but did not know existed.

Massachusetts' Commonwealth Capital Program:
<http://www.mass.gov>

Massachusetts Chapter 40R and 40S

The Massachusetts legislature adopted a smart growth zoning statute (Chapter 40R) that provides incentives for local governments to establish smart growth zoning districts. Smart growth zoning districts must fulfill certain density, affordability, and location requirements. Communities receive some incentives upon making zoning changes and receive further incentives based upon building permits issued, which ensures that the funding is supporting actual implementation, as well as planning and zoning. The legislature also enacted Chapter 40S, which created a Smart Growth School Cost Reimbursement Fund to compensate schools for additional costs incurred due to more compact development in the smart growth zoning districts.

Massachusetts' Chapters 40R and 40S:
<http://www.bos.frb.org/economic/neppcl/briefs/2006/briefs061.pdf>

9

Create an office to coordinate growth issues

ACTION

The Governor should form an independent office to coordinate issues related to growth and development. This office, whether an Office of State Planning or an Office of Smart Growth, should be a direct arm of the Governor's office. Such an office would answer directly to the Governor and be responsible for looking at the "big picture" of land use, development, and preservation in the state. The office would be expected to assure that all state agencies are aligned behind the state's common development vision (see *Policies #2, Articulate a vision for how the state should grow; #3, Establish a set of state development principles; and #4, Establish a set of measurable state development goals, in this section*). The office could also be tasked with coordinating outreach and message development around the Governor's growth agenda, as well as overseeing the formation and

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

implementation of growth-related policies and programs across state agencies. It is imperative that this office have the authority to speak on behalf of the Governor and to work not only with individual state agencies, but also with the private sector.

PROCESS

In some states, the Governor can create an Office of State Planning, Office of Growth Coordination, or Office of Smart Growth administratively or by executive order, while legislation may be required in other states. Even if legislation is unnecessary, it may be the preferred method of creating the office because it would then be institutionalized within state statute and less subject to the whims of future administrations. This office should be staffed with employees with substantive knowledge of agency programs and with the ability to form direct links to various state agencies. This can be accomplished by requiring that each state agency detail experienced employees to the growth coordination office, possibly on a rotating basis.

Among its potential duties, the office could lead an interagency process to develop a set of principles that articulate the Governor's growth vision (see *Policy #3, Establish a set of state development principles, in this section*). This vision should be the foundation for the administration's education and communications strategy (see *Policy #5, Develop a communications campaign to achieve the state's growth vision, in this section*), and be used to evaluate all state programs for consistency with growth management goals. The office should task each agency with inventorying all of its programs and proposing changes that would align the programs with state smart growth goals. The office should coordinate this effort and use the results of the inventory and analysis to develop a plan for growth and development that prioritizes state actions to support a more sustainable pattern of growth. This plan could be released publicly or used for internal purposes only.

The growth office could also establish subcommittees that are responsible for coordinating agency actions. These subcommittees should consist of senior agency officials and could be organized by topic, such as technical assistance, GIS, and communications. These subcommittees should meet at least monthly. In addition to these subcommittees, the office could also establish cross-departmental "swat teams" to provide coordinated assistance to developers and local governments who are attempting to get quality growth projects built but are running into regulatory,

policy, or financial obstacles. Demonstrated results on the ground can create early successes and help build support for the state's growth agenda.

EXAMPLE

Maryland Office of Smart Growth

The Maryland Office of Smart Growth was created in 2001 as an arm of the Governor's Office. It was responsible for encouraging cooperation among departments and providing technical advice on specific development projects to builders, developers, and local governments. The Office also coordinated the state's overall communications strategy for smart growth, drafting speeches and publications, updating websites, and hosting events with smart growth speakers. The Office of Smart Growth was staffed with personnel from various state agencies who were expert in how the actions of their home agencies affected the state's broader smart growth goals. Recent administrations have shifted the functions of the Office of Smart Growth to within the Maryland Department of Planning, a change that has made it more difficult for the office to influence the activities of other departments.

Maryland Office of Smart Growth:

<http://www.smartgrowth.state.md.us/subcab.htm>

Maryland Department of Planning:

<http://www.mdp.state.md.us/>

10

Adopt a "fix-it-first" policy

ACTION

A fix-it-first strategy can serve as an integral part of a state's comprehensive approach to growth. A fix-it-first strategy prioritizes infrastructure spending to support the maintenance and upgrading of existing structures and facilities instead of incurring the cost of constructing or installing new infrastructure. Fix-it-first approaches generally are used in funding transportation infrastructure (e.g., roads, bridges, and rail systems) (see *Policy #2, Adopt a "fix-it-first" approach, in the Transportation section*) and water infrastructure (e.g., sewers and drinking water treatment/distribution systems), but may also apply to schools, public or civic buildings, and housing.

Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

A fix-it-first strategy maximizes the value of past investments, minimizes the use of state funds on new projects, stretches limited resources, and reinvests in and revitalizes existing communities. These qualities make the fix-it-first strategy appealing to both government officials and the public.

PROCESS

A fix-it-first approach can apply to all infrastructure spending decisions and could be implemented in a number of ways. The Governor could direct his or her cabinet, growth sub-cabinet, Office of Smart Growth, or other applicable state agencies to integrate a fix-it-first approach into their review and approval of state capital investments. Fix-it-first should also be an explicit criterion used in the review of discretionary grant programs. A fix-it-first criterion could be included in any growth management scorecard a state might use in assessing the impact of spending decisions (see *Policy #8, Integrate the state's growth criteria into discretionary funding decisions, in this section*). To be consistent with a fix-it-first strategy, state policies regarding the rehabilitation of existing schools as well as the state's rehabilitation building code should be revised to ensure they support reuse and redevelopment.

The administration's communications strategy should emphasize the importance of applying a fix-it-first approach to state investments. A sense of urgency can be created by issuing a report on the "state of the state's infrastructure" that could compare the costs of fix-it-first strategies against the costs of building new infrastructure.

EXAMPLE

Michigan's Preserve First Program

In her first campaign for governor, Governor Jennifer Granholm promised to fix Michigan's roads. Within months of taking office, she freed up approximately \$400 million for repairs by delaying nearly 40 expansion projects. When the state legislature attempted to restore the projects through the budget process, she used a line-item veto to preserve her fix-it-first priorities (July 8, 2003 news release, Michigan Office of the Governor). In April 2003, the Michigan DOT established the Preserve First program. This program set goals of having 95 percent of freeways and 85 percent of non-freeways in "good" condition by 2007 and to increase the life of roads to 50 years.

11

Require state facilities to be located within designated growth areas and downtowns

ACTION

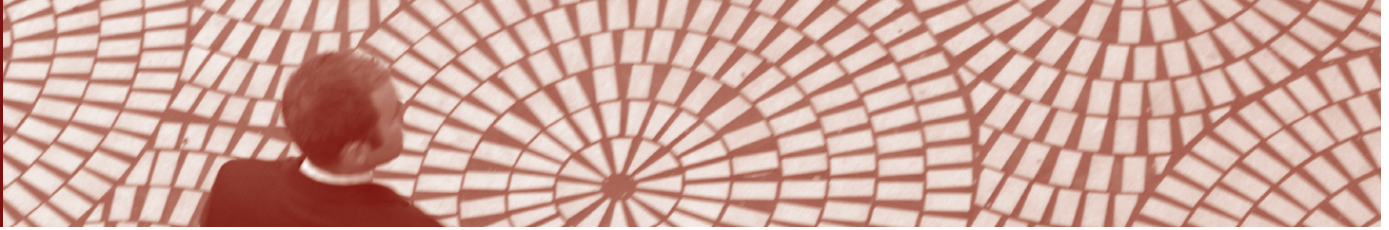
It is important for states to lead by example. One way of doing this is for the Governor to establish a policy that requires all state offices to be located within existing and designated growth areas, such as downtowns, main street areas, and transit oriented developments, unless there is a justifiable reason for an exception. By locating state offices — both owned and leased — in existing and designated growth centers, or by not moving them out of those locations to begin with, the Governor can send a powerful signal about the importance of in-town locations and contribute to the resurgence of existing communities. Locating state offices within existing communities creates jobs, increases street activity, supports local businesses and can create a demand for in-town living. State investments in existing communities often trigger additional public and private investment.

PROCESS

The Governor could issue an executive order or convince the legislature to pass legislation establishing requirements and guidelines for the location of state facilities. These guidelines should:

- define which types of properties need to be included (because of their function, some state facilities may need to be excluded);
- identify areas where buildings should be sited (i.e., in downtowns, urban areas, town or community centers, areas with diverse transportation options, within a street network that supports walking and is safe for pedestrians, areas targeted by local/regional/or state plans for higher density or mixed-use development); and
- include language that allows for the siting of facilities in targeted areas that lack pedestrian infrastructure and transportation options, if it is determined that putting the facilities there would accelerate the full development of that area consistent with smart growth goals or policies.

Once established, guidelines should be integrated into the site selection process, including the evaluation of potential sites.



Comprehensive Approaches

Policies that Work: A Governors' Guide to Growth and Development
<http://www.govinstitute.org/policyguide>

EXAMPLES

Oregon's Facility Siting Policy

In 1994, Oregon Governor Barbara Roberts issued Executive Order 94-07, "Siting State Offices in Oregon's Community Centers." To implement the order, the Oregon Department of Administrative Services developed a facility siting policy manual. The Department of Administrative services maps areas of the state that meet location criteria established under the executive order, including locations that are highly accessible by multiple travel modes, pedestrian friendly, have high-quality transit service, and are designated as urban centers by local or regional plans. These locations receive priority in siting decisions.

Oregon's Facility Siting Policy Manual:

<http://legov.oregon.gov/DAS/FAC/docs/1256115.pdf>

Pennsylvania's Downtown Location Law

Pennsylvania's Downtown Location Law was passed in 2000. Under guidelines that implement the law, state agencies are required to consider downtown location as a factor in location decisions. They are encouraged to consider rehabilitation or reuse of existing structures or new construction on available land in existing downtowns when making facility decisions.

Pennsylvania's Downtown Location Law:

http://www.dgs.state.pa.us/dgs/lib/dgs/realstate/Downtown__Guidelines.pdf

Help Desk

The following resources are available on our Web site at <http://www.govinstitute.org/policyguide/ComprehensiveApproaches/helpdesk.html>

Reports

Sprawl and Smart Growth Communication: Strategies and Options, Smart Growth Funders' Network; *Action Media Focus Group Report*, Smart Growth Funders' Network; *Smart Growth Translation Papers*, Smart Growth Funders' Network; *Final Report of the Maine Task Force on State Office Building Location, Other State Growth-related Capital Investments and Patterns of Development*

Organizations

Governors' Institute on Community Design; Smart Growth America; National Center for Smart Growth; Research and Education

Web Sites

Smart Growth Online