



Growth Management

Leveraging D.O.E. Energy Efficiency Conservation Block Grant Funding to Build the Fresno Green Development Code, a Strategic General Plan Update, and a New Sustainable Resource Program

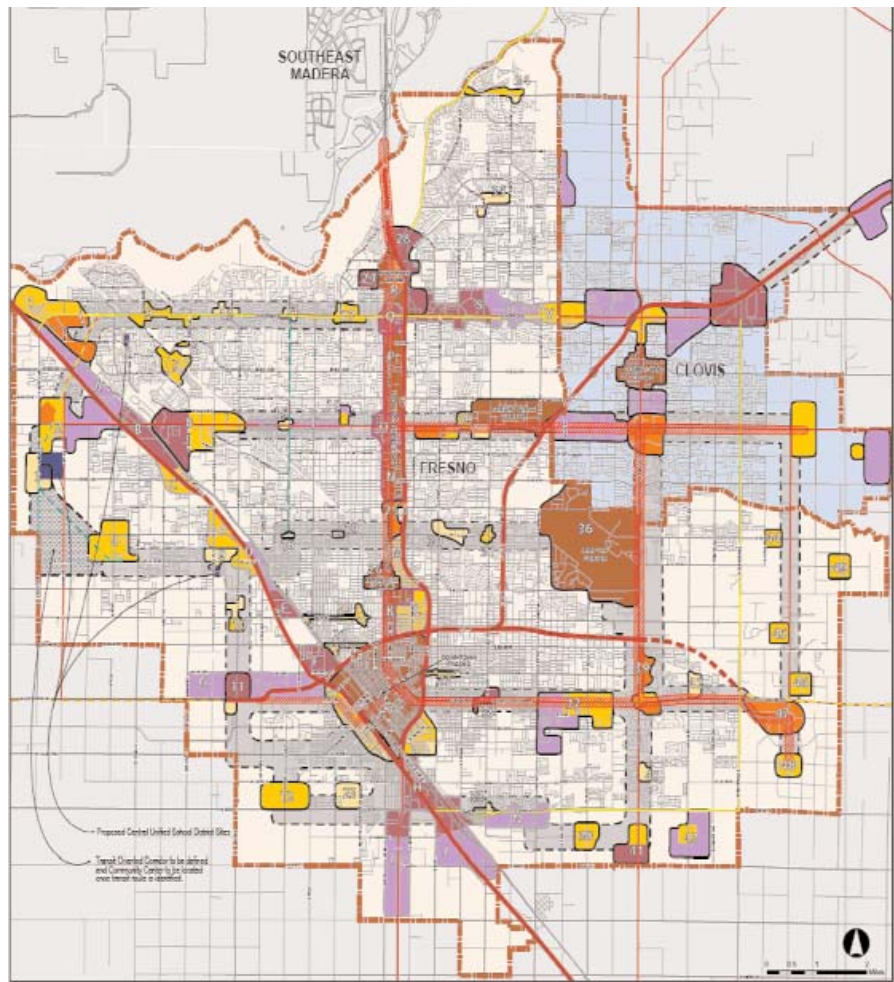
By Co-Authors: Keith Bergthold, Joseph
Oldham, and John M Dugan AICP

Fresno, California has some daunting challenges and negative trends to overcome on its path to a desirable future, as the City grows from 500,000 persons to 800,000 persons over the next two decades. Such growth requires a strategic long range planning program aimed at integrating urban form, economic growth, social equity, environmental quality, and resource stewardship. For the past two decades, as the City grew from 350,000 to 500,000 persons, most advanced and current planning functions were funded from enterprise fee revenue, which was primarily designed to cover costs for development project review and the permitting process, and not for funding comprehensive planning for the future.

As a result, Fresno has not had a dedicated and fully funded advanced planning unit for the past 20 years. With the advent of a visionary city administration taking office in 2009 and the opportunity afforded by the ARRA-funded Department of Energy (DOE) Energy Efficiency & Conservation Block Grant (EECBG), the Fresno long range planning and energy conservation programs have taken a quantum leap for the better. The Planning and Development Department also saved 22 staff positions which would otherwise have been lost due to declining revenues and budget cuts.

Some of the Parts of Our Shared Problem

Fresno, like many cities in the second half of the 20th century,



grew out and ever further away from its pre-war neighborhoods immediately surrounding its Downtown core in a pattern of fragmented, low-density, and auto-dependent suburban housing and retail centers. The only organizing theme for what was thought to be unlimited growth potential, was a network grid of one-half mile major streets reaching to the horizon in all directions, occasionally punctuated by intra-city freeways as they joined the transportation mix. The basic bus transit system that evolved tended to serve low-income riders with few or no other choices for meeting transportation needs. Walking and biking were not seen as legitimate or practical transportation options. Land, water, energy, and fiscal resources were considered inexhaustible. Little attention was paid to conservation, efficiency, long-term sustainability, or the social and human consequences of drawing public and private investment away from the increasingly deteriorating Downtown core and -Continued on page 4, see 'Fresno'

Editor's Note

Douglas Melnick, AICP
Director of Planning
City of Albany, NY

Cities across the country are facing similar financial pressures as a result of this historic recession. The question remains as to how to do more with less. This issue of Strategies focuses on three cities and their responses to the challenges of governing and planning in the 21st century. From Portland's departmental-consolidations to Fresno's use of EECBG funds, we can all learn how to take advantage of opportunities as they arise and become more efficient planners and managers.

Please send me any comments and let me know of any events, trainings, or news that would benefit division members.



When Less is More

Managing a Planning Department in Glendale, Arizona

Jon M. Froke, M.Ed., AICP

Glendale, Arizona has emerged as a full service community over the past 25 years. A suburb to Phoenix, Glendale is the fourth largest city in Arizona with an estimated population of approximately 250,113 people (Refer to Exhibit 1).

Through decades of residential and commercial growth and more recently the introduction of professional and amateur sports to the mix, Glendale is no longer "just a bedroom community" and is the premiere city in the West Valley of Maricopa County. A mix of land uses from single family, multi family, commercial, office, industrial and sports venues are scattered over 57 square miles (Refer to Graph on next page).

The population has grown steady for the past four decades (Refer to Table below). In 2000 Glendale made a conscious decision to shed our bedroom community basis and focus our land use and economic development efforts on creating a self sustaining, full service community with an emphasis on sports and entertainment.

Glendale's Sports & Entertainment District (S&E District) straddles the Loop 101 freeway and includes three sports facilities: 1) a multi-purpose stadium whose tenants include the NFL Arizona Cardinals, NCAA Fiesta Bowl, BCS National Championship Game; 2) a multi-

purpose arena whose tenant is the NHL Phoenix Coyotes; 3) a baseball stadium whose tenants are the Cactus League home of MLB's Chicago White Sox and Los Angeles Dodgers.

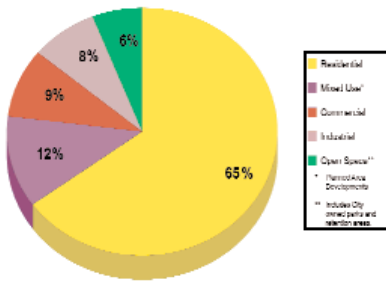
The Planning Department worked closely with other departments in an inter-departmental team including Building Safety, City Attorney's Office, City Manager's Office, Economic Development, Engineering, Marketing Communications, Transportation and Utilities on developing the S&E District. Many years culminated with the design and construction of both public and private sector projects including infrastructure, hotels, retail establishments, surface and structured parking and the sporting venues. All of these amenities and attractions allowed Glendale the opportunity to host Super Bowl XLII on February 3, 2008.

With the current recession gripping the United States the challenging economy touches all of us in some way either personally, professionally or both. Whether a governmental entity, school district, business owner or retiree most of us have had to make adjustments at work, home or both. Our budgets have undoubtedly been affected in some way.

We noticed a change in the pace of new development applications shortly after successfully hosting the Super Bowl.

| Year | Population | Projected Population |
|------|------------|----------------------|
| 1970 | 36,228 | |
| 1980 | 97,172 | |
| 1985 | 122,392 | 1985 Special Census |
| 1990 | 148,132 | 1990 Census |
| 1995 | 182,615 | 1995 Special Census |
| 2000 | 218,812 | 2000 Census |
| 2010 | 250,113 | |
| 2020 | - | 272,691 (projected) |

LAND USES BY PERCENTAGE
CITY OF GLENDALE, ARIZONA



DATA COLLECTED 11/11/2010
PREPARED BY PLANNING DEPARTMENT

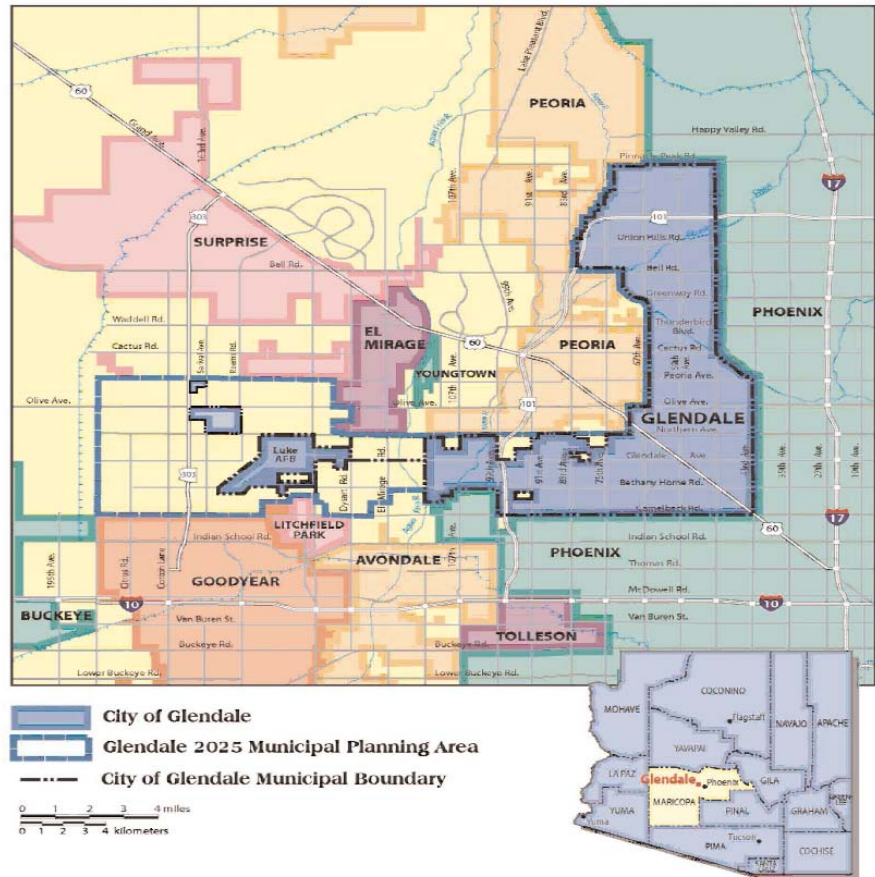
Filing of new land use applications and Design Review requests experienced a decline. That is when we started looking at creative strategies for the future.

Looking back on the last two years, it was a time of transition for the Planning Department. The department had realized two retirements of long time employees and the work began to change as the banking industry and housing markets began to change, which impacted part of our process.

The Planning Department took the following steps to adjust. With more time available we began a comprehensive update of the Zoning Ordinance and the Commercial & Industrial Design Expectations. We began a program to "rethink" our work and developed a program to accelerate the Design Review process. DR has always been an administrative review and approval process since its inception in 1983. What we did was reduce the time taken and number of times an application was touched by staff.

This program resulted in an approval process that could be completed in 90 days instead of 180 days, thus increasing customer satisfaction and efficiency. We also worked on cross-training of remaining employees, developed employee skill sets and encouraged planners to work on AICP Certification Maintenance and reconnect with staff and colleagues inside and outside of the organization.

In closing, to be successful in this period of constrained resources and economic volatility you need to remain true to what brought you and your department success before the recession hit: quality work,



implementation of the General Plan or Comprehensive Plan, solid recommendations to your Board and Commissions. Find creative ways to keep staff motivated and engaged, while helping your applicants obtain their approvals quickly. Focus on the positive and recognize that the framework of your department and priorities of your work may take on a new role that will shape the future of planning. 🏡



About the Author:

Jon M. Froke, AICP, has served as the Planning Director for the City of Glendale, Arizona since 2001. Glendale, a suburb of Phoenix, is the fourth largest city in the state and includes a population of approximately 250,113. Glendale is a full service, destination community that is home to the NFL Arizona Cardinals, NHL Phoenix Coyotes, NCAA Fiesta Bowl, BCS National Championship Game and the Cactus League home of MLB's Chicago White Sox and Los Angeles Dodgers.

As Planning Director, he oversees a staff of fifteen with an annual budget of \$1.6

million dollars. The Planning Department acts as a liaison to the City Council, Planning Commission, Board of Adjustment and Historic Preservation Commission. He has both public and private sector experience. In 1986 he started with Glendale as a Planning Intern and worked his way up to Senior Planner. In 1996 he left Glendale to become the Senior Planning Consultant for the law firm of Beus Gilbert, PLLC. He returned to Glendale in 2001 as Planning Director and he has worked for the City for over 19 years.

Mr. Froke, a native of Watertown, South Dakota, possesses a Bachelors Degree in Planning from Arizona State University and a Masters Degree in Education from Northern Arizona University. He is also a certified planner through the American Institute of Certified Planners (AICP). He has served as Vice President for the Arizona Planning Association and is an executive board member of Valley Forward. In 2009 he was elected President Elect to the Arizona Planning Association. Jon has lived in Arizona since 1967 and has been a Glendale resident since 1986 with his wife and two sons.

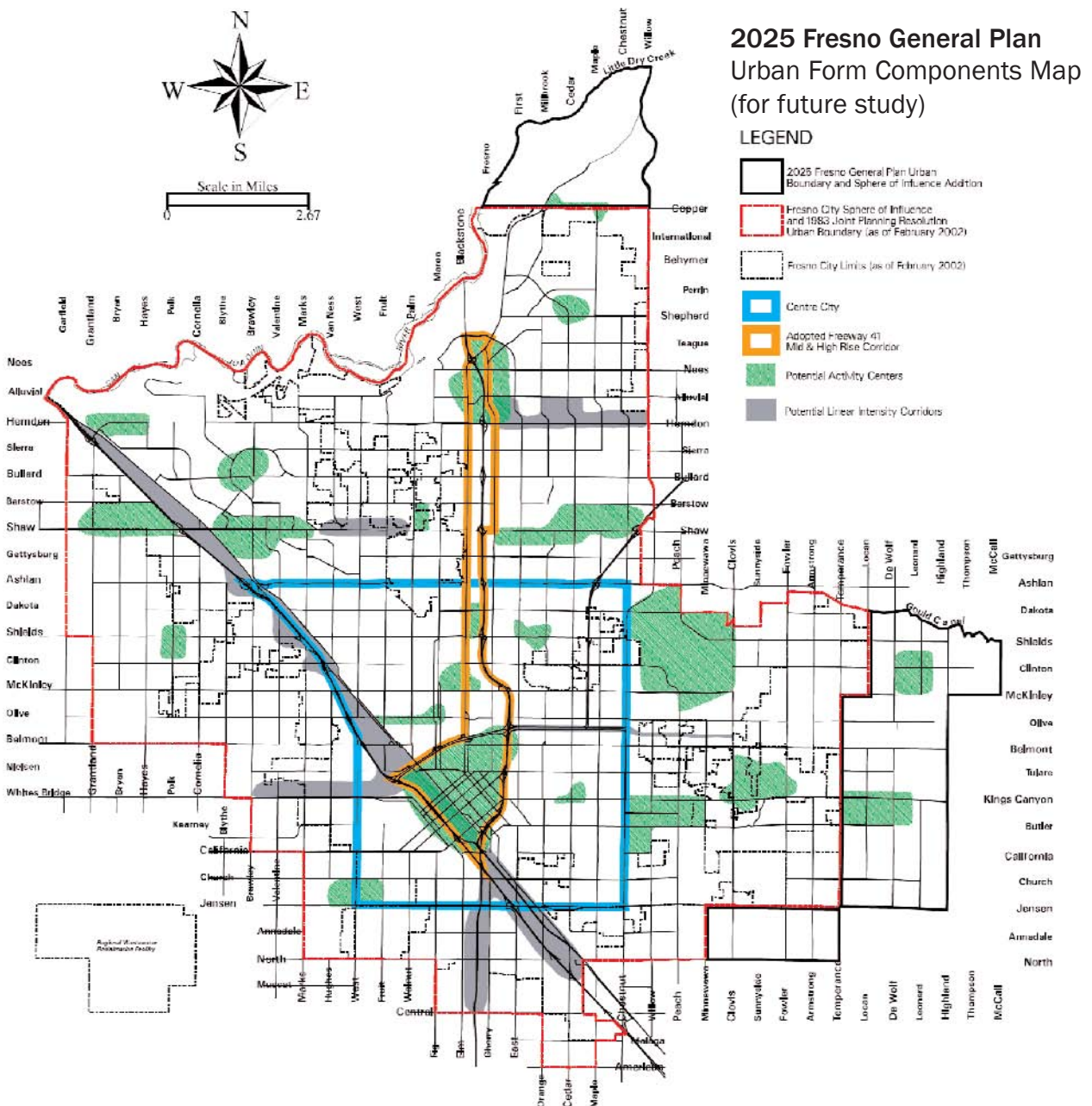
Fresno continued-adjoining low-income neighborhoods. Now, Fresno faces the huge task of developing plans, policies, and implementation strategies to generate the significant private investment and economic development necessary to effectively reduce its structurally high joblessness (18%) and poverty rates (25%), major environmental quality, energy, and water resource issues, all of which is compounded by the extreme fiscal stress being experienced by Fresno and most cities in the U.S.

Some of the Parts of Our Shared Solution

In December 2008, staff working in different departments at the City of Fresno, but strongly connected by a mutual vision and passion for a Sustainable Fresno, became aware that the soon to be announced formula grant from the DOE-EECBG program was a possible vehicle for building a 'strategic' General Plan, new development codes (the zoning ordinance was

adopted in 1960), and resource efficiency programs for the 'greening' of Fresno that could substantively address many planning issues. In preliminary materials disseminated by DOE, the stated purpose of the EECBG program was to assist jurisdictions in implementing energy efficiency and conservation strategies. It included a diverse list of activities for energy efficiency education, technologies, strategies, audits, financing, sub-grants, programs, infrastructure improvements, related code updates, and the promotion of zoning requirements that promote energy efficient development, transportation infrastructure, bike lanes, pedestrian walkways, and more.

Staff met regularly to craft a program mission, strategy, and execution design that would both reduce use of energy and other depleting resources in Fresno, but also encompass the strategic planning and development code issues that have led



to an unsustainable and not widely 'green' oriented urban form and growth pattern. The goal was to use EECBG to facilitate a new economic engine for the City based upon translating environmental quality and resource constraints into sustainable economic growth and development. At the same time staff was developing a FY 2010 budget challenge of a 50% decline in zoning and permitting revenues and a commensurate potential lay-off of 22 planning and inspection staff.

The opportunity came quickly to use the EECBG funding as a new program structure, the Sustainability Division, within in the Fresno Planning and Development Department. The preliminary fiscal year 2010 budget was being formed in March 2009 when DOE announced that Fresno would receive \$4.6 million in funding from the EECBG formula grant. Departmental enterprise fees and other revenues were down dramatically and forecasted lower throughout FY10 starting in July. Unless other revenue sources were found, substantial layoffs were anticipated and maintaining even core departmental functions was threatened. Having some time to develop a coherent and complete program concept, and to vet it widely, proved to be the difference in successfully allocating the entire \$4.6 million in funding to the Planning and Development Department, in lieu of spreading the EECBG funding across several departments.

Progress on Plan, Policy and Program Development

With city administration approval and the City Council's confirmation during budget hearings, two distinct and very synergistic components of the Sustainable Fresno program - the Fresno Green Development Code, General Plan, and Master Environmental Impact Report (MEIR) Project - and the Energy Resource Efficiency Program - were launched on July 1, 2009. Progress made in the first eight months of planning and resource program development has been remarkable.

On the Fresno Green Development Code, General Plan, and Master Environmental Impact Report Project side of Sustainable Fresno, a new team was formed from primarily current planners transferred from entitlement (zoning) processing duties to the Long Range Planning Team. Benchmarking 60 cities, staff has produced a comprehensive Scope of Work document that recommends a hard urban boundary to contain suburban expansion and a higher density transit-based system of activity centers and corridors adjoining more walkable and bikable neighborhoods. This urban form will be designed to substantially reduce energy use (30% or more) and water use (40% or more), and build the basis for long-term fiscal sustainability and economic development. The Scope of Work has been broadly discussed since November 2009, with strong and

diverse support, and some conventional builder opposition. With City administration approval, staff is coordinating and refining task descriptions, time lines, budgets, writing grant applications for additional sources of funding, and putting new advanced GIS-based scenario planning and impact assessment tools in place. The goal is to complete this ambitious planning and policy program by June 2012.

On the Energy Resource Efficiency Program side of Sustainable Fresno, a new team of primarily building inspectors was formed as energy surveyors, and trained by leading building energy consultants and state accredited energy auditing experts. The energy survey teams use thermo-imaging cameras, blower-door tests, and a proprietary energy calculator to educate residential customers about their options for retrofits that can produce measurable energy cost savings in their homes. More than 600 surveys have been completed over a variety of residential building eras and types providing the Program with data unavailable in most cities. What has been missing in the early stages of the Program is retrofit financing mechanisms for home owners and businesses, and that has now arrived through a state-wide financing facility for retrofit loans of 20 years attached as a lien on property taxes. A surge in survey requests and retrofit work to be done by the private sector will generate increased sales of materials, equipment, and creation of new jobs. Based upon current projections over 25% of existing homes in Fresno (40,000) now are candidates for significant energy saving retrofits, and this will increase over time as energy costs rise. Estimates of annual private sector work is in the hundreds of millions of dollars, and cumulative energy savings over 10 years that exceeds one-half billion dollars. These numbers are

tested and real, and can be achieved by any city of comparable size and energy costs with a similar approach.

In summary, Fresno has creatively used the Department of Energy's Energy Efficiency Conservation Block Grant to both develop a focused energy retrofit and conservation program, and develop and implement an innovative long range planning and development code program. In the process, the City has saved 22 planning and building inspection staff positions which would have otherwise been cut from the Department's budget as revenues declined. This is a win-win situation for all involved.

■



Please refer to the following links for more detailed information & the Draft General Plan & Scope of Work:

- www.fresno.gov/exsummarySOW.pdf
- www.fresno.gov/greenSOW.pdf
- www.fresno.gov/sustainable

“Fresno faces the huge task of developing plans... to efficiently reduce its structurally high joblessness and poverty rates, and major environmental quality, energy, and water resource issues, all compounded by the extreme fiscal stress being experienced by most cities in the U.S.”

How Portland Made Green the New Black

Portland staffers provide a look into how portland came to lead the green revolution in America.

Eden Dabbs

What love is to Paris, sustainability is to Portland. So it made perfect sense when the newly elected Mayor Sam Adams merged the city's renowned Bureau of Planning with its entrepreneurial Office of Sustainable Development in early 2009.

As Susan Anderson, the director of the new Bureau of Planning and Sustainability, says, "Many of my colleagues around the country are green with envy. We've combined the discipline of planning with our sustainability programs, and we're backed by a mayor who gets it."

Portland's Bureau of Planning had an outstanding record of guiding the city's growth and development toward a thriving, livable city. And the City's Office of Sustainable Development was known for pioneering sustainability policies and programs that provided practical solutions for Portland residents and businesses. While the synergy created by this newly formed bureau is still in its infancy, BPS is starting to gel in its new configuration.

"Portland has been planning sustainably for decades," notes Chief Planner Joe Zehnder. "That's one of our hallmarks of success." Indeed, more than 30 years ago, residents and planners made important commitments to transit-oriented development and revitalizing the central city as a way of reducing vehicle miles traveled as well as revitalizing the downtown as the region's business and cultural hub.

Portland has also been ahead of the curve on climate change. In 1993, the city became the first local government in the United States to adopt a plan to address global warming. Results to date have been encouraging, with total carbon emissions in 2008 below 1990 levels and a decrease of nearly 20 percent per capita since 1990. Portland has pushed the envelope for what cities can do to slow global warming - and not just by adopting policies.

"We've done extensive outreach to inform residents and businesses to help them

access resources to become more sustainable," says Michael Armstrong, the bureau's senior sustainability manager. "By pairing policy with action, Portland has taken a leadership role for sustainable communities not just locally but nationally and internationally as well."

Easing the Change

Mergers of any kind are challenging, as staff must shift both physically and mentally to embrace a new "corporate culture." Adding to the logistical challenges of how to combine two distinct bureaus- both of which were located in different parts of the city - the economic crisis forced the new bureau to downsize.



The leadership team led by Anderson has weathered the initial budgeting storm and the organizational development questions with relative grace and creativity. Key to this have been regular and frank communication with staff, opportunities for formerly separate groups to connect, e-mail updates from the director to employees, all-staff gatherings featuring project updates and get-to-know-you activities, a "buddy system," after hours events and a bike commute challenge.

These efforts helped, but longer range issues remain. These issues are the focus of a bureauwide strategic planning process that kicked off in late 2009 and is nearing completion this spring.

Entire Bureau Involved in Strategic Plan

To get at who they are as a new bureau and where they see themselves going, Anderson gathered a group of staff to tackle the challenge of defining the new bureau's purpose and path. An outside consultant performed extensive internal and external interviews with stakeholders to determine the bureau's strengths and weaknesses. That feedback was presented to staff, who then devoted several monthly bureauwide meetings to the creation of a mission and values statement, as well as brainstorming how best to enhance, strengthen and integrate the work of both teams and potential action plans for the future.

Staff Expertise and Public Outreach

Feedback from the strategic planning process as well as recent outreach efforts indicate that the City needs to increase its efforts to ensure equity throughout the city so that all residents have access to the same services, benefits and opportunities. The new Bureau of Planning and Sustainability is poised to help make the City of Portland a model for a new kind of planning, one that puts the health, education and well-being of all residents at the core of its efforts.

Sustainability: All Three Legs of the Stool

The merger has given the new bureau the opportunity to leverage its synergies and expand its commitment to social, economic and environmental sustainability and the strength of its many partnerships, including:

- More than 8,000 people participating in the development of the City's 25-year strategic plan, the Portland Plan, which has as its goal a thriving and sustainable city for all, where people are prosperous, healthy and educated.
- Hundreds of solar systems installed on

Welcoming New Directors

Eileen Fogarty
Santa Monica, CA

Davide Driskell, AICP
Boulder, CO

Inside this Issue



Page 1
Managing growth in Fresno, CA



Page 2
How Glendale, AZ transitioned
its Planning Department



Page 6
Steps toward making Portland,
OR the U.S.'s Green capital

Upcoming APA Events

Mark Your Calendars.

October 16-19
APA Council Bluffs, Iowa

October 26-30
National Preservation Conference,
Austin, TX

November 1-4
APA, Carlsbad, CA

November 3-5
APA, Phoenix, AZ

November 3-5
APA, Las Cruces, NM

November 3-5
APA, New Brunswick, NJ

November 17-19
Greenbuild International
Conference, Chicago, IL

December 9-10
Land Use Law, Portland, OR



Making Great Communities Happen

Strategies

Strategies is published quarterly by the American Planning Association's City Planning and Management division

Division Officers

M. Margo Wheeler, AICP, Chair
Director of Planning & Development
Las Vegas, NV
mwheeler@lasvegasnevada.gov

Joseph A. Horwedel, AICP, Vice-Chair
Director of Planning, Building & Code Enforcement
San Jose, CA
joseph.horwedel@sanjoseca.gov

Charles Graves, Secretary/Treasurer
City of Cincinnati
Cincinnati, OH
charles.graves@cincinnati-oh.gov

Questions, suggestions, article submissions
and requests can be made by contacting:

Douglas Melnick, AICP, Editor
City of Albany, NY
Development & Planning
21 Lodge St., Albany, NY 12207
melnickd@ci.albany.ny.us

518.434.2532 x15
Design and layout by Sarah Reginelli, Principal Planner -
City of Albany, NY

STRATEGIES



A Publication of the City Planning and Management Division
of the American Planning Association

APA Strategies
Development & Planning
21 Lodge St., Albany, NY
12207