2019 Annual Planning Survey Results

GOVERNOR'S OFFICE OF PLANNING AND RESEARCH

AUGUST 2020

Annual Planning Survey Results
2019

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Letter from the Director

The Governor's Office of Planning and Research (OPR) is pleased to announce the release of the 2019 Annual Planning Survey results. OPR's Annual Planning Survey is distributed to all cities and counties across California and provides the latest information on local planning activities, the status of city and county General Plans, and issues of statewide concern.

We very much appreciate the time and effort that each local jurisdiction put into completing their survey. OPR as well as many other organizations in the planning community benefit from the results that are posted each year. Responses to the survey allow us to gain perspective on policies and planning at the local level and evaluate trends over time. Moreover, it allows us to identify implementation challenges, develop more informed tools and guidance for local jurisdictions, and recognize areas of local leadership.

We are grateful that jurisdictions have continued to participate in this statewide effort, and we hope that the survey will continue to be a valuable tool for our local partners. OPR welcomes comments and suggestions on how the survey can be more effective and informative in the future.

Sincerely,

Kate Gordon

Kate Gordon
Director of the Governor's Office of Planning and Research

Introduction to the Survey

Each year the Governor's Office of Planning and Research (OPR) distributes the Annual Planning Survey (APS) to every city and county in the state of California to gain information about the status of each jurisdiction's planning efforts and explore, in greater depth, the policies that jurisdictions are implementing to address issues of statewide concern. Responses to the survey allow OPR and the larger planning community to identify areas of local leadership and develop tools and guidance for jurisdictions.

In 2019, OPR distributed the APS electronically in late July and accepted responses through early September. During the survey period, 30+ staff followed up with jurisdictions through direct phone outreach. In addition, two reminder emails were sent to each city and county. This report provides an overview of the 2019 results and highlights key themes and insights. For access to more detailed survey data, please refer to the companion Excel document which has been made available on OPR's website at http://opr.ca.gov/publications.html.

Geographic Representation

This year, 368 of the 540 cities and counties (68%) in California completed the 2019 Annual Planning Survey. This includes 326 of the 482 cities (68%) and 42 of the 58 counties (72%). Approximately 82% percent of California's population is represented by the jurisdictions who responded to the 2019 survey. Figure 1 highlights the geographic distribution of respondents. For added granularity, please view this zoom-enabled version of the map which more clearly highlights city level data.

Many communities located within Northern California as well as the Central Coast, Central Valley, and portions of the Inland Empire and Desert regions were unable to respond to this year's survey. This may be due to several factors such as lack of capacity or staff transition.

When interpreting the 2019 APS data, please consider these geographic gaps. Also note that all results are reported in terms of the percentage of respondents unless otherwise stated.

Figure 1: Geographic Distribution of Respondents

Key Findings

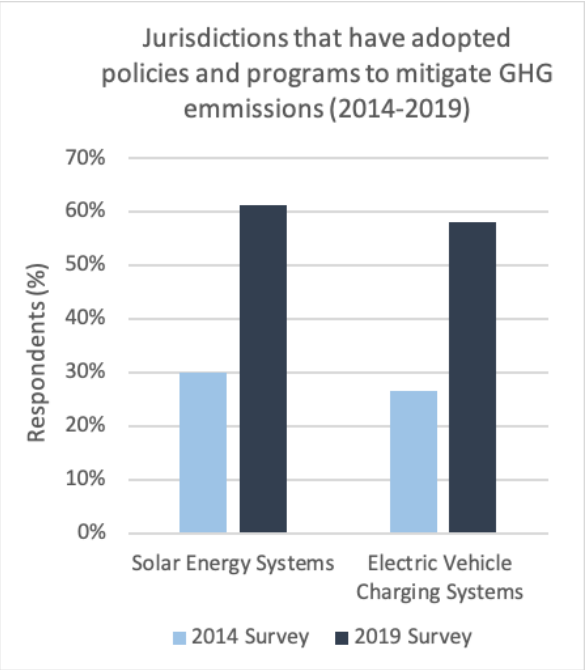
The following section highlights key findings and insights from the 2019 APS regarding issues of statewide concern including climate change mitigation and adaptation, housing and development, equity and community engagement, as well as local capacity.

Climate Change Mitigation and Adaptation

Communities across California are adopting policies to mitigate greenhouse gas emissions and adapt to the impacts of climate change. Given the relative newness of climate adaptation as a field of practice, when compared to climate mitigation, it is not surprising that more of the survey respondents addressed climate mitigation (85) as a standalone issue, relative to climate adaptation (9). In spite of this difference when comparing mitigation and adaptation as standalone topics, there is a relatively greater share of jurisdictions that are addressing both mitigation and adaptation in their General Plans (136).

Over the past five years, policies, programs, and ordinances to promote climate mitigation – reducing greenhouse gas emissions – have increased dramatically. For example, activities to support solar energy systems have more than doubled (see Figure 2). Similarly, policies to support electrification of the transportation sector have also more than doubled (see also Figure 2). In addition, new technologies– such as energy storage systems– are starting to gain traction in among local governments California (see Question 6).

Figure 2: Change in Climate Mitigation and Energy Electrification Activities, 2014 – 2019



With the passage of Senate Bill (SB) 379, the State also expects to see more jurisdictions address climate adaptation in the near future (adaptation to climate change refers to adjustment in natural or human systems in response to actual or expected climate impact, which can be extreme events, such as flooding or wildfire, or slow-moving or gradual impacts, like changes in annual average temperature or sea level rise). Per SB 379, all cities and counties must integrate climate adaptation into their general plans by January 1st, 2022. The State offers several resources to assist with local climate adaptation planning and general plan updates, including resources through OPR's Integrated Climate Adaptation and Resiliency Program, including the Adaptation Clearinghouse and a resource guide for defining Vulnerable Communities, the Adaptation Planning Guide, Cal-Adapt, and the General Plan Guidelines.

Housing and Development

California's population is still growing and is expected to increase to 50 million residents by 2050 based on recent forecasts.[1] California is also facing challenges in providing enough housing to meet demand, especially affordable housing. In 2014, California needed to make an additional 1.5 million rental units affordable and available to very low- and extremely low-income renter households in order to meet demand.[2] Strategic growth will play a crucial role in helping the state meet these needs and create a sustainable and resilient "California for All".

The State's planning priorities, adopted in 2002, promote infill development and location efficiency as key strategies for strategic growth. According to the 2019 APS data, many local jurisdictions are incorporating these priorities into their plans. Over 70% of survey respondents currently address infill development in their general plans (see Question 4). Moreover, in the past year, 41% and 33% of city and county respondents, respectively, took action to increase housing production near transit and job centers (see Question 5). With the implementation of Senate Bill 743—which affects how transportation impacts are measured during CEQA analysis—these numbers will likely rise as development shifts to provide people in California with more options to drive less. However, while accessibility is gathering momentum, fair and affordable housing considerations are less prominent. More than a third of survey respondents did not have any policies or measures in place to develop or preserve affordable housing (see Question 5.2).

Equity and Community Engagement

Local governments are charged with planning communities that foster belonging and promote opportunity for the diverse array of people that call California home. To meet this charge, OPR encourages jurisdictions to integrate equity considerations into their city and county plans. Looking at past data, 36% of the cities who responded to the 2017 APS addressed the broad concept of equity in their general plans. In 2019, when asked specifically about environmental justice (EJ) and racial equity, however, only 17% and 14% of city respondents had integrated such policies into their general plans, respectively (see Question 4).

As jurisdictions respond to new legislation, particularly SB 1000 — which requires EJ to be integrated into general plans—planning, policy, and implementation programs should be developed to address these more specific equity concerns. A robust community engagement process can help planners respond to each community's unique context and a list of particular outreach and engagement strategies may be found in Question 11. In accordance with SB 18 and Assembly Bill (AB) 52, California Native American tribes must be consulted during both the planning and environmental

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[1] See the Public Policy Institute of California's "Just the Facts" page at www.ppic.org/publication/californias-population.
[2] See the California Department of Housing and Community Development's statewide housing assessment: https://www.hcd.ca.gov/policy-research/plans-reports/docs/SHA_MainDoc_2_15_Final.pdf.

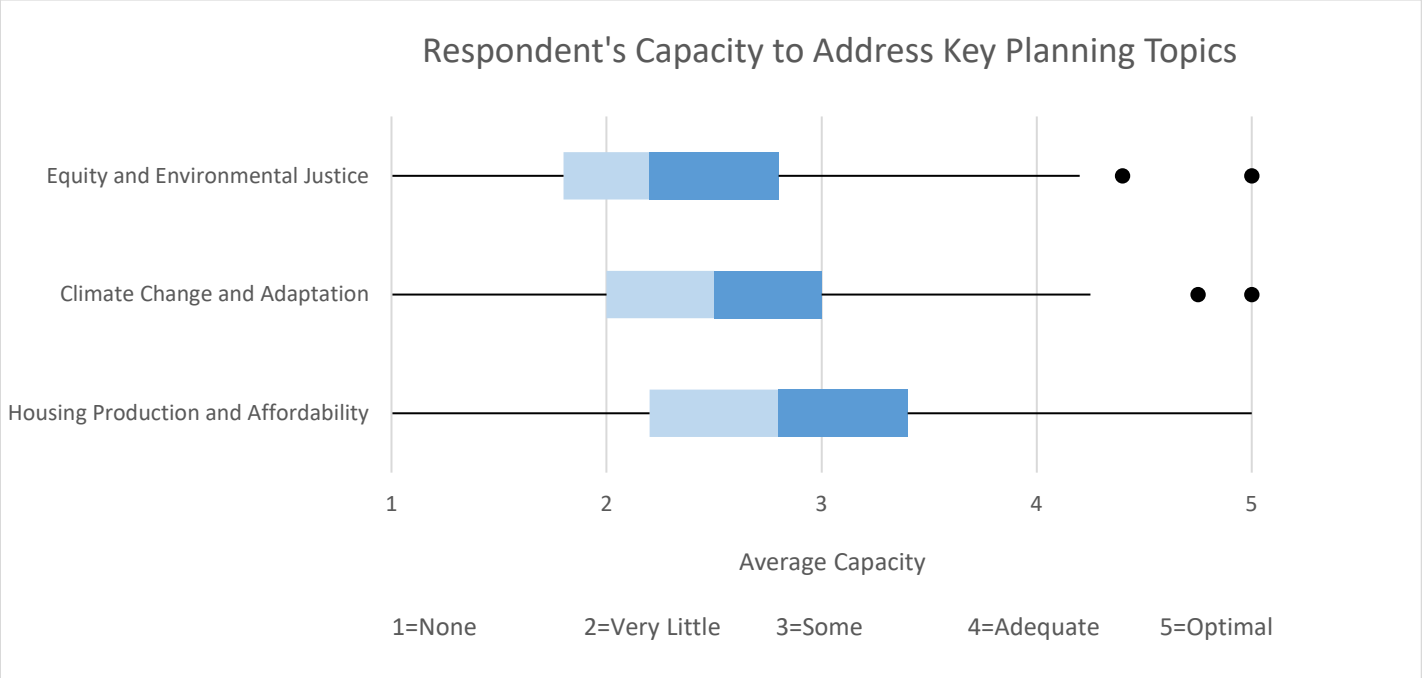
review process. More information regarding tribal engagement and consultation may be found in Question 10 as well as OPR's Tribal Consultation Guidelines.

Capacity Within Jurisdictions

In the 2019 APS, jurisdictions were asked to self-report their staffing, technical, community engagement, and funding capacity as well as support from elected officials with regard to climate mitigation and adaptation, housing production and affordability, as well as social and racial equity and EJ
(see Question 12). Over two-thirds of jurisdictions reported having at least some support from local leaders yet the same amount also reported having very little to no funding to address these topics. Staffing and technical support was also limited with 47% and 39% of jurisdictions reporting very little to no capacity.

On average, jurisdictions reported a lower capacity[3] to address equity and EJ within their communities than housing or climate change (see Figure 4); only 26% of respondents had at least some capacity to address this topic. In 2020, OPR plans to publish updated guidance to help cities and counties meet SB 1000's EJ requirements and bolster their ability to address equity within their communities. Additional resources are also being developed to increase the capacity of jurisdictions throughout California.

Figure 4: Distribution of Respondent's Self-Reported Capacity to Address Key Planning Topics



[3] Each jurisdiction's average capacity was calculated by averaging their staffing, technical, leadership support, community engagement, and funding capacity for each topic (see Question 12).

2019 Survey Responses

The following section provides an overview of selected questions and responses from the 2019 APS. Questions and answers not highlighted below are general information questions that are used to update the Directory of Planning Agencies. For access to the full set of survey data, please refer to the companion Excel document which has been made available on OPR's website at https://opr.ca.gov/planning/general-plan/.

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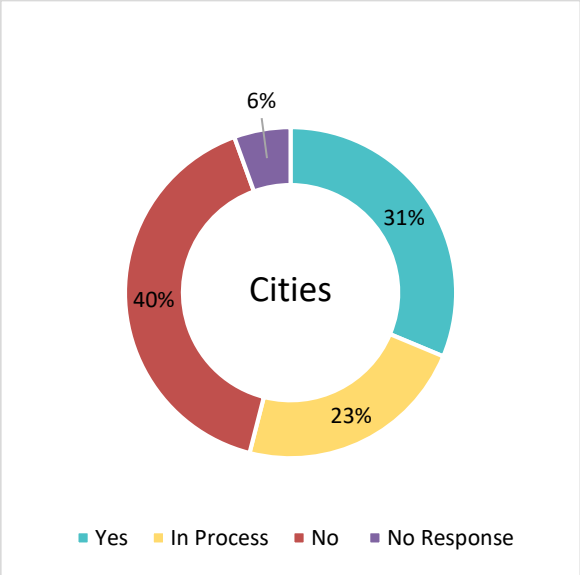
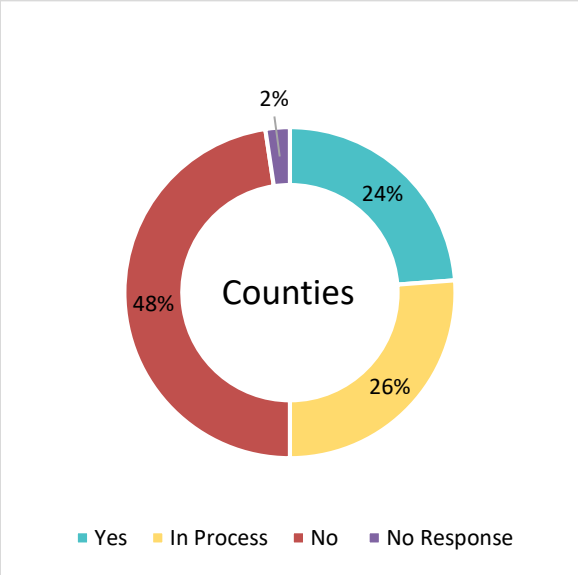
Question 4 General Plan Content

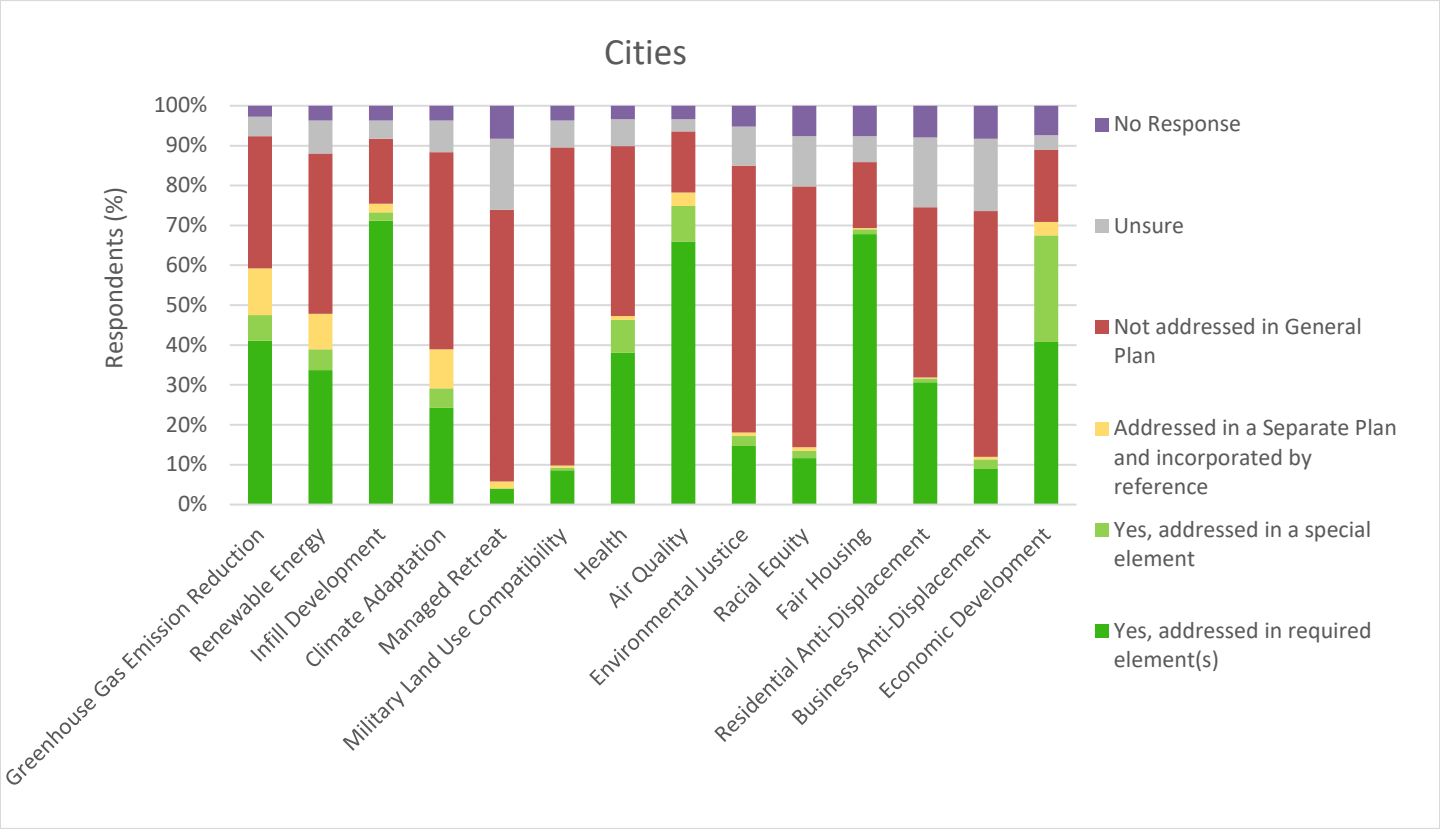
a) Have you updated your General Plan to be consistent with a regional sustainable communities strategy, alternative planning strategy, or other regional strategy?

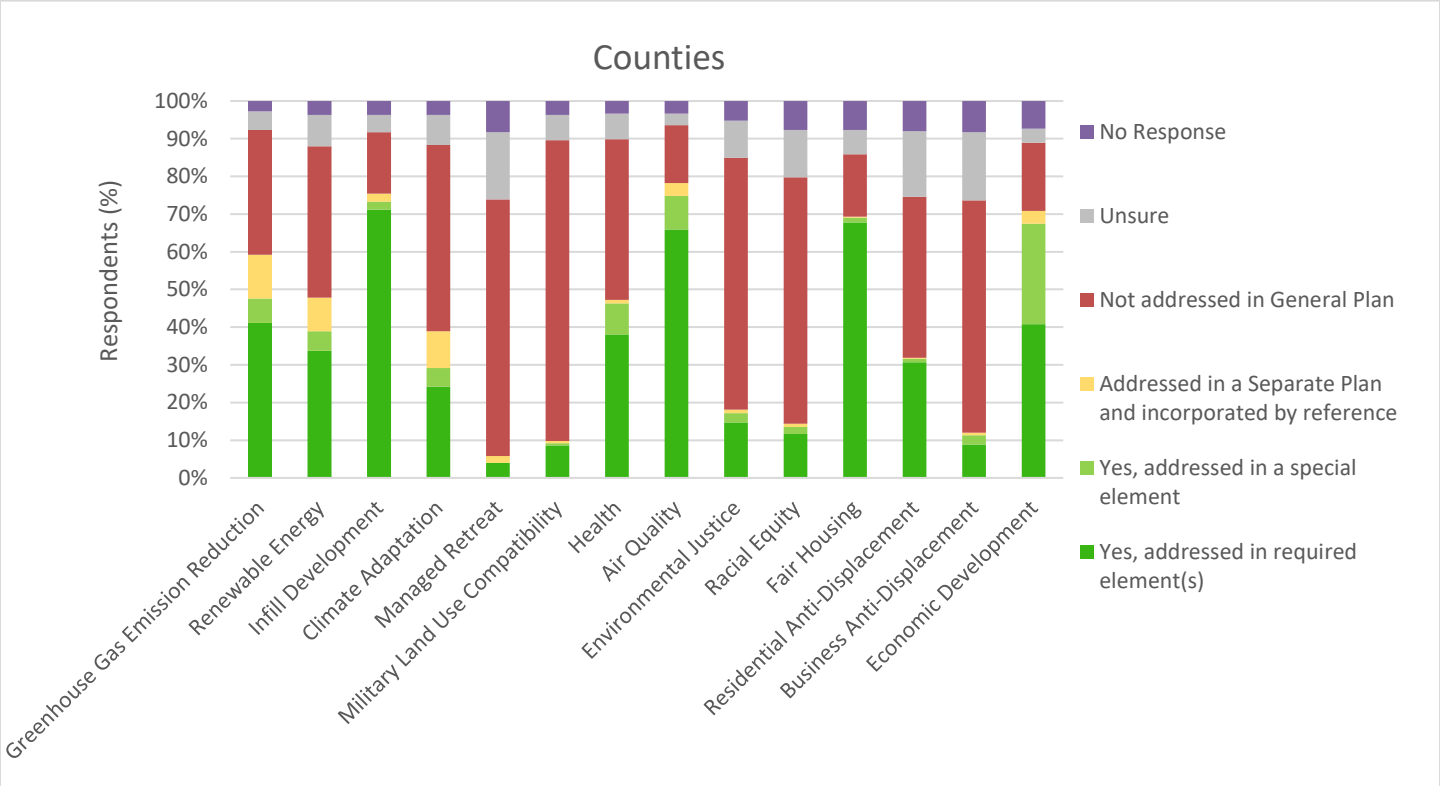




(See Question 4b on the next page)

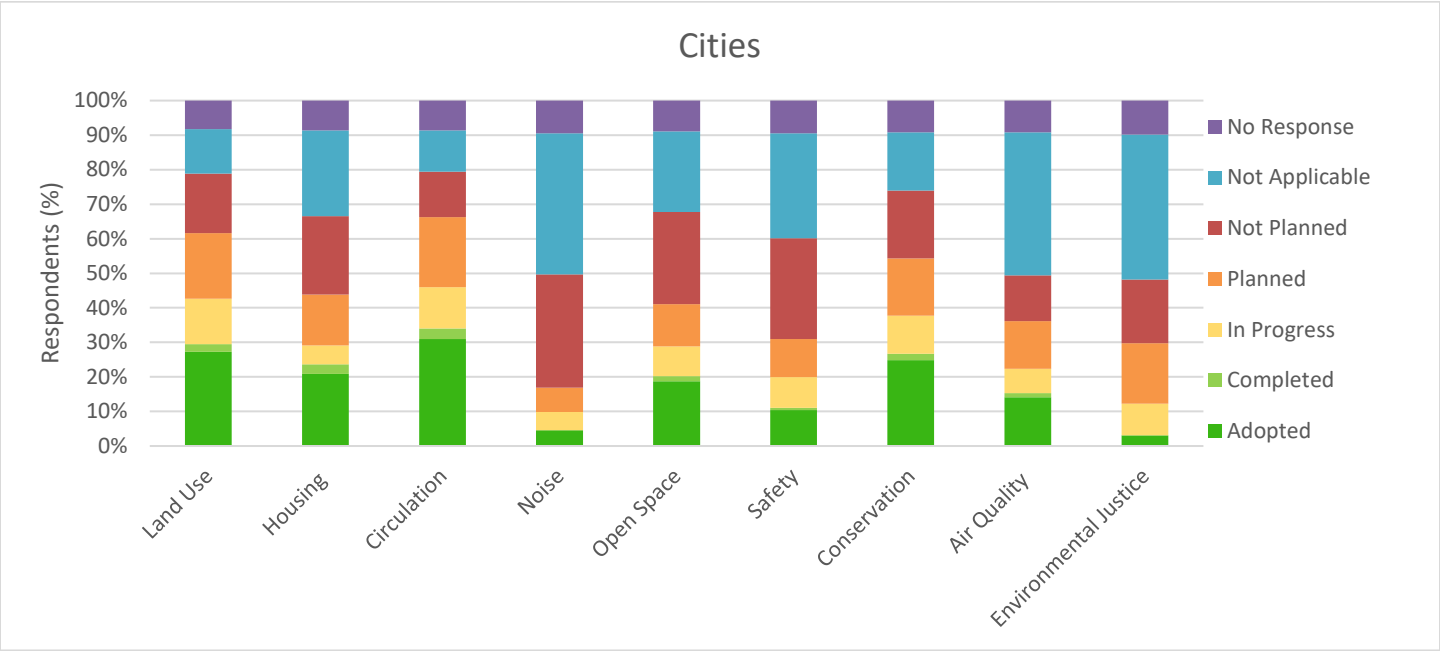
b) Does your General plan address the following issues?

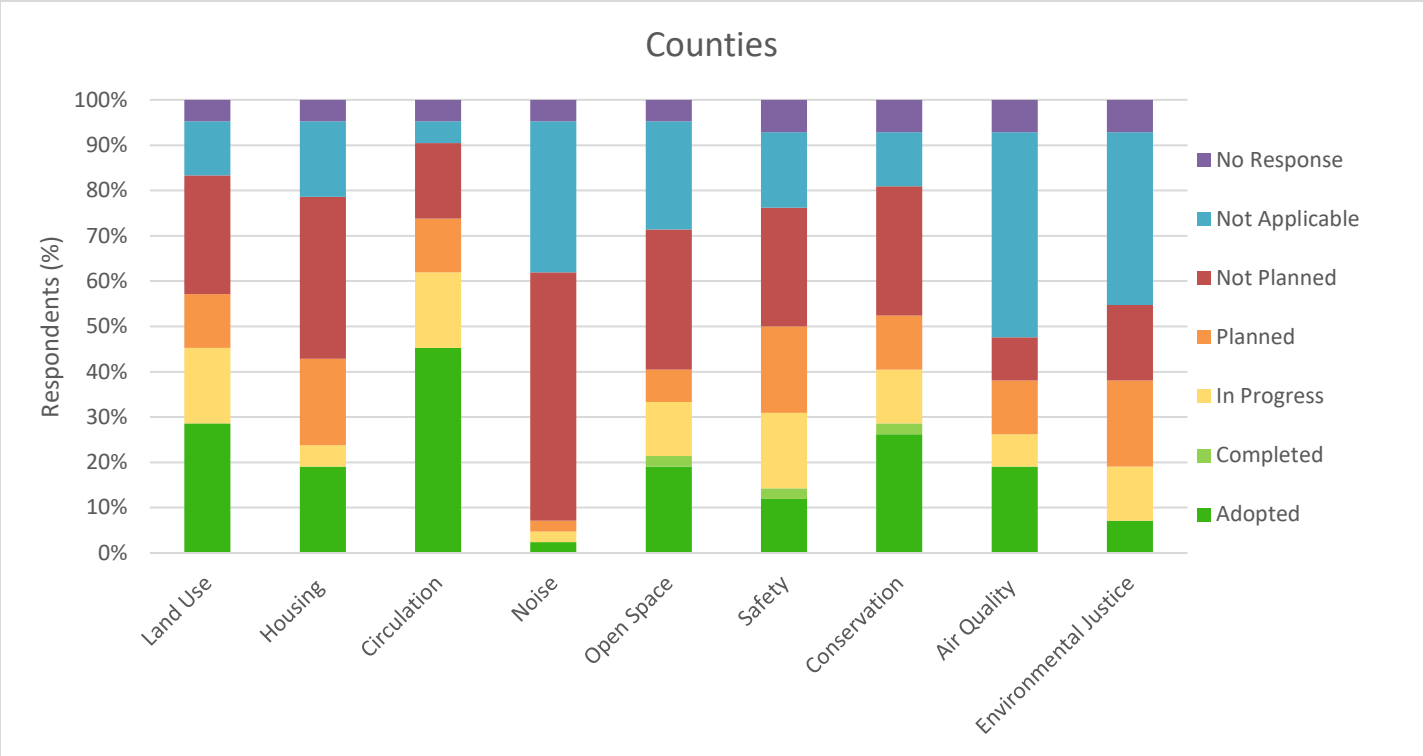




Question 4.1 Greenhouse Gas Emissions (Mitigation)

Which General Plan elements[4] include policies, goals, or implementation measures to reduce greenhouse gas emissions?

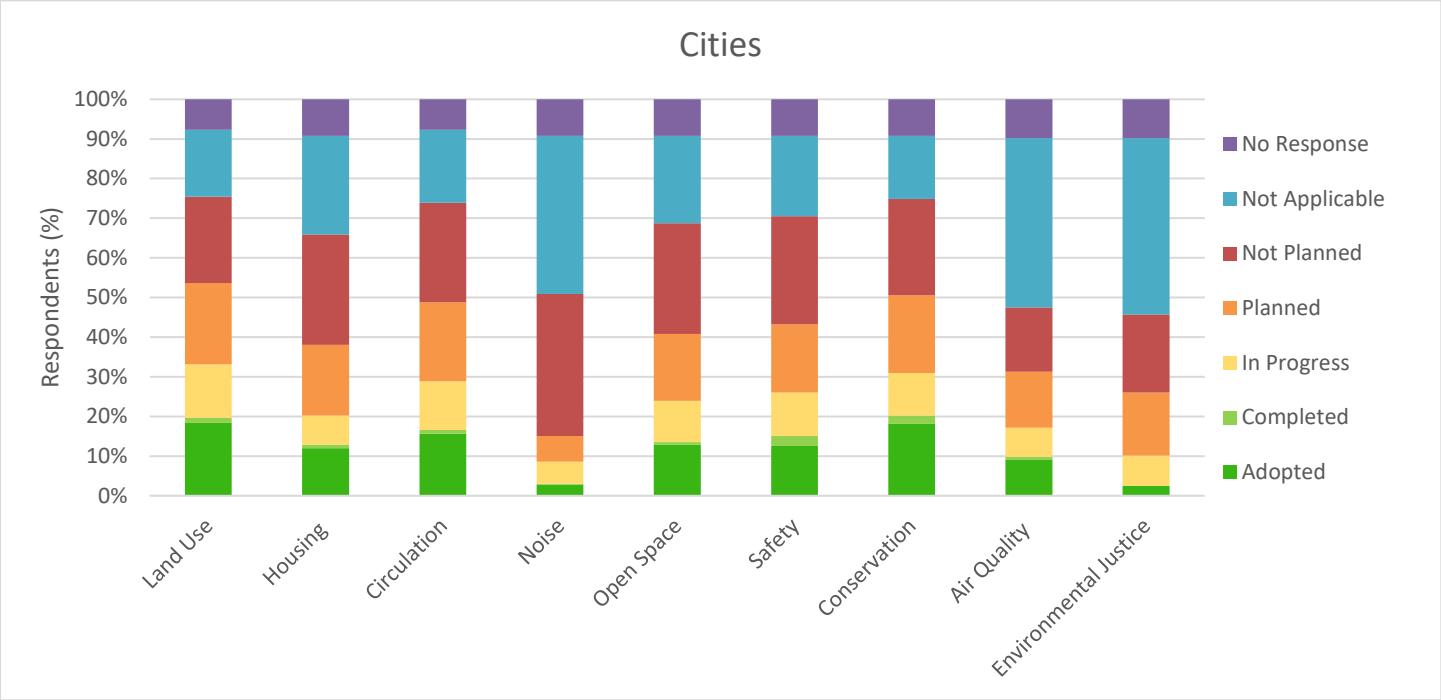


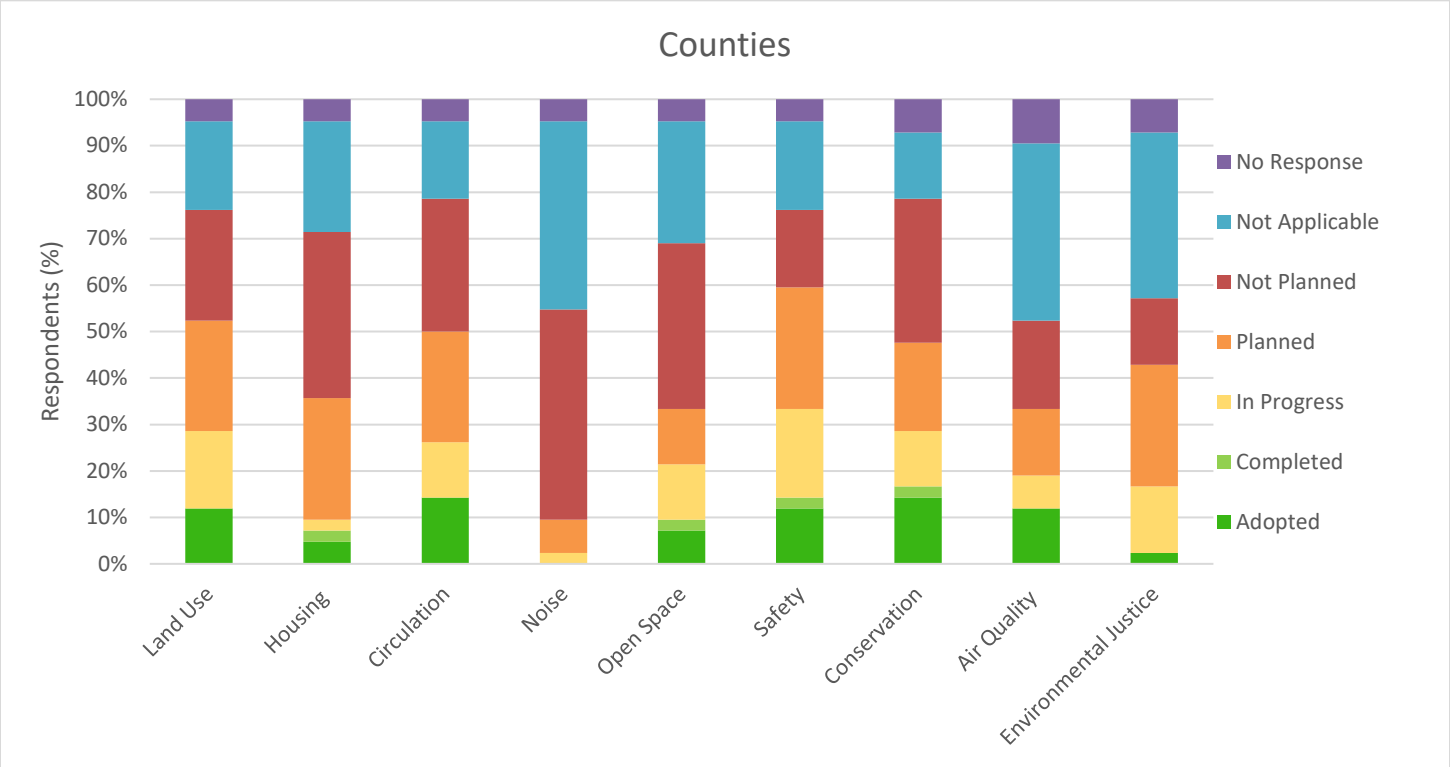


[4] The Air Quality element is only required in the San Joaquin Valley. As a result, many jurisdictions might have chosen "Not Applicable" because their General Plans do not contain this element.

Question 4.2 Impacts of Climate Change (Adaptation)

Which General Plan elements include policies, goals, or implementation measures to adapt to the impacts of climate change?

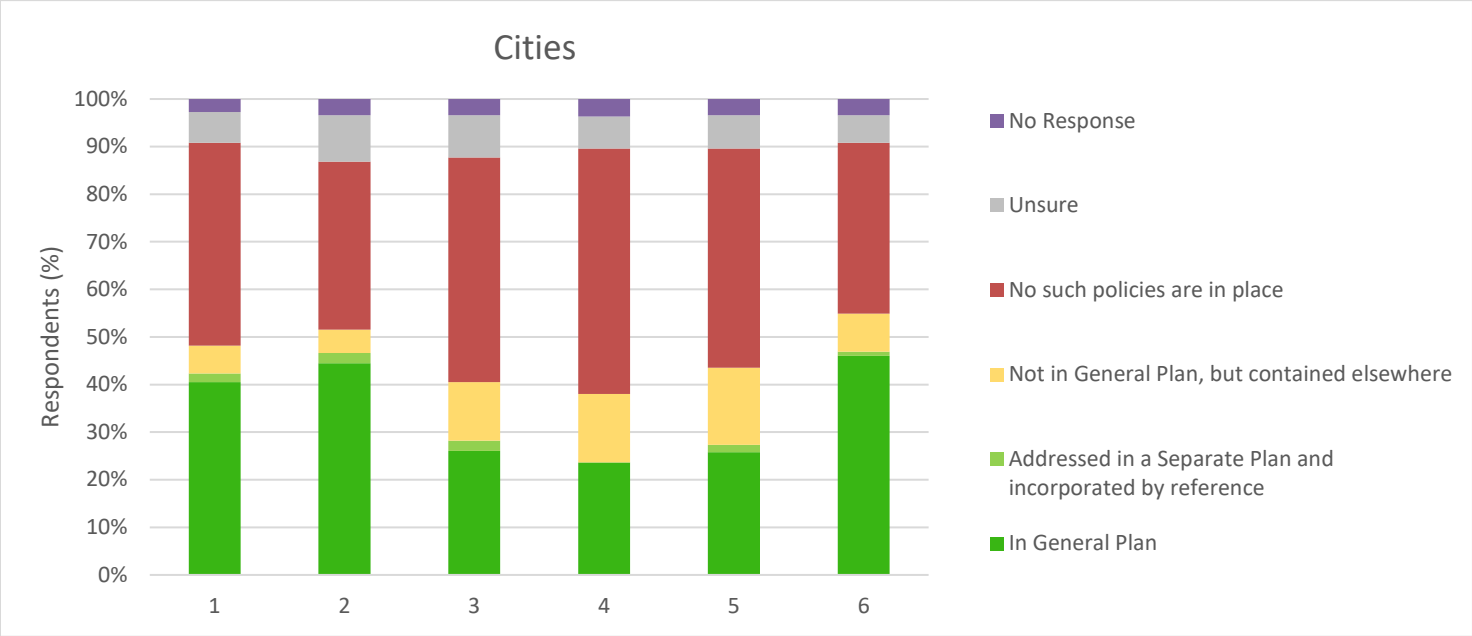


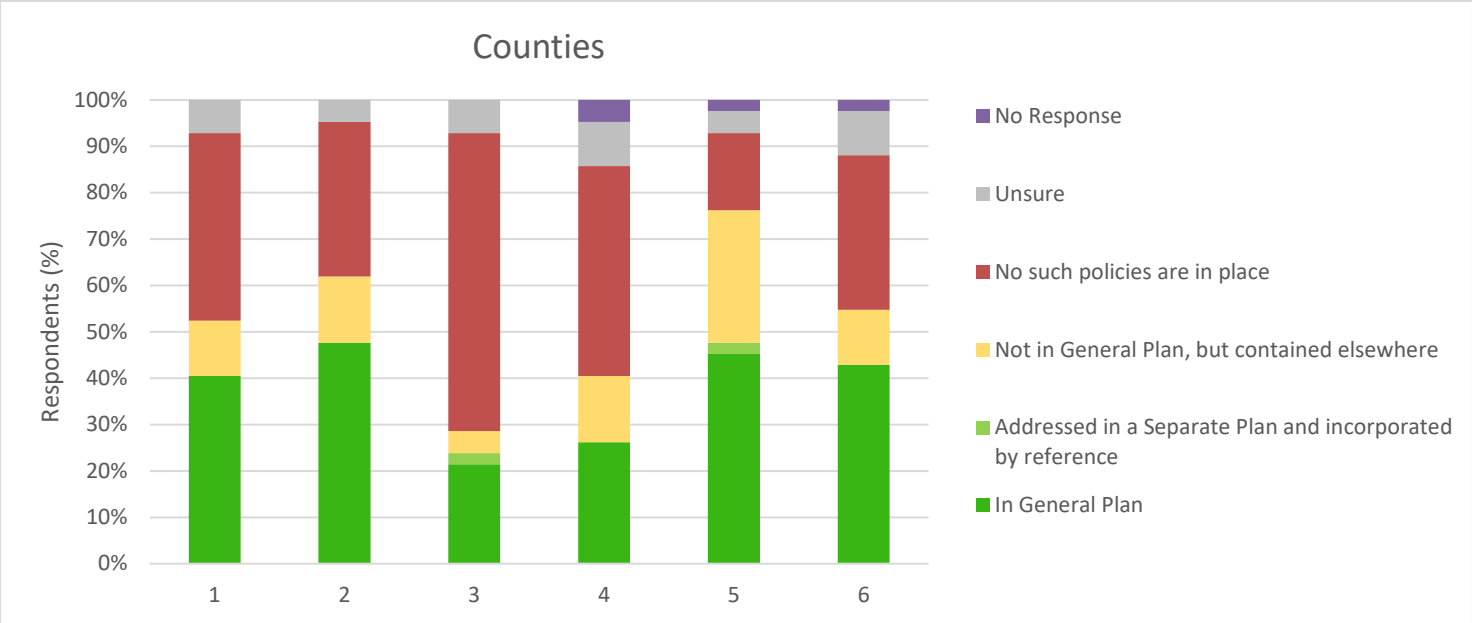


Question 4.3 Health

Does your General Plan include any of the following health-related policies?

1. Policies that explicitly promote health equity (e.g., policies that ensure all groups have access to grocery stores, park space, etc)
2. Policies to support lifecycle housing or aging-in-place
3. Policies that help to mitigate the urban heat island
4. Zoning that ensures grocery stores and/or fruit and vegetable vendors are accessible across your jurisdiction
5. Zoning that facilitates opportunities for local food production including urban or front/backyard farming and community gardens
6. Policies to promote active living (e.g., planning to integrate physical activity into daily routines)

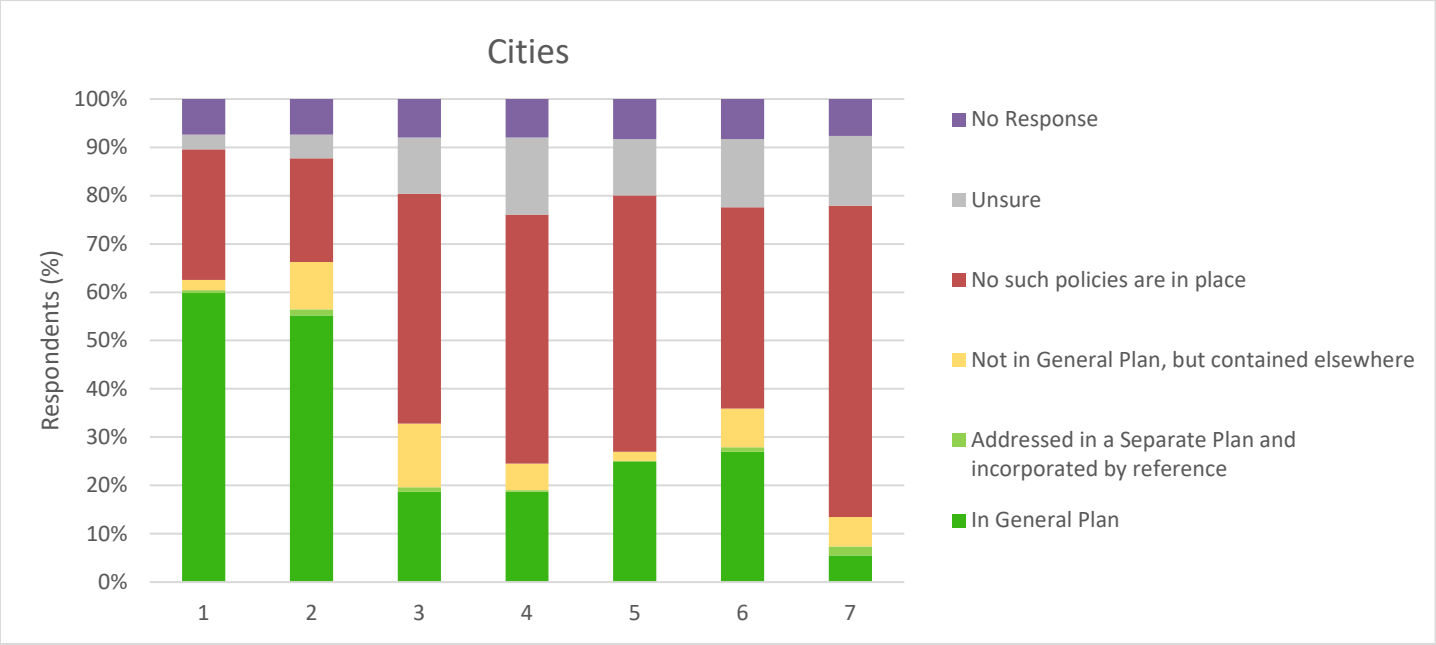


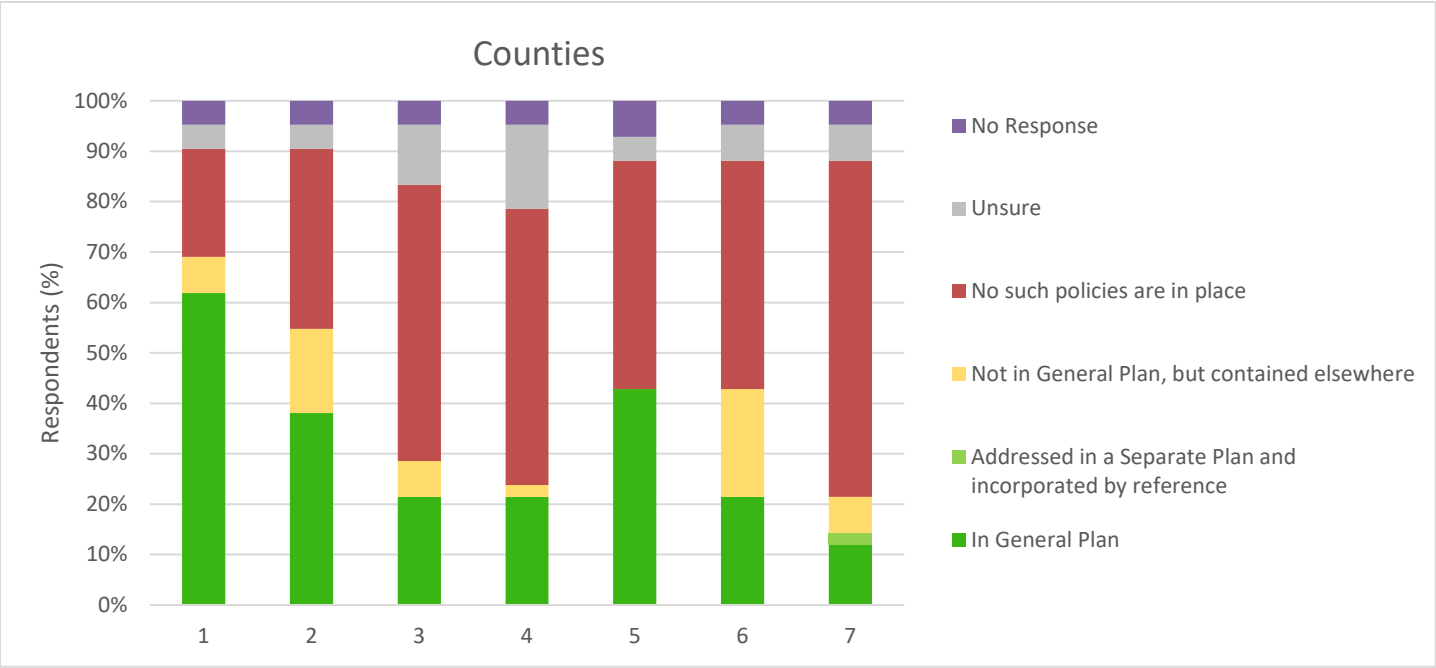


Question 4.4 Freight

Does your General Plan include any of the following policies related to goods movement and freight?

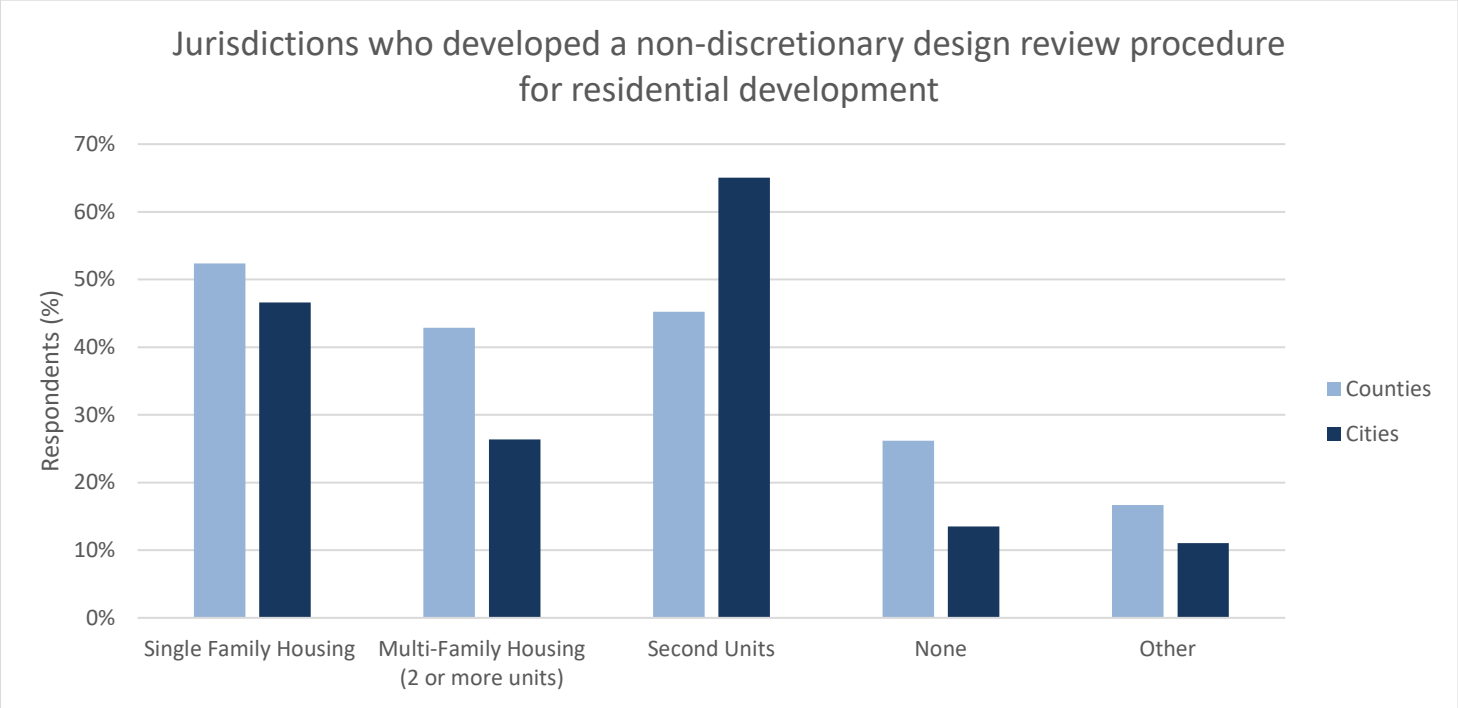
1. Policies that designate and/or preserve industrial zones
2. Policies that designate truck routes and/or freight facilities
3. Policies that support urban freight access (e.g., curb access, parking, off hours delivery)
4. Policies that address environmental impacts of goods movement
5. Policies that support multi-modal freight facilities (e.g., rail, truck, water transport)
6. Policies that include freight movement as a consideration in street design
7. Policies that support the adoption of zero-emission freight vehicles



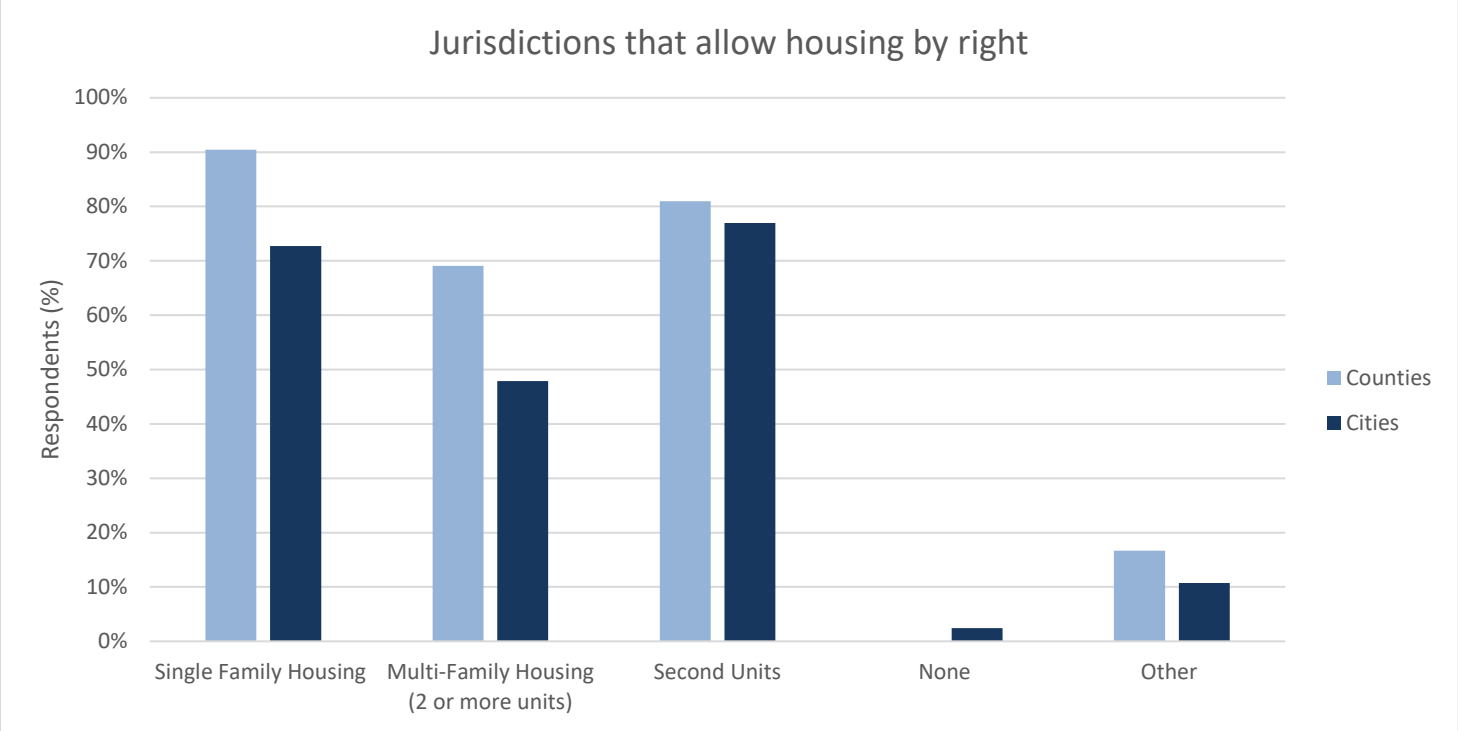


Question 5 Housing and Development

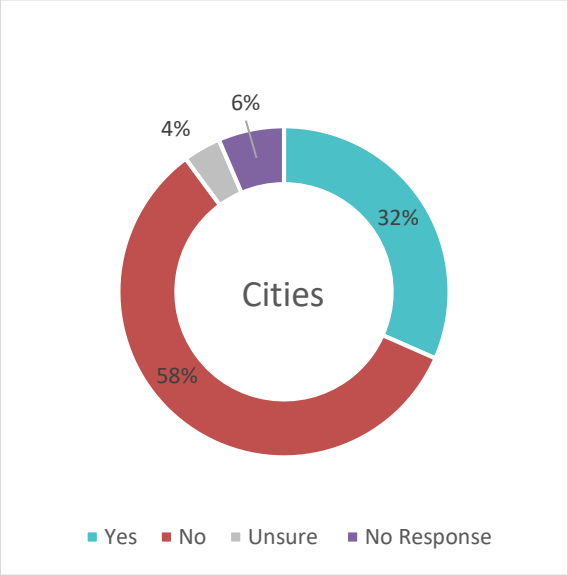
a) Have you developed a non-discretionary design review procedure for residential development? If so, for which type?

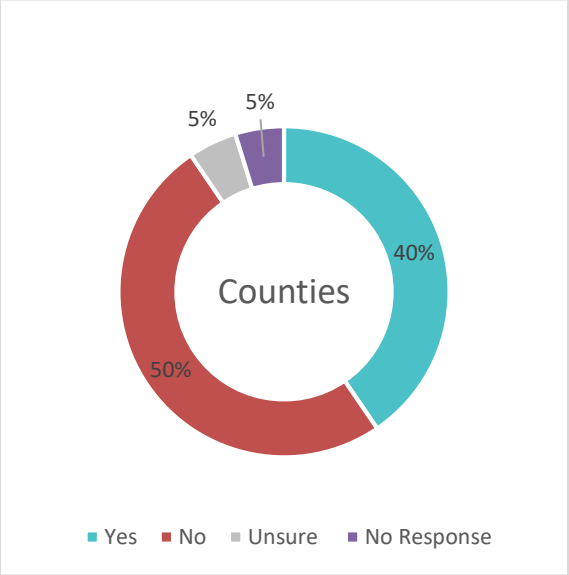


b) Does your jurisdiction allow the following types of housing by right?

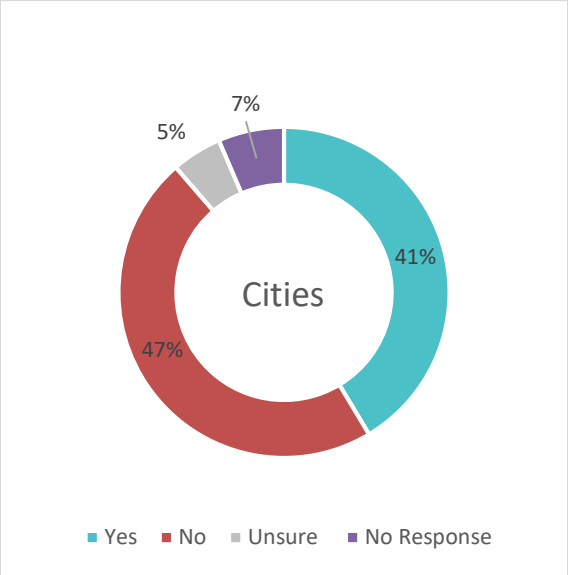


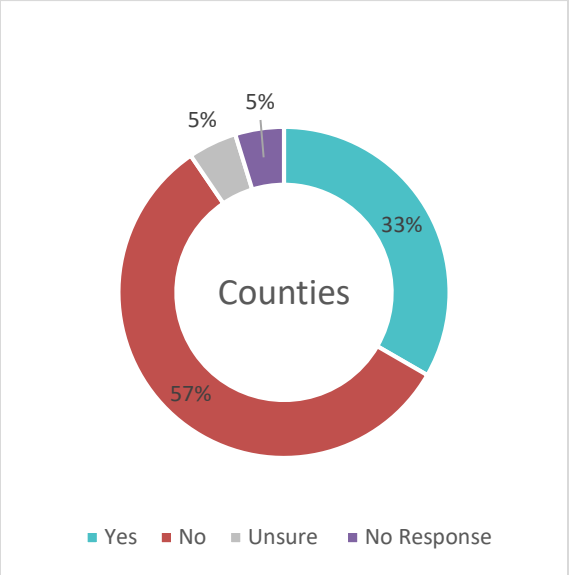
c) *Do most major residential development applications require an exception (e.g., conditional use permit, variance) or other legislative action (e.g., rezone, general plan amendment, planned development, specific plan) to be consistent with zoning and the general plan?*



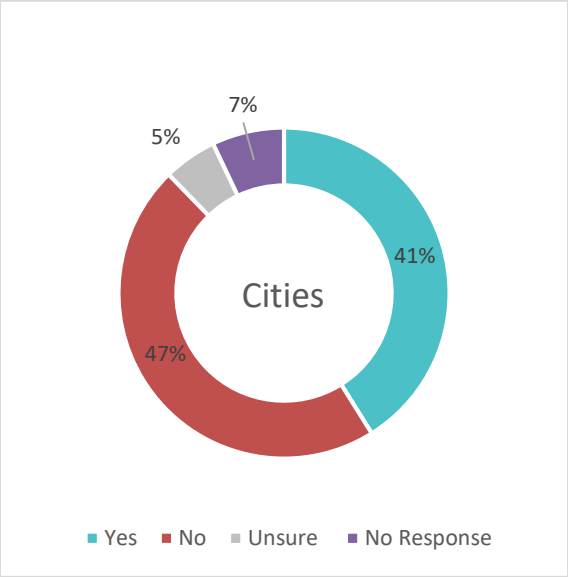


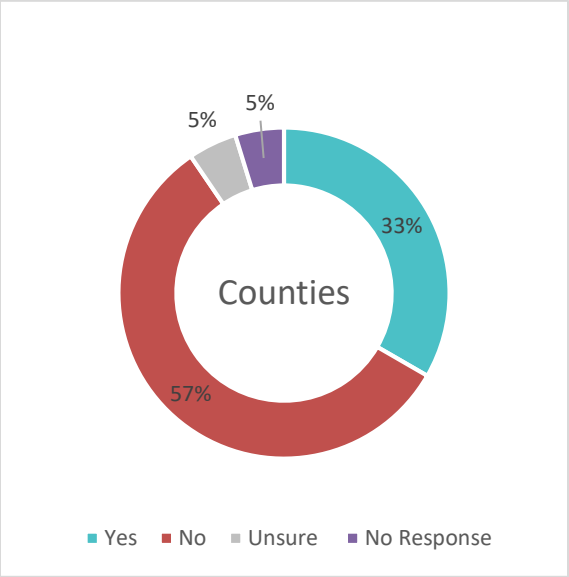
d) *In the past year, has your jurisdiction taken any actions to increase housing production near transit (e.g., upzoning, infrastructure investments, reduced parking requirements, reduced impact fees)?*





e) In the past year, has your jurisdiction taken any actions to increase housing production near job centers (e.g., upzoning, infrastructure investments, reduced parking requirements, reduced impact fees)?

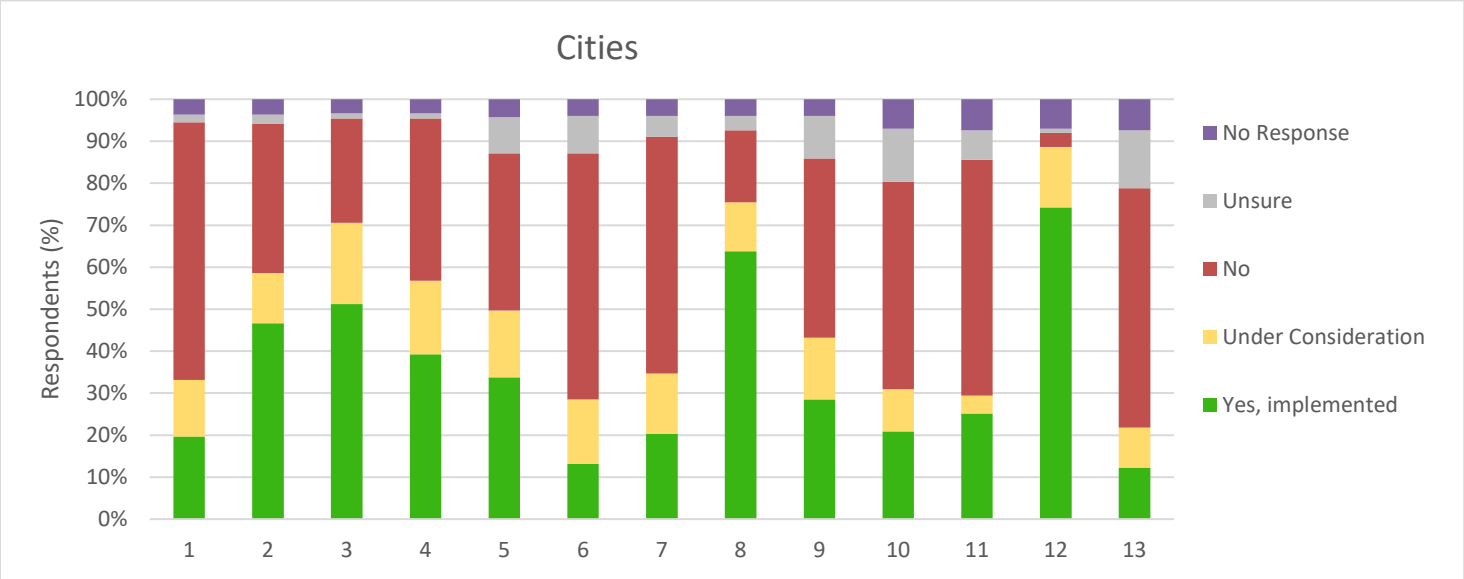


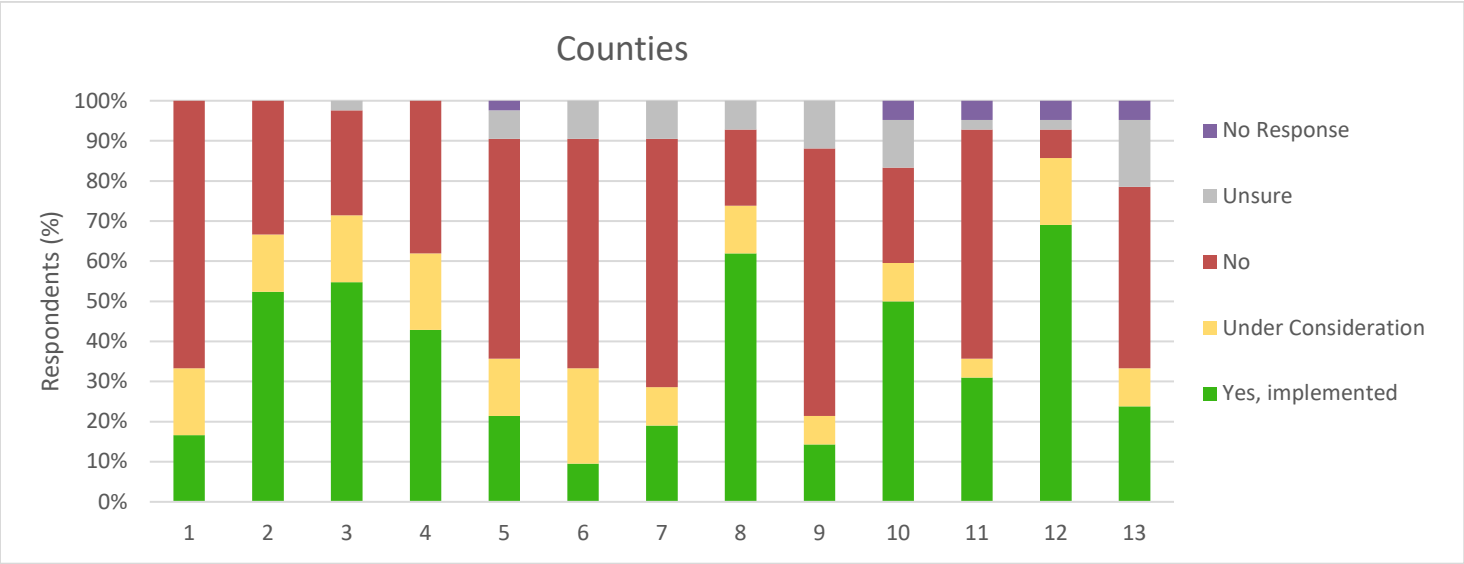


Question 5.1 Infill Development

Has your Agency employed any of the following tools to promote infill development?

1. Implementation of Form-Based Zoning Codes
2. Density bonus ordinance that expands on State requirements
3. Reduced parking requirements
4. Expedited permit processing
5. Improvements of infrastructure and/or utilities in infill areas
6. Financial incentives for development costs, particularly for infrastructure
7. Financial incentives for pre-development costs (fee reductions, waivers, deferrals)
8. Utilized CEQA streamlining tools such as tiering or use of exemptions
9. Development of partnerships with school districts
10. Land Conservation Strategies
11. Growth Boundaries
12. Accessory Dwelling Unit (ADU) Ordinance
13. Transfer of Development Rights
14. Other (See https://opr.ca.gov/planning/general-plan/)



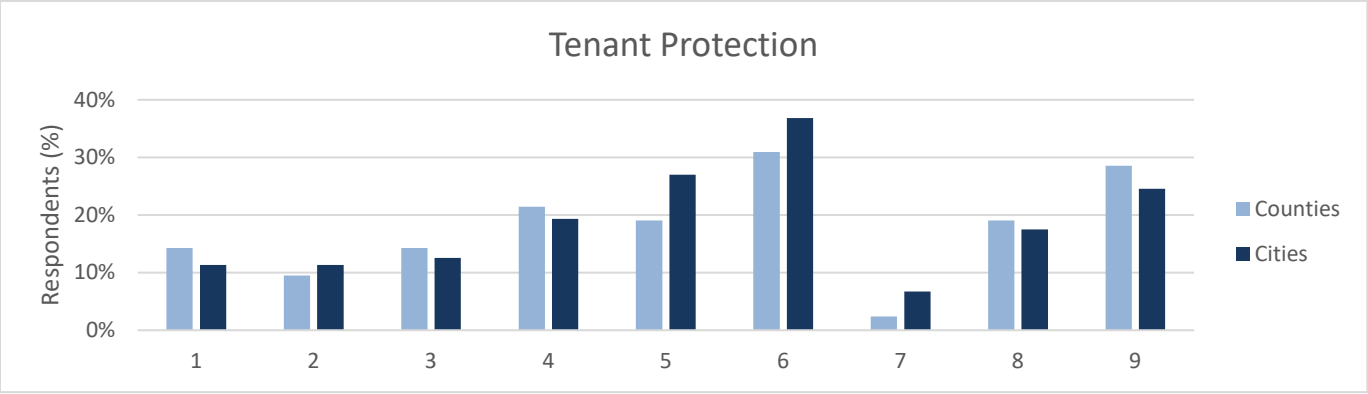


Question 5.2 Anti-Displacement and Affordable Housing

Does your jurisdiction currently have any of the following policies or measures in place?

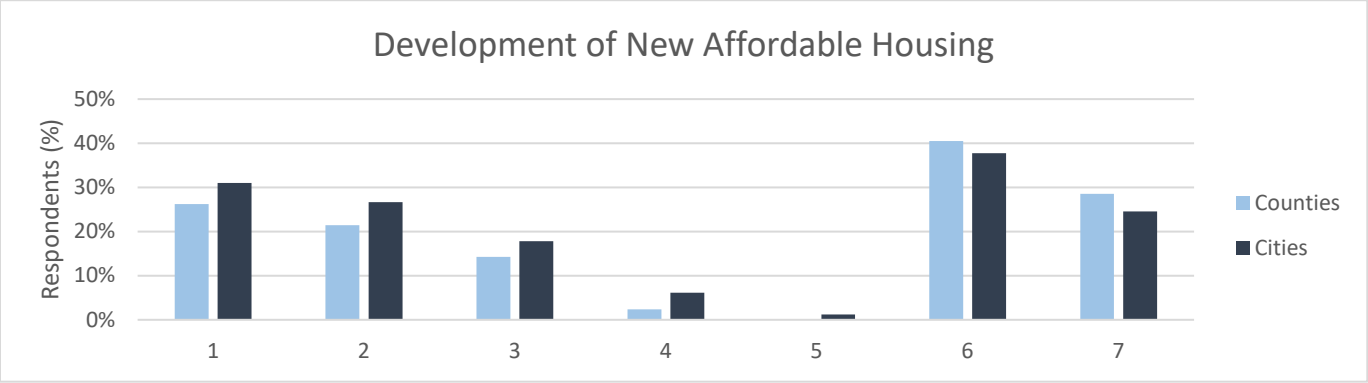
a) Tenant Protection

1. Policies that give return rights/preference in new housing for displaced residents
2. Rent review board and/or mediation
3. Just-cause eviction or tenant anti-harassment policies
4. Multi-lingual/culturally appropriate tenant legal counseling or tenant rights education
5. Restrictions on condominium conversion
6. Restrictions on short-term rentals
7. Rent control[5]
8. None
9. No Response



b) Development of New Affordable Housing

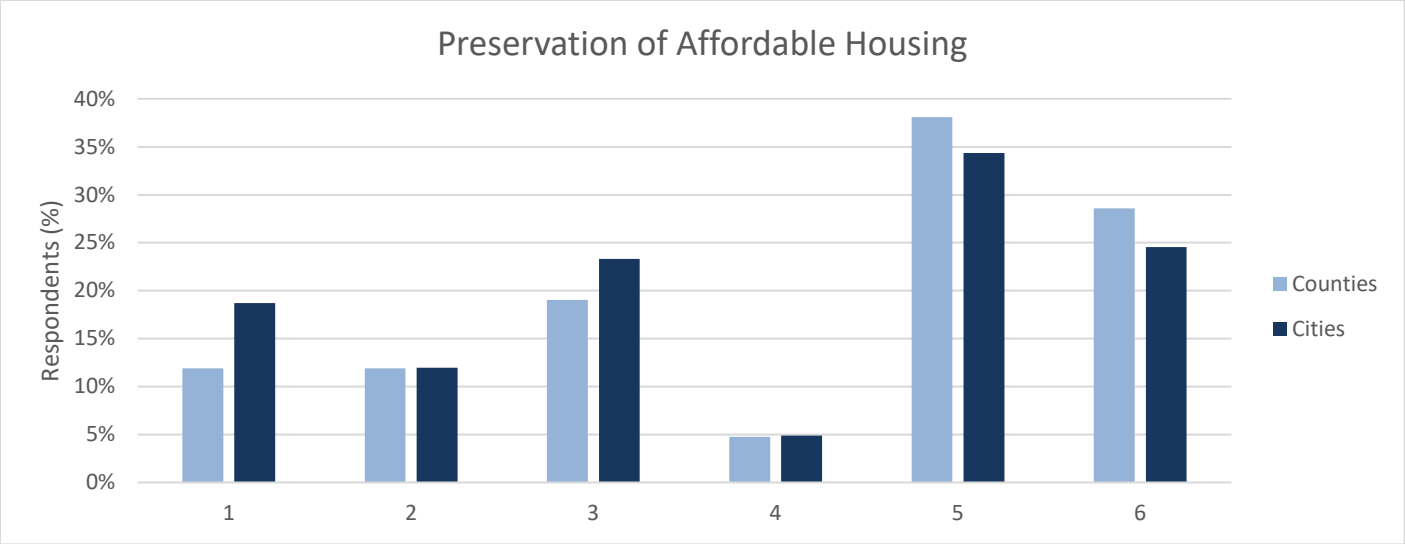
1. Inclusionary zoning ordinance for sale
2. Inclusionary zoning ordinance for rental
3. Affordable housing linkage fee
4. Community benefit zoning and/or other land value capture strategy
5. Utilizing California Tax Code "Chapter 8" provisions for tax-delinquent properties
6. None
7. No Response



[5] This figure may be inflated as many jurisdictions have rent control for RV parks but not for other housing.

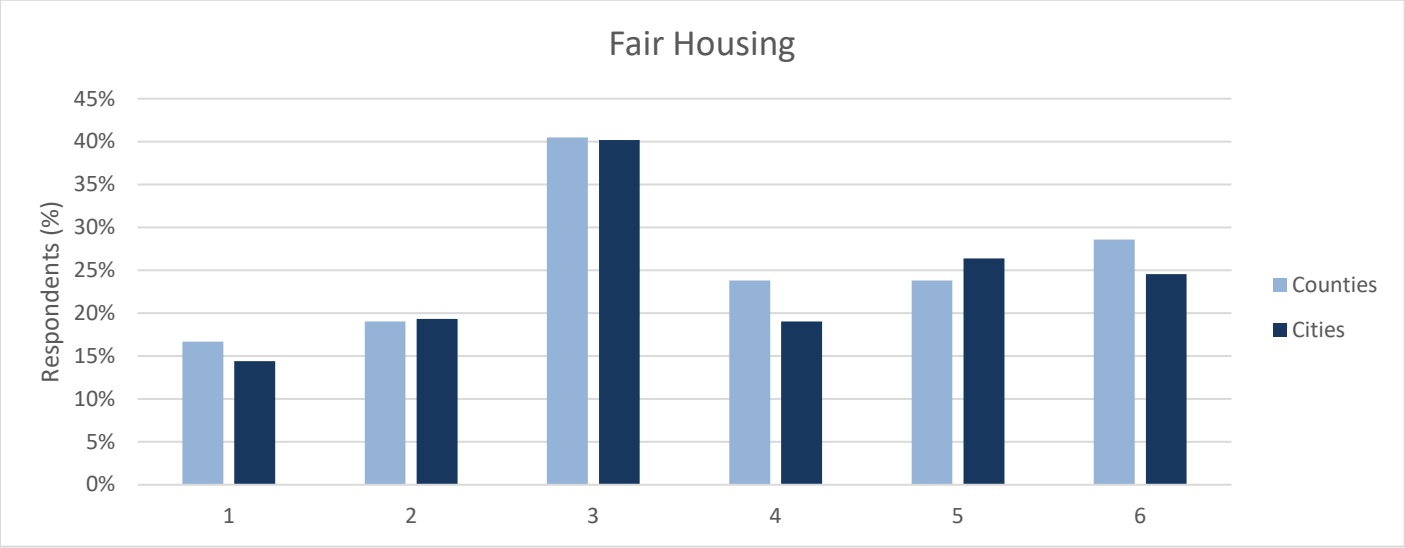
c) Preservation of Affordable Housing

1. No-net-loss requirements for affordable housing
2. Policies to preserve Single Room Occupancy (SRO) housing
3. Policies to preserve mobile home parks
4. Jurisdictional incentives or support for land banks or land trusts
5. None
6. No Response



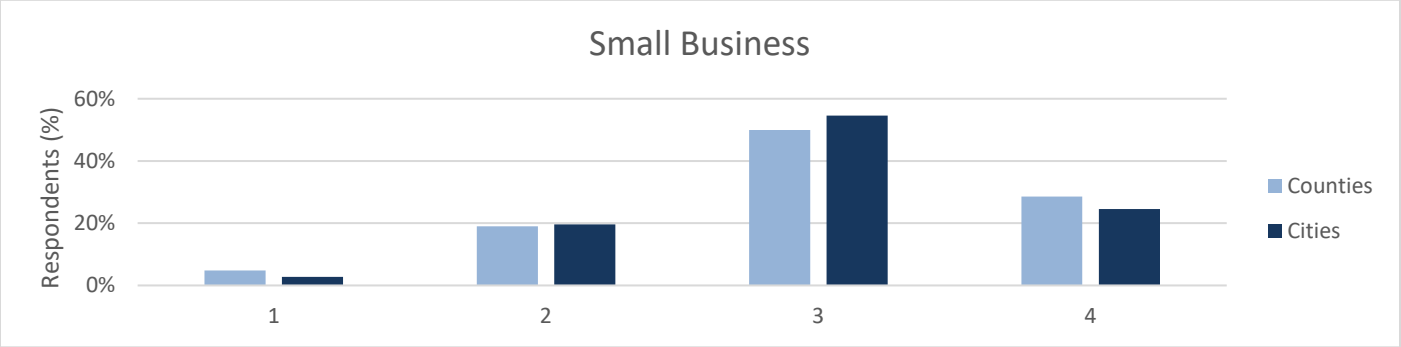
d) Fair Housing

1. Source of income non-discrimination policies
2. Affirmative housing marketing targeting low-income and/or vulnerable populations
3. Information posted regarding fair housing rights and procedures for filing complaints
4. A completed assessment of fair housing
5. None
6. No Response



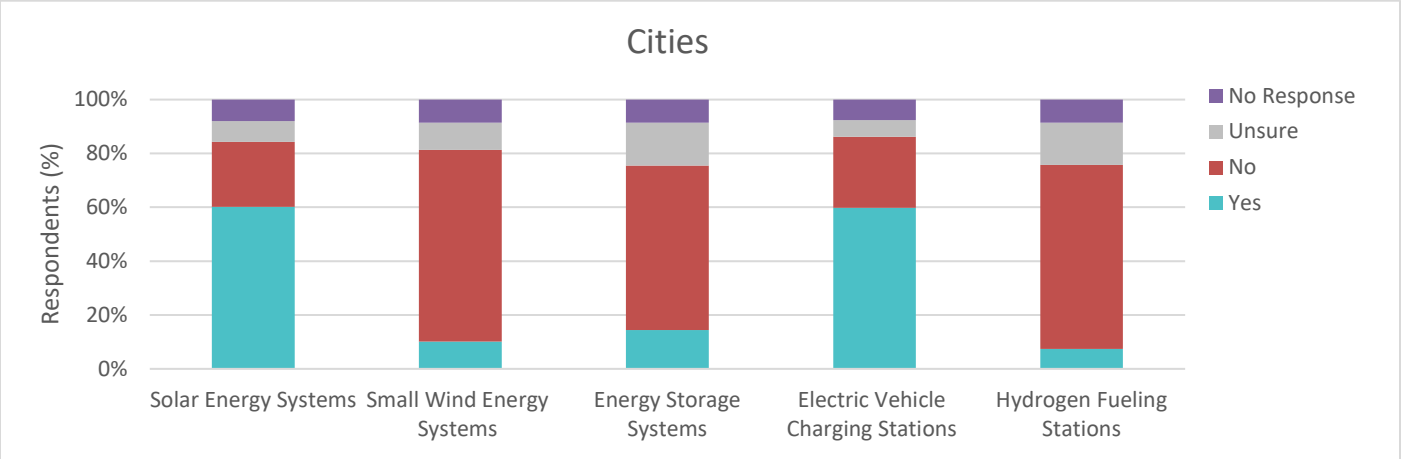
e) Small Business

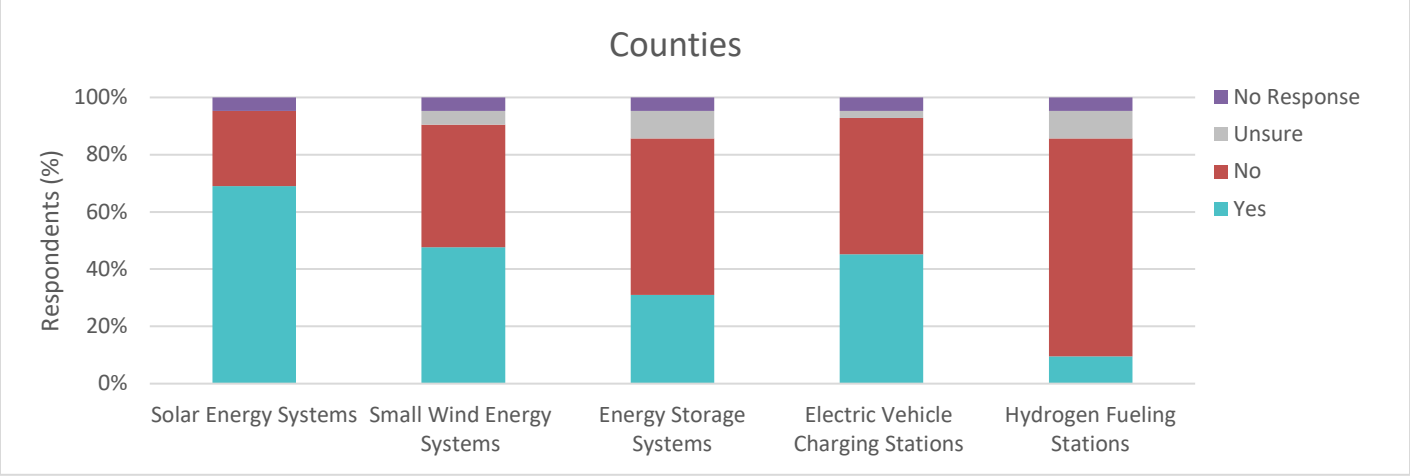
1. Overlay zone to protect small businesses
2. Small business advocate or liaison employed by the local jurisdiction
3. None
4. No Response



Question 6 Renewable Energy

Has your jurisdiction adopted programs, policies, or ordinances to facilitate the development of small-scale renewable energy systems or distributed energy systems?

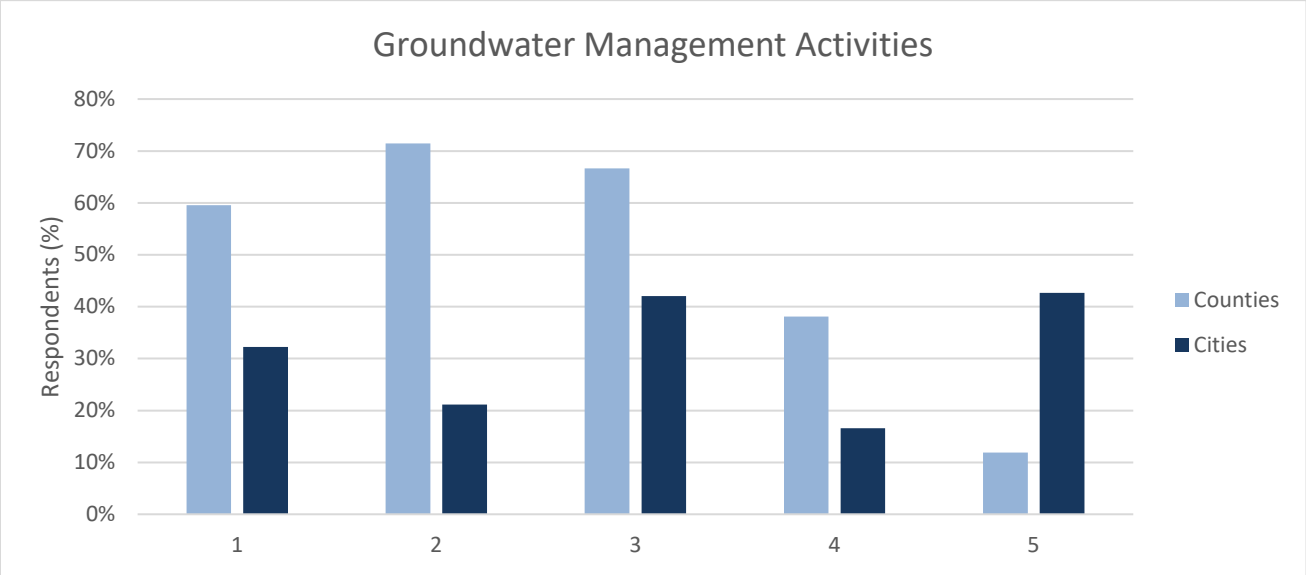




Question 7 Groundwater Management

Does your jurisdiction participate in any of the following groundwater related activities? (Check all that apply)

1. Participates as a member of a groundwater sustainability agency
2. Participates in one or more Sustainable Groundwater Management Act (SGMA) processes
3. Participates in an integrated regional water management process
4. Participates in other groundwater-related activities (See https://opr.ca.gov/planning/general-plan/)
5. No Response



For the next 2 Questions, please refer to the following definitions:

Climate Action Plan: A plan that combines discussions focused around climate change that include, but are not limited to, vulnerability, emissions, adaptation and mitigation. Climate Action Plans also outline policies and measures that a local jurisdiction will enact to address climate change overall.

Adaptation or Resilience Plan: A plan focused on addressing the city's, region's or community's vulnerability to climate change impacts. This document may also include discussions on vulnerability

Energy Action Plan: A plan focused on creating renewable energy and improving energy efficiency.

Local Hazard Mitigation Plan: A plan focused on identifying and mitigating hazards within a jurisdiction by taking into account local vulnerabilities and capacity.

Sustainability Plan: A plan that is typically focused on a more holistic vision of a community that includes considerations of climate change as one component. These plans are often seen as `visioning` documents.

GHG Emissions Inventory: An overview of greenhouse gases and courses of emissions. These studies are often completed as a part of General Plan, Climate Action Plan and GHG emissions reduction plan but may be completed separately.

Local Coastal Programs: Planning tools used by local governments to guide development in the coastal zone consistent with the Coastal Act.

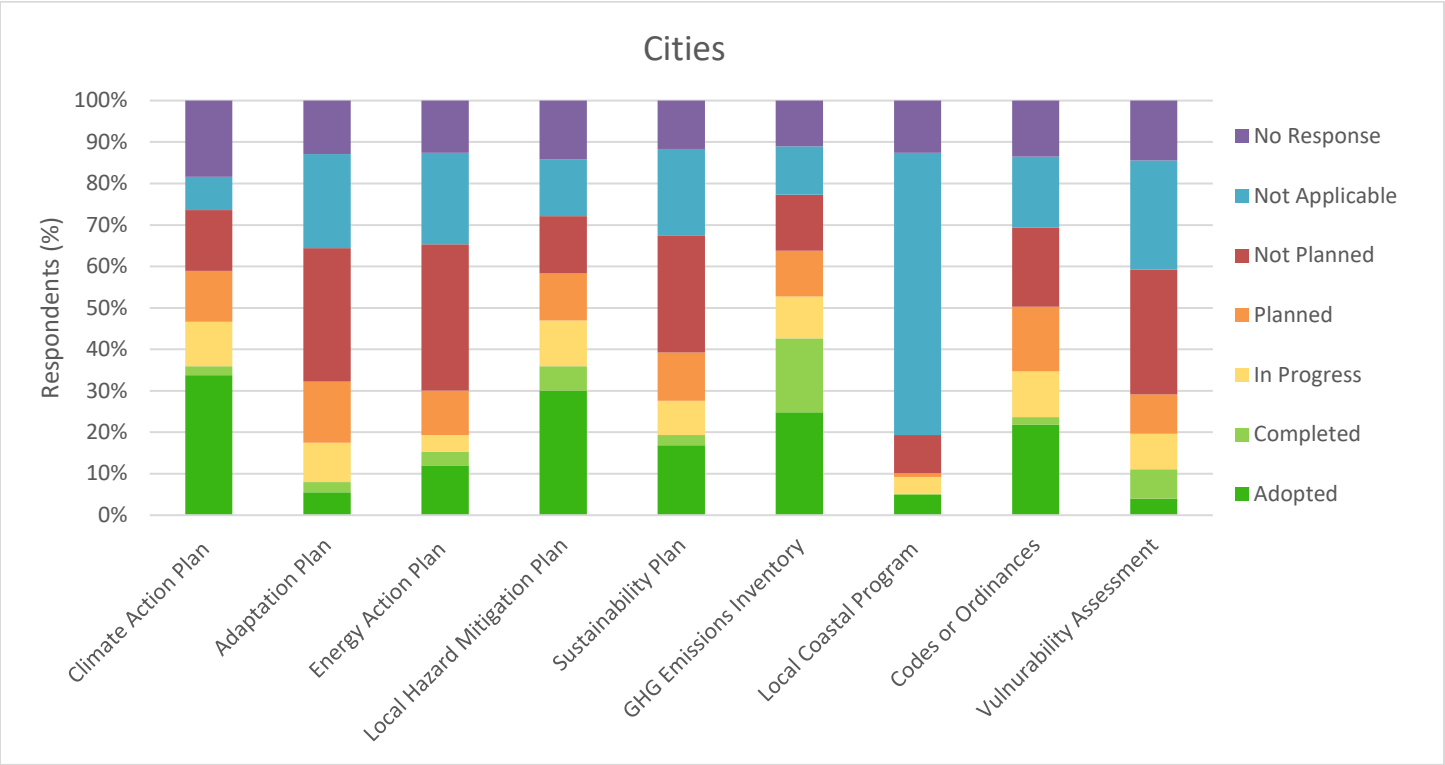
Codes/Ordinances: These documents serve as implementation tools for the above documents. They create the connection between policy and implementation and work to specify how climate change policies will work on the ground.

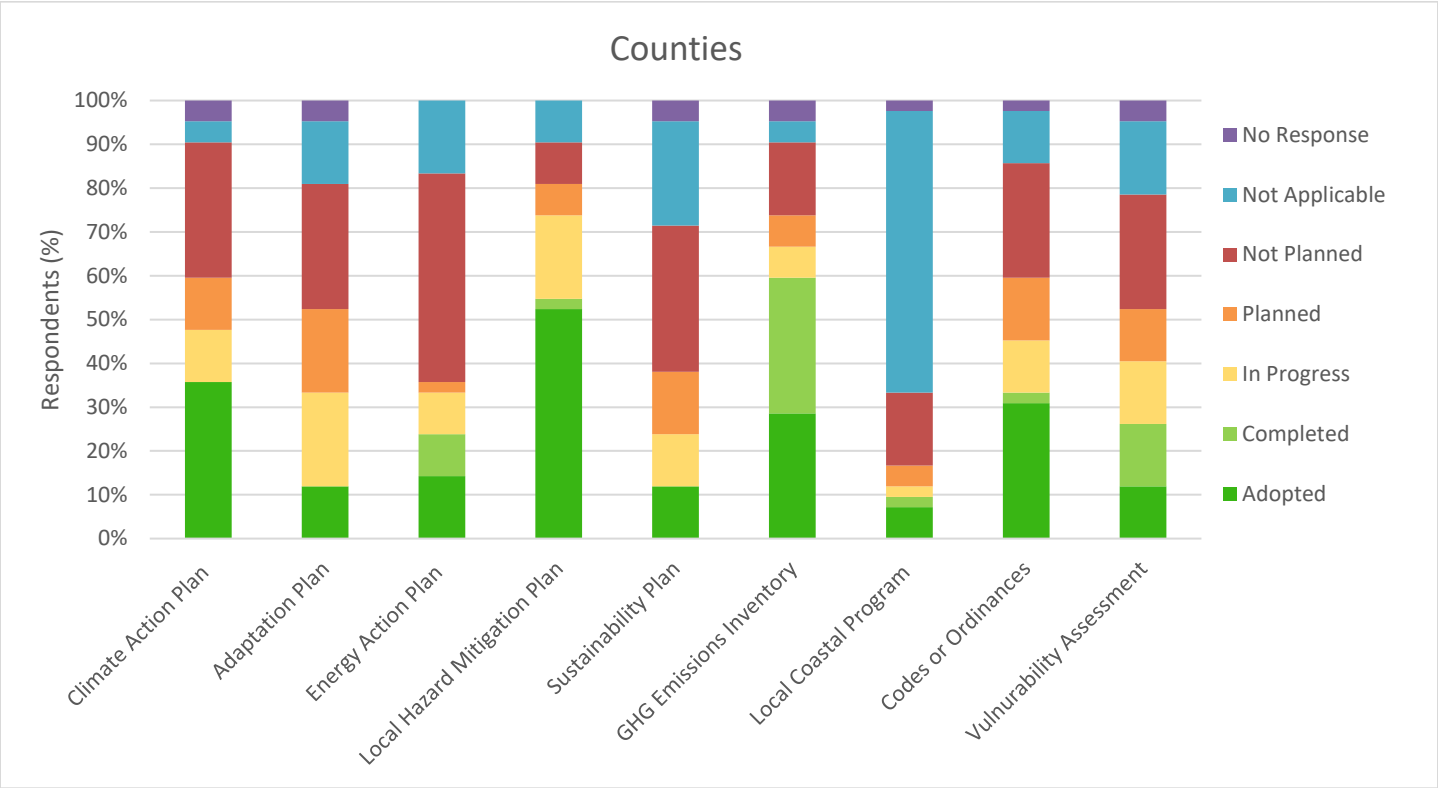
Energy Action Plan: A plan focused on creating renewable energy and improving energy efficiency.

Vulnerability Assessment: A document that analyzes how a community, city, or region may be impacted by climate change.

Question 8 Greenhouse Gas Emissions (Mitigation)

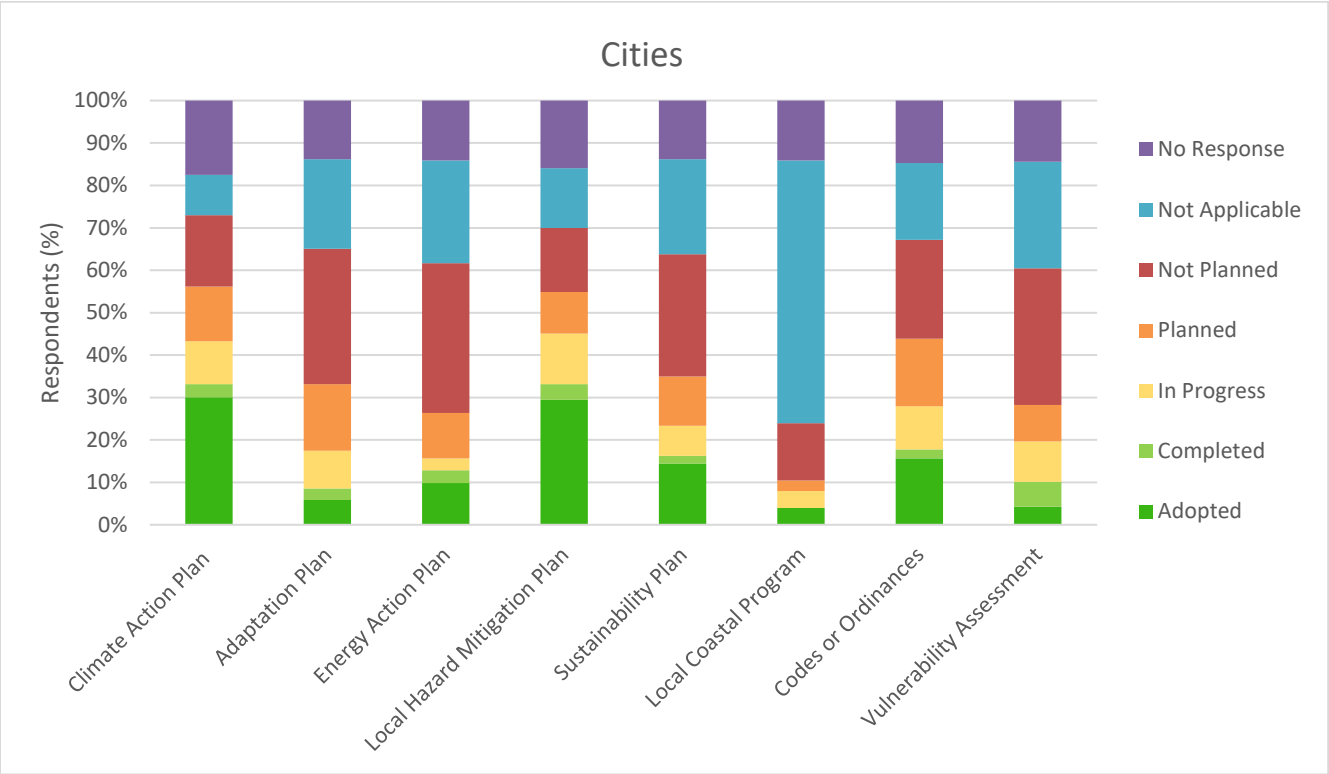
What documents include plans or strategies to reduce greenhouse gas emissions?

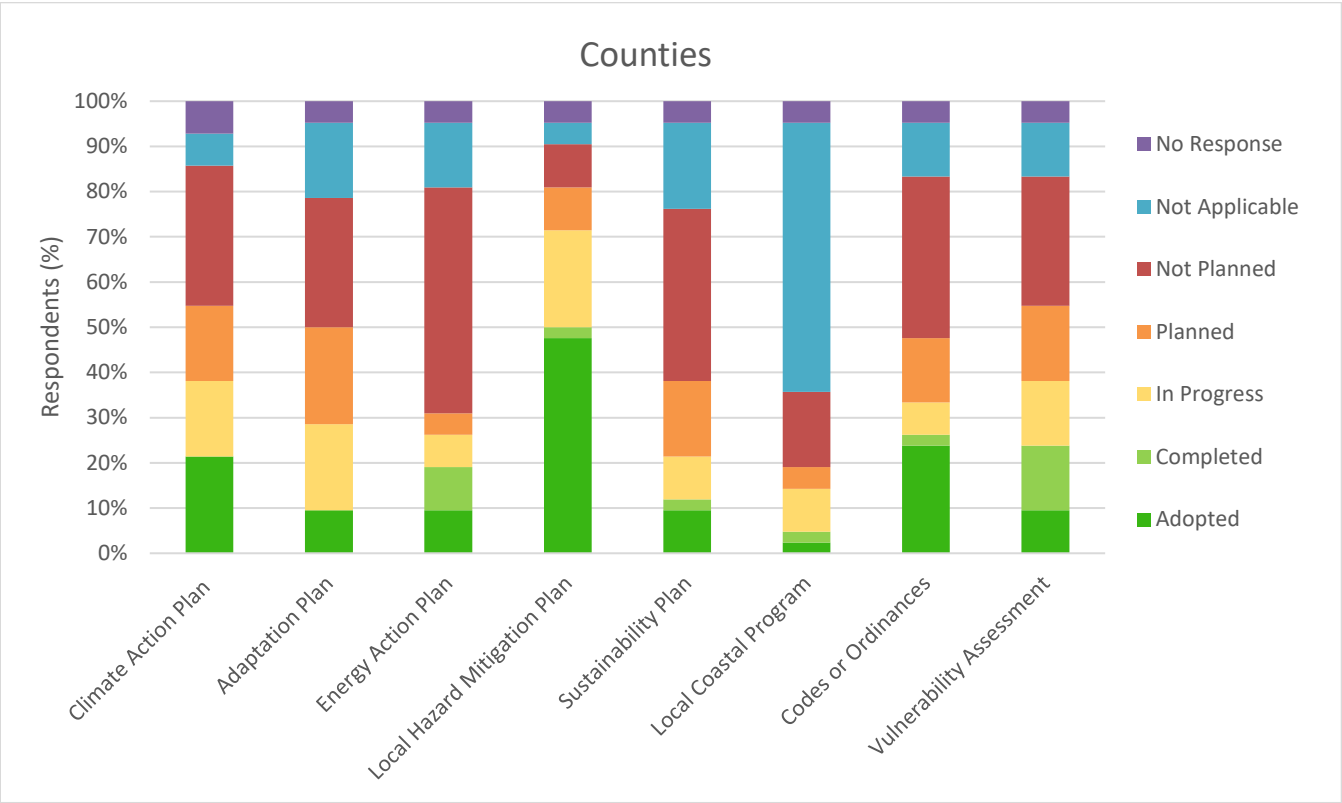




Question 9 Impacts of Climate Change (Adaptation)

What documents include plans or strategies to adapt to the impacts of climate change?

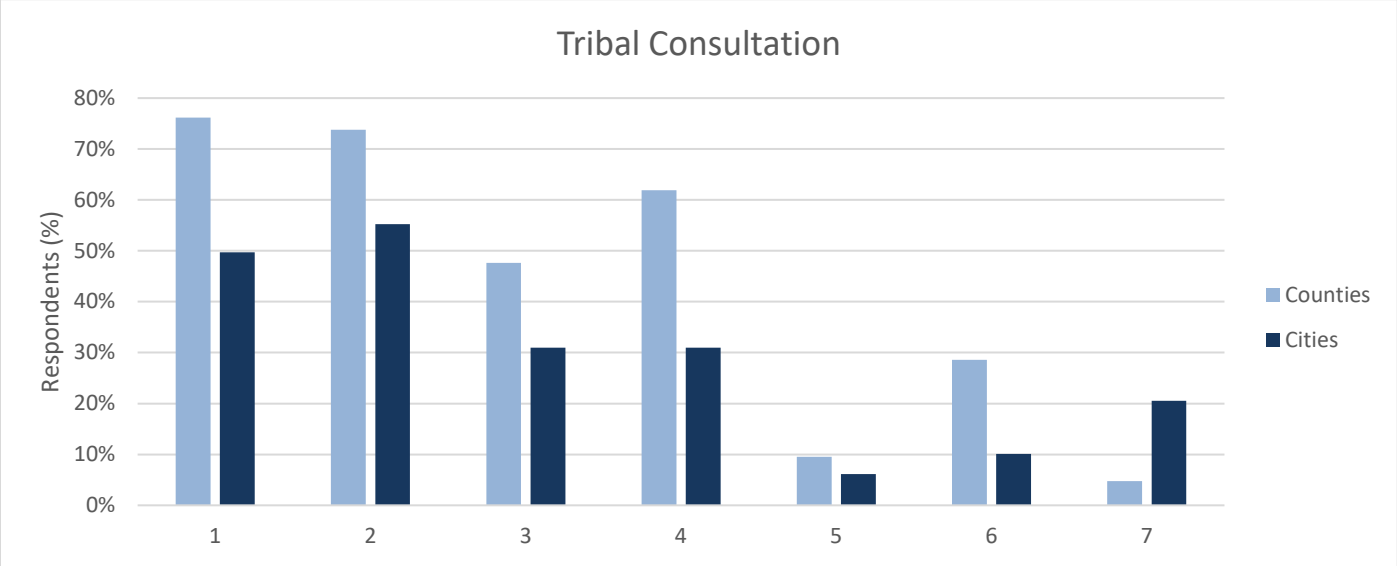




Question 10 Tribal Consultation

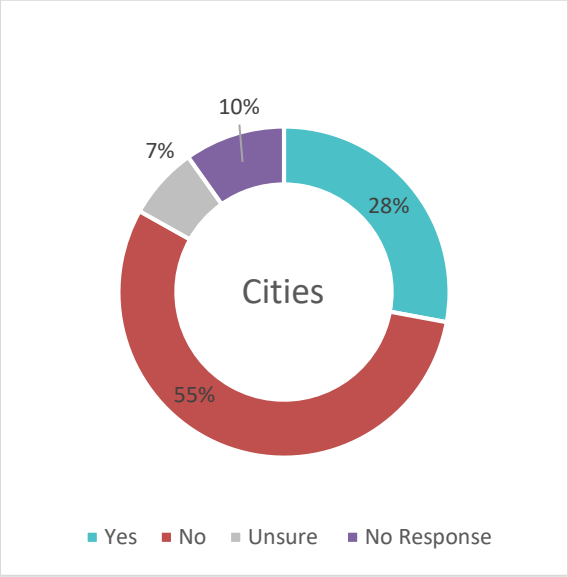
How has your jurisdiction engaged with Tribal Governments?

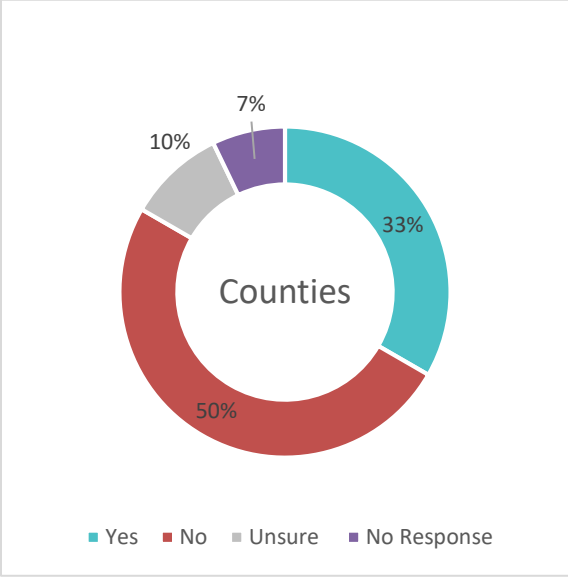
1. Entered into Consultations with Tribal Governments regarding a General Plan and/or Specific Plan Amendment or Adoption
2. Developed protocols for consulting with Tribal Governments in the Area
3. Designated specific responsible persons or representatives to conduct consultations with Tribal Governments
4. Incorporated text into the General Plan regarding the Protection of Native American Cultural Resources
5. Utilized conservation easements to help protect Native American Cultural Resources
6. Meet regularly with Tribal Governments, outside of specific requirements for notice and consultation, when adopting or amending a General Plan or Specific Plan
7. No Response
8. Other (See https://opr.ca.gov/planning/general-plan/)



Question 11 Community Engagement

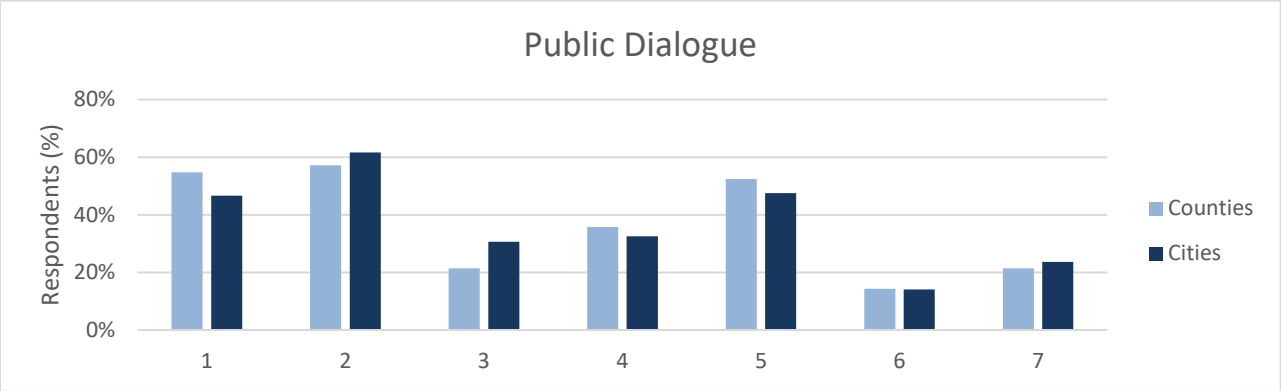
Do you have a community planning advisory board?





Does your jurisdiction actively participate or have meaningful dialogue with any of the following venues as a way to inform the public about upcoming planning issues?

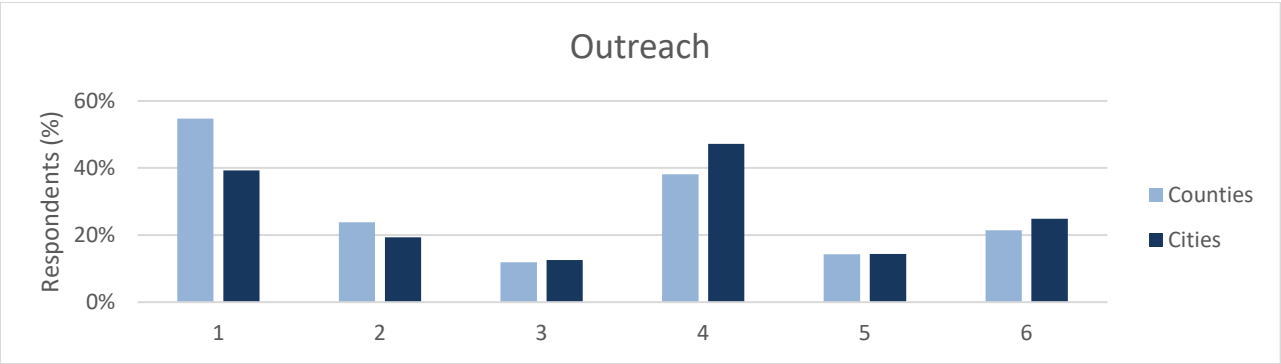
1. Advocacy Groups
2. Business Organizations
3. Churches or Faith-based Organizations
4. Neighborhood or Homeowner's Associations
5. Other (See https://opr.ca.gov/planning/general-plan/)
6. No Response



Does your jurisdiction use any of the following community engagement strategies when updating or evaluating components of the General Plan or other community plans?

a) Outreach

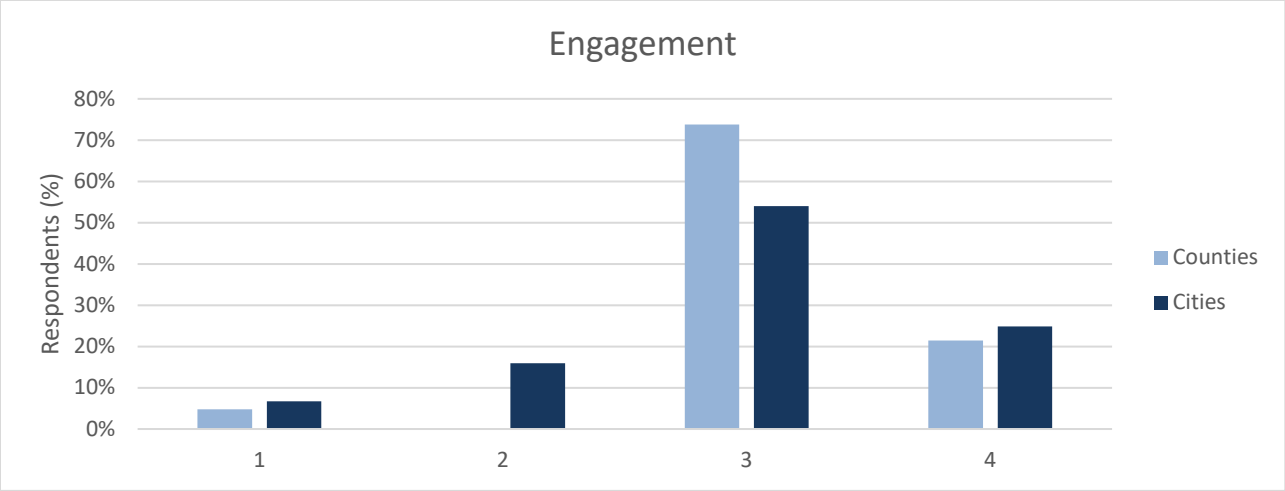
1. Use data to identify underrepresented populations and develop targeted outreach strategies to increase their participation
2. Employ project liaisons from identified underrepresented groups
3. Door-to-door outreach in underrepresented neighborhoods
X. "Pop-up" booths or tables in community locations (e.g. grocery stores, schools, transit hubs, parks, etc.)[6]
4. Outreach events for the project that are hosted by a community-based organization (e.g. small business, local nonprofit, house of worship, etc.)
5. None
6. No Response



[6] Due to an error in the electronic survey, responses to this option were unable to be recorded.

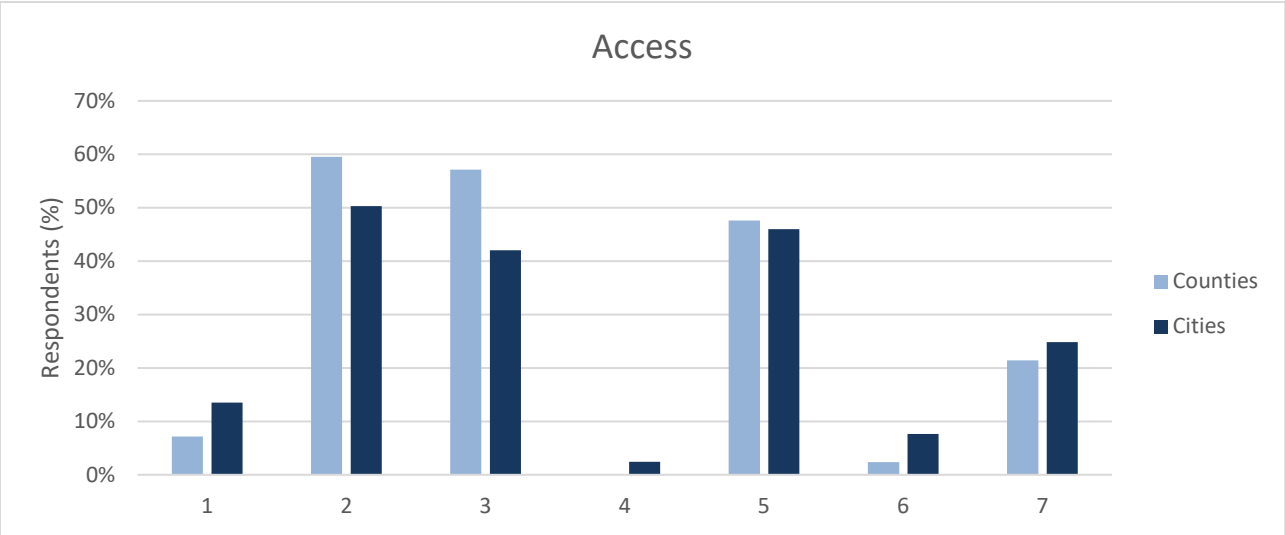
b) Engagement

1. Provide advocacy training or a "Citizen's Academy" to help community members understand government functions and processes and how to engage
2. Participatory budgeting: Community members have direct decision-making power over allocation of a portion of public funds
3. None
4. No Response



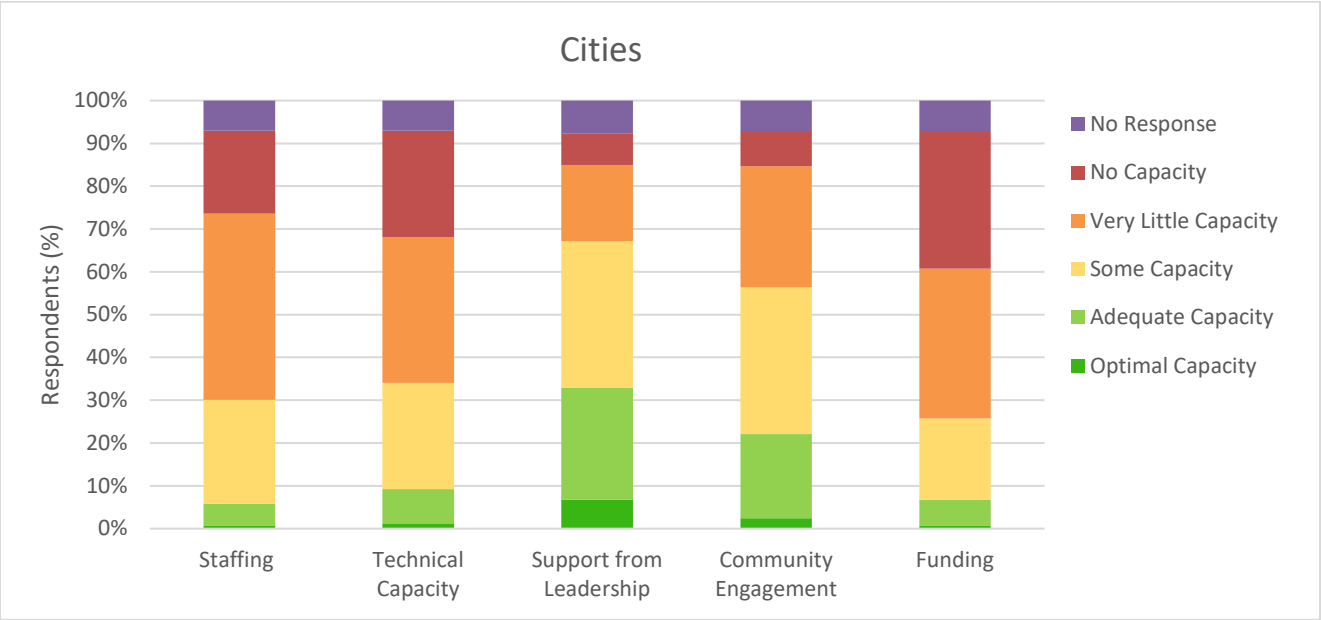
c) Access

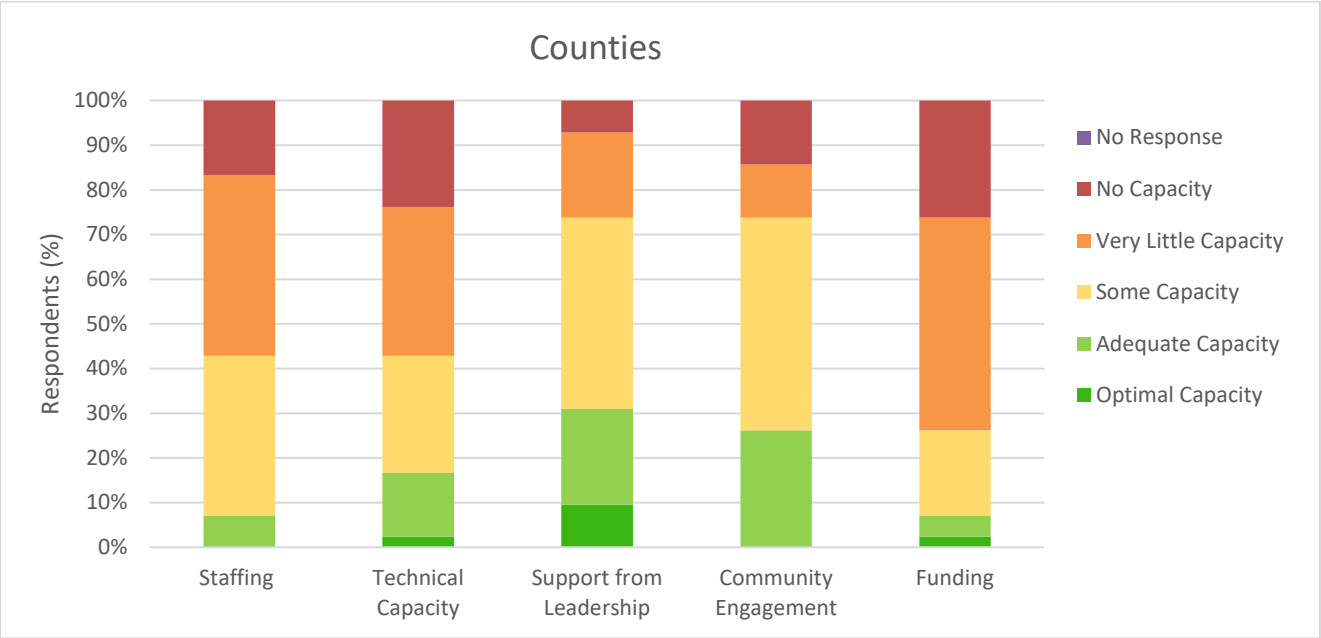
1. Provide childcare at community meetings
2. Provide food at community meetings
3. Provide language translation for outreach meetings and materials
4. Provide free or subsidized transit passes for community meetings
5. Provide multiple community meeting opportunities at alternate times of day (e.g. morning, afternoon, evening)
6. None
7. No Response



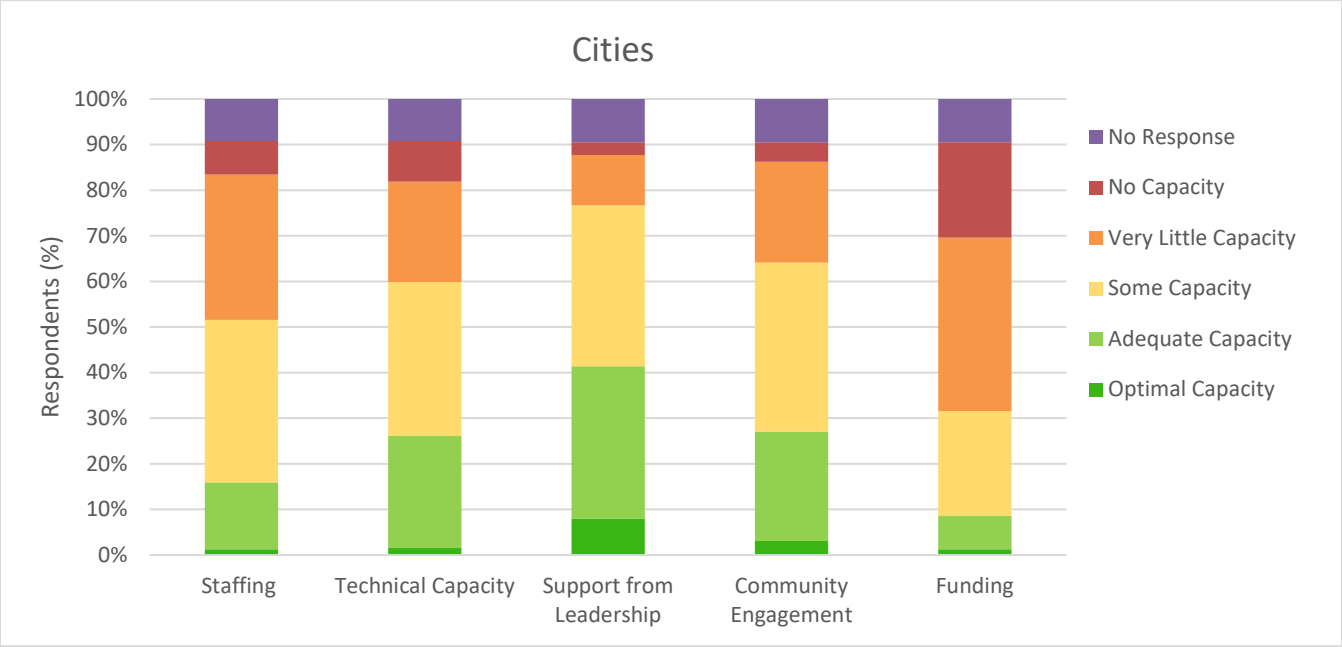
Question 12 Planning Capacity

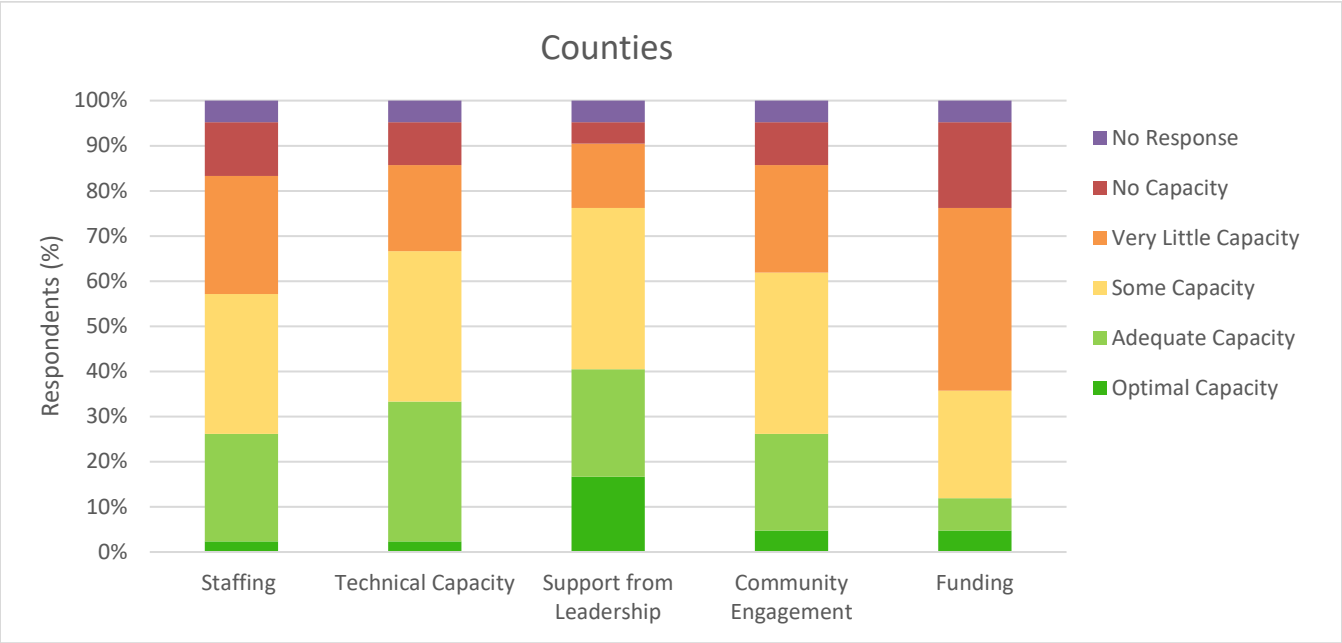
a) Climate Change and/or Adaptation



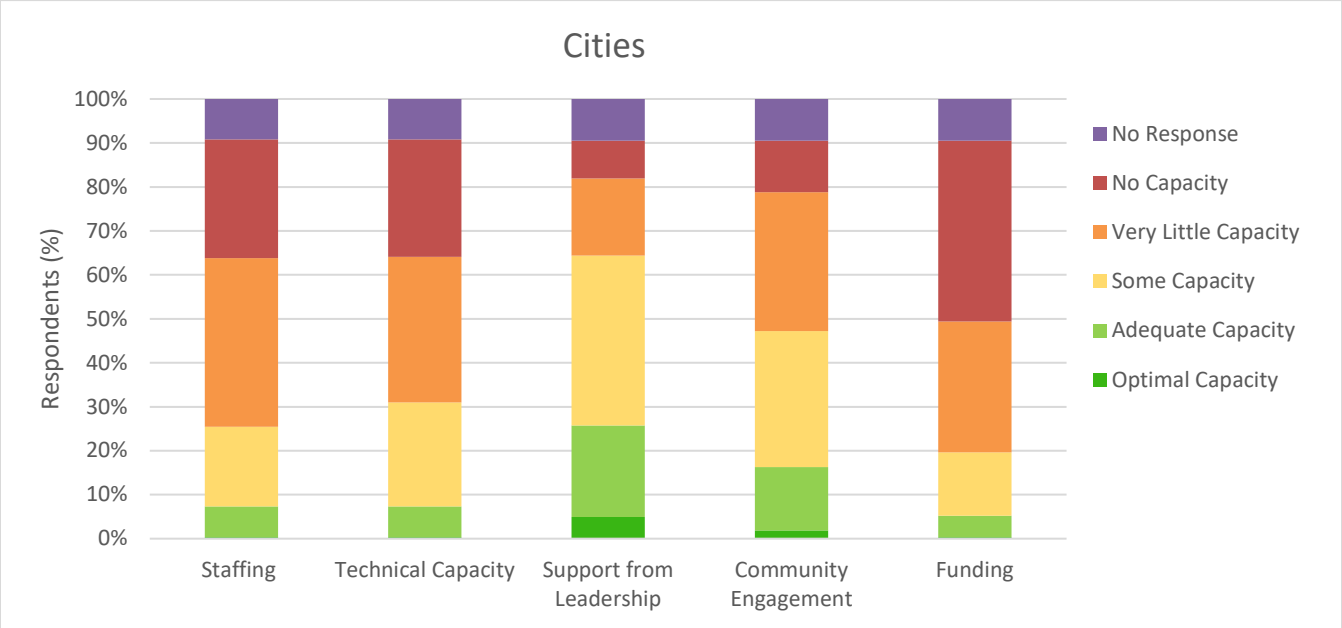


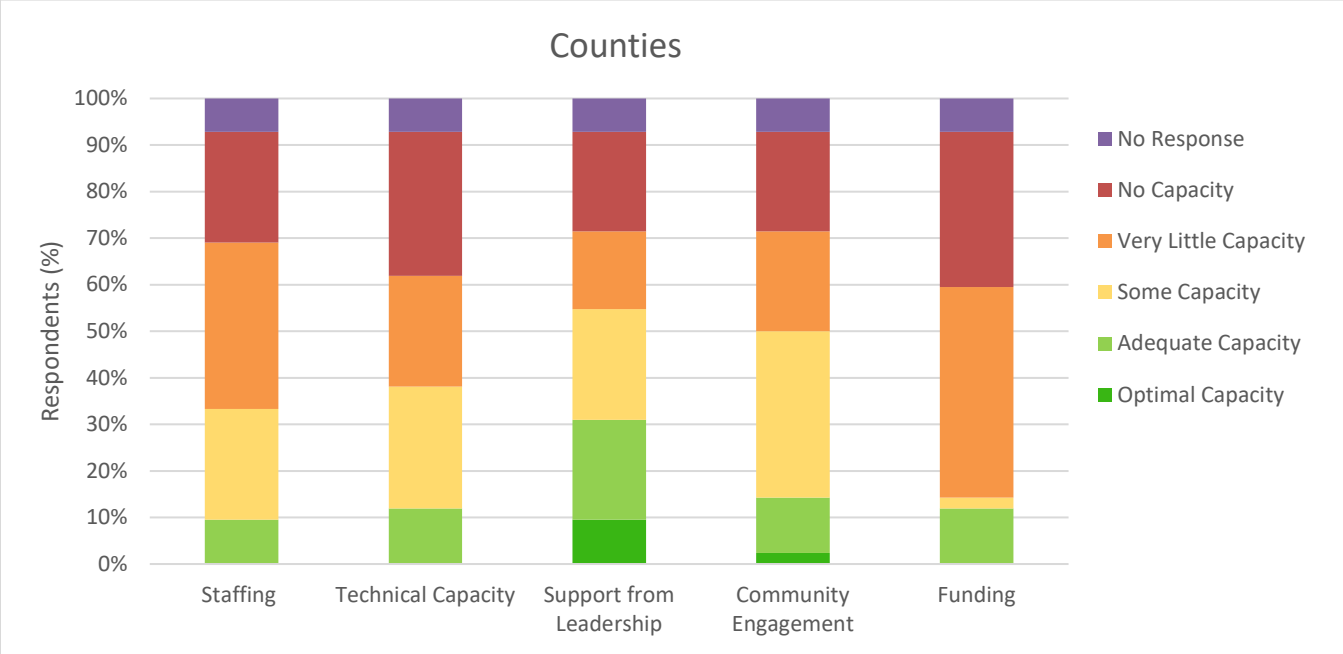
b) Housing Production and Affordability

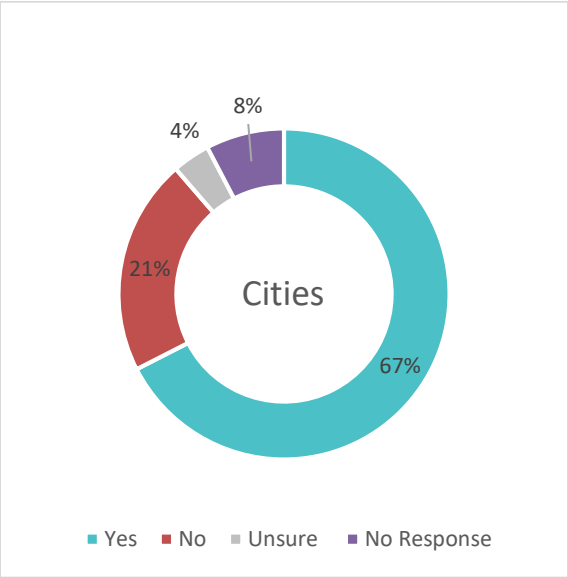
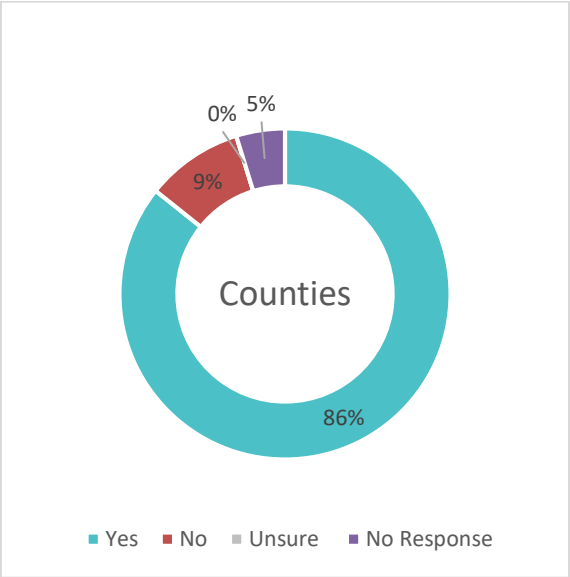




c) Social and Racial Equity and Environmental Justice





Question 13 Planning Resources

Does your jurisdiction have the ability to do GIS analysis on parcel level data?