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OUR CHALLENGE IS TO PROVIDE OPPORTUNITY TO ALL AMERICANS.

WE BELIEVE THE BEST STRATEGY TO COMMUNITY EMPOWERMENT

IS A COMMUNITY-DRIVEN COMPREHENSIVE APPROACH WHICH

COORDINATES ECONOMIC, PHYSICAL, ENVIRONMENTAL, COM-

MUNITY, AND HUMAN NEEDS. THROUGH NEW PARTNER-

SHIPS AMONG FEDERAL AND LOCAL GOVERNMENTS, THE

PRIVATE SECTOR, COMMUNITY ORGANIZATIONS, AND

RESIDENTS, WE CAN BUILD VIBRANT, SECURE COM-

MUNITIES THAT OFFER HOPE TO THEIR CITIZENS.

HENRY G. CISNEROS, SECRETARY
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We in the federal government

must recognize that real commu-

nity development can occur only

through a bottom-up approach

that comprehensively links the

engine of economic growth to the

physical and human needs of

each unique community.

ANDREW M. CUOMO,
ASSISTANT SECRETARY
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DEVELOPMENT

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C o n t e n t s

Creating a Unified Vision for Community Development

The Clinton Administration has made community development a key priority. The U.S. Department of Housing and Urban Development (HUD) and its Office of Community Planning and Development (CPD) are leading the way with new initiatives and assistance. The starting point is sound planning.

In this book, we introduce the concept of the Community Partnership Strategy (CPS). A product of consolidated planning, the CPS allows communities to coordinate programs and carry out the complex, sensitive, and lengthy process of community-based planning on the basis of a unified vision. Such a vision can lay the foundation for the development of communities that are cohesive, attractive, safe, and economically healthy. At the core of this process is empowerment—bringing the diverse elements of the community together and forging a shared vision of the future and an action plan to achieve that vision. The focus of the effort is not on narrow functional programs, but on orchestrating a comprehensive approach to addressing community problems.

Building on the Principles of Consolidated Planning

Consolidated planning encompasses a number of fundamental planning principles described in this book. The first is “bottom-up” planning. We recognize that the best community development is created neighborhood by neighborhood, with comprehensive solutions shaped from the bottom up, with

in and for each community. The individuals who live and work in the neighborhoods of America know their needs best. We must allow communities to tailor strategies to best meet their special needs. Therefore, we need to create a planning process which renews commitment to and generates citizen involvement. We must bring back to the table those who have grown discouraged and cynical about the ability of federal and local efforts to solve urban problems. This new commitment can help create a strong community spirit and forge effective solutions.

Second, we must develop a consolidated approach to address community and neighborhood problems. Narrow functional programs cannot solve complex problems of the individual, family or neighborhood. Our approach must be holistic, linking economic, human, physical, environmental, and design concerns to build viable communities of opportunity. Active partnerships for planning and implementation are part of the comprehensive approach. Neither the federal government nor the local government can do the job alone. The planning process should be inclusive: a partnership with state and local governments, community-based organizations, universities, residents, and the private sector to implement a unified vision for community development.

Third, we must empower people to help themselves by creating jobs and providing them with the

skills to take advantage of those jobs. Thus, economic development, tied in closely with human development, plays a pivotal role in comprehensive planning for urban and community development.

Fourth, community-based planning must involve decentralization of decision-making. We cannot be so prescriptive in our planning guidelines that communities lack the flexibility to solve the diverse problems they face at home. HUD is in the process of changing its corporate culture so that the local field staff can be an active partner of local governments, enabling action, rather than policing it.

The Consolidated Plan for Producing a Community Partnership Strategy (CPS)

This book defines the broad philosophy laid out above. That philosophy should apply to the broad planning process of cities and towns regardless of specific connections to HUD programs. But the particular context and content of the book relate to a number of specific programs that have a concrete set of statutory goals.

In 1993, HUD's Office of Community Planning and Development undertook a collaborative process that involved over 1,300 individuals from 700 communities all over the United States to improve the effectiveness of our programs and reduce paperwork. The result of this extensive effort was to consolidate the planning, application, and reporting requirements

for CPD's four formula grant programs: the Community Development Block Grant program (CDBG), Home Investment Partnerships (HOME), Housing Opportunities for People with AIDS (HOPWA), and the Emergency Shelter Grants program (ESG).

These CPS requirements can help communities develop a strategic vision to address local problems comprehensively. The statutes for the grant programs set forth three basic goals, which relate to major commitments and priorities of the Department.

> **Provide decent housing.** Embedded in this goal are the following goals: assist homeless persons to obtain appropriate housing; retain the affordable housing stock, increase availability of permanent housing that is affordable to low-income Americans without discrimination; and increase supportive housing that includes structural features and services to enable persons with special needs to live with dignity.

> **Provide a suitable living environment.** The concept of a suitable living environment includes improving the safety and livability of neighborhoods; increasing access to quality facilities and services; reducing the isolation of income groups within an area by deconcentrating housing opportunities and revitalizing deteriorating neighborhoods; restoring and preserving natural and physical features of special value for historic, architectural, or aesthetic reasons; and conserving energy resources.

> **Expand economic opportunities.** This includes creating jobs accessible to low-income persons; providing access to credit for community development that promotes long-term economic and social viability; and empowering low-income persons to achieve self-sufficiency in federally-assisted and public housing.

The comprehensive approach outlined here is also applicable to other CPD initiatives: the implementation of Empowerment Zone/Enterprise Communities, and the establishment of a Continuum of Care for the Homeless. Empowerment Zone strategic planning follows roughly the same process of consolidated, collaborative, community-based planning as that described in this book—linking economic, physical, and human development.

The Continuum of Care applies this comprehensive approach to meeting the needs of homeless persons. The Continuum of Care concept seeks to establish a comprehensive system addressing homelessness, from assessment and emergency shelters to transitional and, ultimately, permanent housing, with services when necessary at any stage of need. Establishment of this continuum requires close collaboration among local governments, not-for-profits and other participants in the system, with each focusing on the tasks it does best.

Legal Requirements for Community Planning Strategies

The precise legal requirements for the combined

planning, application, and reporting requirement and for affirmatively furthering fair housing are contained in regulations and referenced in guidelines on preparing a CPS. The CPS rule, for example, lays out specific requirements for fulfilling the statutory citizen participation requirements. It includes requirements contained in the statutes, but allows communities considerable flexibility in carrying out their planning process. Rather than laying out the specific legal requirements for preparing a combined application, this book offers helpful ideas for undertaking community-based collaborative planning within the broad context of the law and regulations.

Structure of this report: Vision/Reality

The book begins with a section entitled *Taking Action*. It describes how the Community Partnership Strategy (CPS) works within the context of consolidated planning. It is not intended as a textbook or set of requirements, but is presented as a point of departure to help communities through the consolidated planning process.

This section is supplemented by a computer software package supplied by CPD to help localities implement key aspects of the new requirements. This will allow jurisdictions to prepare their CPS submission as a computerized document for the Office of Community Planning and Development. In effect, a jurisdiction's CPS will be presented to CPD through

a software package that provides a format for demographic and census data, facility siting, and other information relevant to the CPS.

The second section, *Making Connections*, offers insights which will assist jurisdictions in making consolidated planning an effective tool for human, economic, and physical development. It draws upon the actual planning experience of localities to show the importance of physical spaces in neighborhoods and communities, of the individual in human development and planning at a human scale, of achieving diversity and balance, and of providing for community development that is sustainable.

The final section, *Real Stories*, provides examples of communities throughout the United States that have used these concepts to define a vision and begun the long and difficult process of bringing it to reality.

Concluding note

This publication offers useful ideas for initiating a process of defining a community vision through comprehensive planning and translating that vision into action for diverse neighborhoods and communities. The ideas presented here are solidly grounded in the experience of communities throughout the United States where the residents, community leaders, the business community, and others have joined forces in a strategic planning process.

The book does not provide any final answers

because there are none. There is no one model or approach that fits all communities, small neighborhoods to large urban centers. Our hope is that this book will stimulate thought, provoke discussion and debate, and help communities take maximum advantage of the CPS to achieve a better future.

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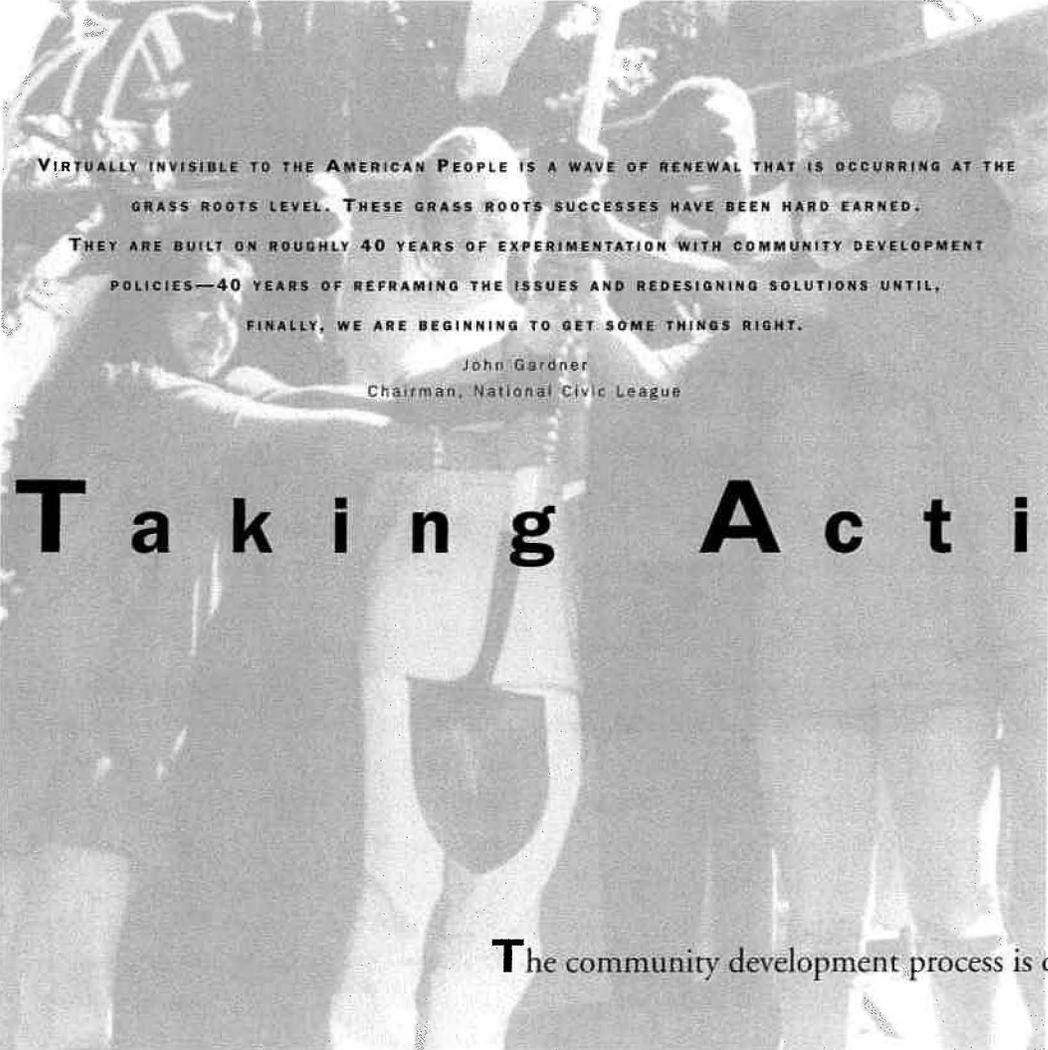
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Introduction]



VIRTUALLY INVISIBLE TO THE AMERICAN PEOPLE IS A WAVE OF RENEWAL THAT IS OCCURRING AT THE GRASS ROOTS LEVEL. THESE GRASS ROOTS SUCCESSSES HAVE BEEN HARD EARNED. THEY ARE BUILT ON ROUGHLY 40 YEARS OF EXPERIMENTATION WITH COMMUNITY DEVELOPMENT POLICIES—40 YEARS OF REFRAMING THE ISSUES AND REDESIGNING SOLUTIONS UNTIL, FINALLY, WE ARE BEGINNING TO GET SOME THINGS RIGHT.

John Gardner
Chairman, National Civic League

T a k i n g A c t i o n

The community development process is driven by a reality that is changing >

< radically and demands new ideas. Communities recognize the difficulties that impede their success: competing demands on public dollars; a blurring of distinctions between the public, private, and non-profit sectors; the reluctance of government bureaucracies to change; increasing racial, ethnic, cultural, and socioeconomic diversity; and technical and information-age demands. These issues can polarize communities and lead to political stagnation. But successful communities recognize that by marshalling the strength of their citizens, government, and business community, they can achieve impressive results. As demonstrated in this book, making connections and taking collaborative action is often the key to success.

Background—The Community Partnership Strategy

The Community Partnership Strategy (CPS) is a product of consolidated planning, which represents a fundamental shift in community planning. Most communities are searching continually for better ways to deal with change; citizen activists and local development officials especially have found traditional federal planning requirements frustrating and arduous. Federal regulations have contributed substantially to the confusion, requiring states, localities, and non-profit groups to navigate a patchwork of complex application and planning requirements and performance reports. Federal requirements have previously pushed communities away from comprehensive plan-

ning and toward compartmentalized thinking, imposing a maze of separate requirements and individual program paperwork that fosters effective application writing at the expense of innovative planning.

HUD's Office of Community Planning and Development (CPD), is offering a new, more comprehensive, and less onerous approach, enabling communities to develop a single Community Partnership Strategy (CPS) that will coordinate four formula programs that distribute approximately \$6 billion in federal assistance annually. The CPS approach will help local agencies conduct community-based planning and facilitate implementation of CPD programs. The Housing and Community Development Act of 1974, as amended, the 1987 McKinney Act, as amended, and the 1990 Affordable Housing Act provide statutory direction for the CPS.

By consolidating submission requirements into a single unified system, CPD is creating an opportunity to reduce duplication of effort and encourage citizen participation. The CPS should coordinate, interconnect, and focus efforts that serve the neediest people and areas of their communities.

As an annual performance and evaluation reporting system, the CPS enables officials and citizens to become more aware of the larger picture and the extent to which all related programs are effective in collectively solving neighborhood and community

problems. It will also facilitate local program management that is results-oriented, allowing citizens and others to understand and appreciate the results of their decisions.

The broad perspective of consolidated planning provides the opportunity for the CPS to relate comprehensive strategies undertaken for economic development under the Empowerment Zone/Enterprise Communities program, to continuum of care planning for homeless persons, to fair housing requirements, and to public housing. This flexibility allows jurisdictions to create a truly comprehensive tool for planning and implementation.

Team Tackling In Denver, Colorado

In 1989, at the deepest point in a regional economic recession, the mayor and city council established "Citizens for Denver's Future," composed of civic, neighborhood, business, and government leaders who worked together to pass the largest bond issue for community-based civic infrastructure improvement in the community's history, thereby laying the foundation for Denver's spectacular economic performance throughout the early 1990s.

C o n s o l i d a t i n g R e s o u r c e s

This step initiates a process of consultation and coordination among public agencies and organizations.

Step One | Getting Started: Coordinating and Managing the Process

The first step in the Community Partnership Strategy (CPS) is to initiate a process of consultation and coordination among public agencies that establishes a governance structure and identifies a lead entity (jurisdiction agency or department) to orchestrate the overall process.

Leadership in Local Government

For the CPS process to be successful, local government needs to play a catalytic convening role, providing leadership and a governing framework along with technical assistance for the various planning and implementation activities. The latter will call for partnerships between local government, non-profit groups, businesses, universities, and public service organizations.

In many cities, responsibility for the management of various CPD programs is assigned to different offices. Separate responsibilities are often lodged in special agencies for planning, housing, and community development, which separates various functions such as relocation assistance and fair housing. Jurisdictions that currently assign these responsibilities to multiple offices or agencies will have to develop a process that maintains existing responsibilities as needed, while facilitating coordination of planning efforts and submission requirements.

Communities will realize the benefits of the CPS process if they step over traditional bureaucratic and

institutional barriers and institute collaboration among agencies as standard practice.

Designating a Lead Entity

The CPD encourages jurisdictions to appoint a person, agency, or local government as the “point person” or lead agency for the CPS effort. This person should be the CPS point of contact.



James Lee Court in Oakland, California, is permanent housing for the homeless that resulted from a successful collaboration. See page 201 for other real stories.

The intent is not to create another layer of government bureaucracy but to shape a more focused, more responsive, and efficient effort to address critical community concerns by encouraging the coordination of existing activities. All agencies involved in the community development process must decide what roles they will play and commit the necessary resources. The point person of the CPS program should work together with the cooperating agencies and organizations to design a mechanism for bringing interested citizens and the multitude of public, private, and non-profit groups to “the table.”

While the lead agency should have a prominent place in local government, local conditions and preferences will determine whether it is located within an existing department or agency, is part of the chief executive’s office, or exists as a separate task force that can operate within or outside local government and maintain strong connections to it.

The lead agency should have the ability and/or authority to:

- > develop and formalize interagency agreements;
- > coordinate activities among other line agencies of the city;
- > cross agency boundaries;
- > deal directly with the chief elected official and key stakeholders;
- > coordinate public projects, direct programs, set

- budgets, and implement policy guidelines;
- > make regional/city-wide collaboration and coordination work;
- > develop a fiscal strategy that will combine programmatic budgetary funding proposals and regulatory actions within the plan and establish a mechanism for prioritizing and leveraging public and private investments and partnerships;
- > implement projects incrementally over time;
- > provide continuity of management and delivery systems throughout the process;
- > develop collaborative and interdisciplinary expertise in local government;
- > coordinate local and regional efforts; and
- > maintain an objective viewpoint in helping facilitate the process.

Regional Coordination and Cooperation

Increasingly, local governments face problems that cannot be addressed by a single jurisdiction. What one jurisdiction does affects many others. For that reason related activities in the region should be incorporated into the CPS process. While intergovernmental or regional plans are not required, a regional framework is needed to harmonize piecemeal local decisions.

Intermodal Surface Transportation Efficiency Act

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), administered by the U.S.

There are several key questions whose answers will help determine how well the CPS process is working.

- > Has the local government defined a governance structure to foster collaboration and coordination?
- > Are interagency agreements in place to facilitate accountability, cooperation, and partnership?
- > Have partner agencies developed shared information systems.
- > Have partner agencies incorporated the vision and values of the collaborative process at their administrative and staff levels?
- > Have the partner agencies devised a financing strategy to ensure long-term collaboration and implementation?
- > Has the collaborative process gained legitimacy in the community as a vehicle for addressing and resolving community problems?
- > Has the political and institutional will been generated to implement the mission?

Striking the Right Balance in Cleveland, Ohio

To reduce competition for limited resources among public and private agencies engaged in neighborhood development, the Community Development Strategy Group (CDSG) was formed in 1987 under the auspices of Cleveland Tomorrow, an organization consisting of CEO's of the area's largest corporations. CDSG's mission was to ensure a more effective allocation of funds. Months passed while the CDSG was increasingly criticized for ill-conceived funding decisions. Recognizing that key stakeholders were not involved, CDSG recruited representatives from neighborhood advocacy organizations, non-profit housing groups, and commercial development corporations. The CDSG's membership doubled, leading to the establishment of an ongoing, non-profit institution to plan and fund community development initiatives.

Department of Transportation, represents a clear commitment to the regional approach. The CPS process provides an opportunity for communities to join forces in implementing a range of ISTEA provisions such as transportation and land use planning, air quality, housing, and economic development programs.

Institutional Relationships

The Comprehensive Housing Affordability Strategy (OHAS) statute requires a jurisdiction to consult with state and local housing and service agencies, address lead-based paint problems and problems of poverty, assess its institutional structure, and describe its approach to overcoming gaps in the housing delivery system. It also requires plans for cooperation and coordination with the state and other jurisdictions, and the public housing agency's management improvement strategy. It requires the local jurisdiction to assess public policy barriers to affordable housing and describe its ameliorative strategy. These explicit statutory requirements, which are not included in the CPS, are listed below:

- > The jurisdiction is to make an effort to confer with social service agencies regarding housing and other needs of children, elderly persons, persons with disabilities, homeless persons, and other persons served.
- > The jurisdiction is to state how its affordable

housing efforts will be coordinated with other programs and services for which it is responsible and to state the extent to which these efforts will reduce households in poverty.

- > The jurisdiction is to explain whether the cost of housing or the incentives to develop, maintain or improve affordable housing are affected by public policies such as tax policies affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and other policies that affect the return on residential investment.
- > The jurisdiction is to assess lead-based paint hazards, consult with state or local health and child welfare agencies, and examine existing data on those hazards and poisonings.
- > The jurisdiction is to describe in its submission the means of cooperation and coordination with the state and other jurisdictions in developing, submitting and implementing its CPS.
- > The submission is to explain the institutional structure through which the jurisdiction will carry out its CPS, including private and non-profit organizations and public institutions, and assess the strengths and gaps in the delivery system, describing what it will do to overcome those gaps. Many of these requirements concern conditions and relationships that may be long-standing. Once

they are included as part of the consolidated plan, they need not be repeated unless there are significant updates or changes.

The legislation authorizes HUD to determine the form in which housing strategy requirements are submitted, so as “to be appropriate for the assistance the jurisdiction may be provided.” (Section 105(b), “State and Local Housing Strategies,” Cranston-Gonzalez National Affordable Housing Act.) CPD intends to take into consideration the scope of the funding to be provided, the dimension of the consultation and coordination problems confronted within the jurisdiction, and relevant information submitted previously.

HUD-Community Partnerships

Finally, local leaders need to look to the state and federal government as partners in their community development efforts. HUD is reorganizing so that its Field Offices can move more quickly to serve the communities in which they are located. The process gives Field Offices greater flexibility and allows them to take an active role in helping communities prepare their CPS, develop a Continuum of Care for dealing with homelessness, and respond to other opportunities.

“In a world where success stems from responsiveness and organizational flexibility, local government presents a special challenge. Slow to change by design and often rigid in structure, traditional governmental organizations are less than ideally suited to an environment of rapid change. Yet no organization in society performs more important work, deals with more important issues, or affects more lives than local government. It is therefore essential that local government learn to adapt to the fast-paced changes of the information age.”

*International City Managers Association,
“Future Challenges, Future Opportunities”
1992*

In this step, the jurisdiction is required to verify that it is following a detailed process a minimum of parts.

Step Two | **Initiating a Collaborative Process: Citizen Participation**

The answers to several key questions indicate how effective a CPS process is in involving citizens:

- > Are all the right people involved?
- > Have the participants demonstrated a strong commitment to collaboration?
- > Has the collaborative group built a common base of knowledge and mutual trust?
- > Has the collaborative defined a shared vision and goals, and has the community endorsed them?
- > Is the collaborative implementing an inclusive outreach strategy?

The Community Partnership Strategy (CPS) draws guidance from the best of both the CDBG and CHAS citizen participation requirements. It is presented to increase citizen involvement in actions throughout the consolidated planning process and to offer local government leaders a process that encourages creativity in achieving the national goal first articulated by the federal government in 1949: “A decent home and suitable living environment for every American family.”

To be effective we know that citizens involved in the CPS process must represent all who have a stake in the future of the community and its neighborhoods. We know that it is essential to emphasize the involvement of low- and very low-income people as the programs benefit principally these citizens.

Good Information

We know from past efforts that it is important to provide information to all citizens sufficient for them to understand fully the issues. Assistance in the form of expert information and technical support should also be available to residents. For example, if the issue concerns the location of an industrial park in a neighborhood, citizens should have the best information available on environmental hazards, traffic congestion, and community livability, as well as information on jobs, growth, and community development.

Goal-Oriented Activities

The entire citizen participation effort, from beginning to end, should be goal-oriented and serve as a vehicle for building community-wide support and enthusiasm. A collaborative process is the building block of the CPS. Communities need not reinvent the citizen participation process. However, local government and citizens should consider how well the existing process works to allow for greater collaboration and coordination among all participants in the CPS process. Success in collaborative processes requires the following:

- > broad citizen participation to achieve credibility and effectiveness;
- > the active involvement and commitment of civic leaders representing diverse constituencies;
- > support from local authorities and those who must implement the results;
- > a facilitation process that breaks down barriers, encourages open discussion, records concerns and ideas, and provides timely responses;
- > appropriate information for necessary judgements and decisions; and
- > acknowledgement and celebration of interim accomplishments.

Albina Neighborhood Takes Action

In 1993, the City of Portland took the first comprehensive, targeted approach in decades to the problems of the low-income Albina neighborhood. The neighborhood plan is built on the premise that all transportation, environment, education, public safety, and family issues must be addressed concurrently.

The plan recognizes that Albino's lack of parking, deteriorating building stock, and unsafe image encourage residents to move out of the neighborhood. But despite declining rates of home ownership, increasing unemployment, and population loss, the neighborhood found areas of opportunity.

Could declining property values create increased opportunity for home ownership? In 1990, the citizens of Albina and Portland began to find positive answers to this question.

"Looking Backwards from 2015" was the result. The vision was defined in terms of broad goals, such as more livable neighborhoods, additional parks and open space, development of attractive shopping areas, new business opportunities and growth along the transit corridors. The most pressing concern was public safety. Although many areas of Albina Community have crime rates below the city's average, the attention to new criminal activity, including gangs and drug activities, created a negative image that detracted from development goals.

Numerous strategies were developed. They included

instituting neighborhood foot patrols and neighborhood watch programs, and closing drug houses. New commercial and residential facilities reflect the renewed concern for public safety and provide places that are well lit, well travelled, and easily policed. The most important strategy is a community policing program initiated by the Portland police department.

The community policing program emphasizes a partnership between citizens and police in solving public safety problems in the neighborhoods. To improve communication between citizens and police, cross-cultural training and minority recruitment programs were used to forge a new relationship. A new precinct station is planned for the area and

new patrol methods increase the accessibility and visibility of police officers. Patrols were increased in parks and other areas vulnerable to crime. Among the more innovative initiatives was a program of financial incentives to encourage police officers to buy homes in the Albina neighborhood. One notable result was that the chief of police was among the first to take advantage of the opportunity and he has become an advocate for the neighborhood.

Community policing puts policemen back on the beat where they form close relationships with neighborhood residents.



The city encouraged neighborhood beautification.



Taking stock begins with gathering information and providing a comprehensive analysis of community needs and neighborhood concerns.

Step Three | **Taking Stock: Assessing Housing and Community Development Needs**

The analysis of needs should serve as the first and most fundamental tool for decisions about allocating federal, state, and local funds for:

- > Decent housing
- > A suitable living environment, and
- > Expanding economic opportunities, principally benefitting low-income citizens.

The Community Partnership Strategy (CPS) allows jurisdictions, for the first time, to coordinate all of their needs analysis in one place. This should facilitate cross-referencing data, performing more in-depth analysis, and coordinating issues that cut across program lines.

Rather than individual analyses of housing or community development, the jurisdiction can now present a case that consolidates needs and focuses attention on the geographic areas or populations in greatest need.

Consolidated planning should also take into account a community's current realities and future trends. This is accomplished by combining participants' perceptions with data and relevant information on the needs and opportunities present not only in the immediate jurisdiction, but also in the greater metropolitan region. Local agencies and organizations frequently have such data.

Under this step, the jurisdiction is required to provide the following:

- > Housing needs, projected for the next five years for persons residing in or expected to reside in the jurisdiction; the need for assistance among, moderate-, low-, and very-low income (poverty income: 30 percent and below of the area median income) residents; renter and homeowner status; and the specification of different needs for large families, single persons, and elderly residents.
- > Homeless needs, describing the nature and extent of homelessness (including rural homelessness), the needs of families and persons who are homeless or threatened with homelessness, and a concise inventory of facilities and services. (The CPD submission requirements include a table on homeless needs to be submitted by the jurisdiction.)
- > Public Housing needs must describe the number and physical condition of units along with revitalization needs within the jurisdiction.
- > Lead-based paint needs, estimating the number of housing units containing lead hazards that are occupied by low-, very low-, and poverty income residents.
- > Market conditions, describing significant characteristics of the housing market in terms of the supply, demand, condition, and cost of housing along with the characteristics that will influence the use of funds available for rental assistance,

new units, rehabilitation, and acquisition.

- > Barriers to housing assistance and community development, describing how the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, such as taxes, land use, zoning, building codes, fees and charges, growth limits, and those affecting the return on residential investment.

Prior CPD Submissions

Previously-approved CHAS submissions describing housing needs and problems will satisfy many CPS requirements, provided they include an assessment of needs for the next five years. If the information has materially changed, the submission should be appropriately updated. If a jurisdiction does re-submit, it should take advantage of the new CPS to reinforce the use of needs data to support decision-making processes.

Housing and Community Development Needs and Trends

Communities should undertake analysis of key indicators and trends that describe the community's physical, economic, and social conditions and identify priorities; listing data without this type of analysis does not support the overall purpose of the CPS. The analysis should address a wide range of interrelated issues that impact the quality of life, such as unemployment, local business strength, health, crime, transit usage, education, recreational opportunities, and

social services. This type of information should help set priorities, identify needs as opportunities arise, and serve as a baseline to measure future success.

Community Assets as a Basis for Consolidated Planning

Communities should evaluate assets and resources, and their own capacity to address changing circumstances effectively. Citizens and leaders must consider existing institutional strengths as well as weaknesses that require immediate or long-term correction.

For instance, the presence of a large teaching hospital can become an even more valuable asset if a community and surrounding region decide to concentrate on medical technologies as a key element of economic development. The strength of local financial institutions and the capacity of non-profit community development organizations should also be considered. Strong ties between technical schools, two-year advanced degree programs, colleges and universities, and the community, are a good foundation for a developing community partnerships.

The following questions offer some ideas about how the needs assessment can be used in the CPS:

- > Are links between multiple needs that afflict the same population of citizens identified and presented as a focal point for priority funding?
- > Are multiple needs that converge on a single neighborhood or geographic area identified, mapped, and described in terms of their overlapping impacts and implications for a strategic plan?
- > Are the barriers to housing and community development identified in terms of their effect on implementing a consolidated strategy of interrelated programs, projects, and partnerships?
- > Are a community's opportunities identified and described as a basis for creating a long-term strategy combining economic, human, community and physical development? (This requires jurisdictions to consider some needs as opportunities such as vacant facilities and property; underutilized parks, historic sites, educational, and recreation facilities.)

Guidelines are flexible, but the submission must support conclusions with data, demonstrate broad coordination of programs and resources, and be specific in its goals and objectives.

Step Four | Assessing Priorities: Forging a Vision

The following questions offer some ideas about strategic plans:

- > Are strategic plan objectives consistent with other planning efforts in the jurisdiction, the metropolitan area, and the state?
- > Do the objectives recognize that each neighborhood is a system that cannot be improved piecemeal, but must be approached as a whole?
- > Do strategies contribute to the isolation of neighborhoods or improve the ways in which they are connected?
- > Does the strategic plan create an economic, social, and physical environment that links the implementation of programs and projects to encourage and sustain improvement and growth?

An important role for the Community Partnership Strategy (CPS) is focusing communities on the future. Low-income communities especially desire change, but their need to focus on current problems and their limited access to resources make it difficult for many residents to envision a better future. The CPS is a means by which the citizens of these communities can learn to assess their needs, create a strategic vision, and plan ways to fulfill that vision.

The CPS encourages communities to consolidate their planning efforts to accomplish the following goals: strengthening the neighborhood and community; nurturing human development and remaining mindful of the importance of human scale; achieving diversity and balance; and incorporating the principles of sustainability, conservation, and restoration. (The chapter entitled *Making Connections* describes these goals in detail.)

Envisioning the Future

In developing a consolidated plan to accomplish goals and objectives, the community should make sure its needs and aspirations are the driving force. A strategic vision empowers a community, allowing it to maintain its identity and establish priorities for responding to change. Consolidated planning can help interrelate needs and coordinate programs and resources to address those needs through a CPS.

A commitment to collaboration is essential to

consolidated planning. There are a variety of facilitation and multi-disciplinary problem-solving tools and techniques communities can use to achieve consensus on a strategic vision and to assess needs, priorities, and implementation strategies.

By definition, a strategic vision is the result of a process that reflects the values, needs, and aspirations of those participating in it and provides a mechanism for determining priorities and steps to achieve its end. When built upon a collaborative process, the search for a unifying vision encourages people to participate in shaping the future of their community. By providing a clear picture of what people want in the long term, they work on how they must muster the necessary forces to get there. This process creates the foundation upon which the implementation of typically disconnected needs, programs, and interests can be interconnected and coordinated.

Submission Format

The Office of Community Planning and Development (CPD) is providing a software package to assist communities submitting a CPS. Submission requirements include an inventory of needs, priority needs, a resource inventory, a three- to five-year plan, and a one-year funding plan. Guidelines are flexible, but the submission must support conclusions with data, demonstrate broad coordination of programs and resources, and be specific in its goals and objectives.

Priority Needs

The CPS should identify the most important non-housing community development needs and housing needs, including affordable housing, housing for the homeless, public housing, and remedying problems with lead-based paint, and removing barriers to housing production. The statement should also describe the implications of these needs for various income groups or areas of the community.

The priority needs statement should draw from, but not duplicate the needs section of the overall CPS. The statement addresses only those needs the community intends to pursue through its funded programs and projects. (The CPS software includes a table indicating the information required.)

Resource Inventory

Communities should prepare an inventory of resources they will use in addressing priority needs. The inventory should respond to specific strategies for change and indicate potential linkages.

The inventory should be based on a plan that describes the programs, projects and resources that will address priority needs over the next three to five years.

Three- to Five-Year Plan

If applicable, the CPS plan should consolidate the following elements:

- > Priority non-housing community development

needs: those needs eligible for CDBG funds, including public improvements, public facilities, public services, and economic development.

- > Affordable housing: housing funds and investments directed specifically toward moderate-, low-, and very-low-income residents, as well as those at the poverty level.
- > Homelessness: projects and programs that help families and individuals avoid becoming homeless, address emergency shelter and transitional housing needs, and help homeless persons make the transition from temporary quarters to permanent and independent living.
- > Lead-based paint: current and proposed actions to evaluate and reduce lead-based paint hazards and strategies for integrating the results into local housing policies and programs.
- > Barrier reduction: current and proposed actions to eliminate or reduce barriers and identification of obstacles.

Coordination: Making the Pieces Fit

Coordination is the key element in preparing a CPS submission. Consolidated planning empowers a community to draw on all of its resources to fulfill a vision, but coordination of projects, programs, resources, and policies is essential to make it happen. Reducing crime, for example, can require a variety of strategies: increasing the number of police on the

Installing a Long-Term Forum and Process in Newark, New Jersey

Responding to stagnant economic development, a housing shortage, racial division, a low tax base, and weak retail trade, the Newark Collaboration Group was formed in 1986 by the City of Newark, Essex County, representatives of the local insurance industry, and business and neighborhood organizations. They joined forces to revitalize the city and clear the way for new investment and development. The new organization was founded on and practiced the principles of inclusiveness, consensus-based decision-making, community outreach, openness, and a need for long-term sustainability. The group's commitment to consensus-seeking, conflict management, and third-party facilitation has paid high dividends in the form of nearly \$3 billion in new residential, office, commercial, and industrial development.

Neighborhood Housing Services in Kenosha, Wisconsin

Neighborhood Housing Services (NHS) is a leader in housing rehabilitation and construction in troubled neighborhoods. Operating on a partnership model, NHS teams neighborhood residents, business owners, local professionals, and city officials to combat substandard housing. The NHS in Kenosha moved beyond the traditional housing sphere to revitalize the local commercial strip in their plan for the Uptown neighborhood. > Residents and business owners viewed the area as a high crime district with a poor image. NHS conducted a market study with the Neighborhood Reinvestment Corporation to investigate the commercial prospects of the uptown area. It was plagued by graffiti, blighted buildings, and a high commercial vacancy rate, but the study showed a core of stable businesses and substantial drive-by traffic. Kenosha created the Uptown Business Improvement Program. CDBG monies were combined with local bank resources to create a revolving loan fund to provide loans and gap financing for commercial rehabilitation, business expansion, and start-ups. These were some of the first funds spent in the area in over a decade. The fund now has a 100% payback rate. A marketing coordinator was hired and launched an aggressive ad campaign. NHS also began to change the face of the surrounding residential neighborhood. A successful businessman relocated to the uptown area and within one year increased his profits by over 65 percent. > Since 1987, \$1.2 million in public and private funds have been pumped into the area. Commercial vacancies have been halved and the number of jobs has increased by 25% (45 full time positions, many of them held by area residents). The Kenosha NHS says, "we've almost worked ourselves out of a job, but that's why we're here."



street, making streets more attractive to pedestrians, increasing the "eyes" on the street, removing graffiti, and enforcing zoning and building codes. Each of these actions requires coordination and follow-through.

The consolidated plan should describe in detail how the community intends to coordinate resources, including funding sources, people, and organizations, as well as facilities and programs that can help achieve desired results. Individual plans and actions need to be coordinated with others. For example, the comprehensive or master plan should be coordinated with the regional plans that deal with transportation, jobs, housing, and related issues.

Benchmarks

Benchmarks should be established so that communities can evaluate and monitor activities. Benchmarks provide a measure of progress for projects, programs, and actions, facilitating management in complex circumstances. The CPS should also make clear the relationships between programs so that it is clear which actions enable others, or which programs need to come first.

Planning Ahead

Some communities may choose to look beyond the next three to five years in formulating a strategic vision and addressing issues of change. In these

instances, the CPS should make clear the framework for consolidated planning and the issues addressed.

ie Better Housing Coalition in Richmond, Virginia, Takes Action

The Richmond Better Housing Coalition (RBHC) works with neighborhood organizations in the city of Richmond. A member organization composed of nine Community Development Corporations (CDCs), it was started by concerned community groups looking for ways to improve their neighborhoods. According to T.K. Samanoth, Better Housing Coalition's executive director, the CDCs have a process for working with neighborhood groups and helping them to become organizations that can achieve enduring change within the community.

"First we require them to develop a vision," says Samanoth. He believes that many cities around the country are trying to start non-profit organizations to access federal funds. However, they need to put more emphasis on techniques that will provide these groups with staying power. Samanoth believes a bottom-up process of developing a vision for real changes is required and that is the first step that RBHC takes in working with a local neighborhood group. The Better Housing Coalition emphasizes creating a sense of ownership over the process. Most of the CDCs are involved in housing development, but many are beginning business development projects as well.

Ray Gindroz, of UDA Architects, has helped several projects for the Better Housing Coalition. "Our first Richmond project started when HUD ruled a Richmond master plan invalid in 1979," says Gindroz. That plan was for the Randolph neighborhood, now a model rehabilitation project. Today, the decaying Randolph neighborhood has a new face to turn to the street. "Our battle

cry is to build neighborhoods with streets that have front yards, back yards, and porches," says Gindroz. The new housing blends into the neighborhood by offering porches and other design features that blur the distinctions between "public" and market rate housing. UDA has also incorporated new open spaces into their neighborhood design, as well as tree plantings and other natural features that create a green atmosphere where rotted autos and bars on the windows once told an entirely different story.

UDA Architects and the Richmond Better Housing Coalition are now working on the Cary Street corridor. The overall plan is called "Cary 2000" and the first project will be Cary Mews, a 29-unit affordable housing development. Private lenders are active in neighborhoods that RBHC goes into, attracted by their reputation and their effective use of public funds, including CDBG.

Cary Street residents are in the process of initiating their own CDC to follow up on other projects recommended by Cary 2000. They have a new vision and a sense of possibility that they too can shape and change the future of their community.



"Our battle cry is to build neighborhoods . . ."



New streetscapes of rowhouses and front porches present a sense of neighborhood and a market-rate image.

The first step in implementation is a one-year funding plan for specific programs and projects.

Step Five | **Getting Focused: One-Year Use of Funds**

In most cases, the one-year funding plan should be the first year of the three- to five-year plan developed in Step Four. If appropriate, the funding plan would include CDBG, HOME, ESG, and HOPWA funds (and the appropriate joint funding projects with Public Housing Authorities). The one-year funding plan should indicate the priorities for allocating investment geographically within the jurisdiction and among different activities. (A table will be provided by CPD for this purpose).

The one-year plan should also identify other public, private, and non-profit programs and projects that will be funded. In general, the funding plan should describe:

- > the programs, projects and activities to be undertaken with the funds made available during the reporting period;
- > the relationship of funding to the priority housing and community development needs and objectives identified in the three-to-five-year plan;
- > the eligibility of CDBG activities in which at least 70 percent of the funds are used to benefit low- and very low-income people;
- > the activities that satisfy the statutory requirements for HOME funds and the number of families to whom the jurisdiction will provide affordable housing;
- > the locations (census tracts) in which the pro-

grams, projects and activities will take place; and
> the agency or agencies designated to be in charge of each activity, program, or project listed.

The one-year funding plan should be consistent with the three- to five-year plan and describe the use of CPS funds sought. The linkages between long- and short-term programs and projects should be described, as well as how this projected use of funds will build a foundation for coordinated action.

**Assessing Community assets in Albany,
New York**

In the late 1980s, foreseeing new waves of federal funding cuts combined with a growing need for affordable housing, city agencies and neighborhood groups in Albany joined forces with banks, developers, non-profit organizations, and HUD to investigate resource pooling. By transferring responsibility for constructing new housing to a non-profit housing development corporation, the stakeholders avoided contracting restrictions on municipal agencies, thus reducing the cost of new, low-income housing. The result: 1,400 new housing units serving 4,700 people at a cost of \$86 million.

The process does not end with the annual funding plan.

Learning by Doing: Keeping the Process Going | Step Six

The CPS is a dynamic document that is part of an ongoing process. It is essential that the process anticipate how the involvement of citizens will be maintained as strategies unfold and projects and programs begin and end. The CPS should also include mechanisms for reporting results to the community. This information will allow a community to learn from its mistakes and successes and use that information to define more effective strategies in following years.

While funding cycles are annual, the CPS will be monitored and evaluated over time. Success of the process requires consideration, up front, of ways to “keep it going.” Timing and coordination are critical. Crucial to sustainability are the presence of evaluation and feedback mechanisms that measure results. Communities must identify measures of performance that provide CPD and their citizens information about the success of various programs, projects, and activities identified under the one-year funding plan.

Successful community revitalization efforts will be those that build and sustain a sense of civic culture throughout the consolidated planning process. New and more effective ideas and projects must emerge from existing programs for communities to continue to grow and evolve.

Selecting Priorities in Pittsburgh, Pennsylvania

Acknowledging the range of socio-economic issues that contribute to community decay, a broad-based coalition of city agencies and 26 community organizations decided that low- and moderate-income homeownership was an important first step toward neighborhood stabilization. This coalition established the Pittsburgh Reinvestment Group

to work with each of the city’s 11 financial institutions to review lending practices in distressed communities, assess needs, and craft targeted programs for neighborhood revitalization. As a result, redevelopment of 18.5 blighted acres in the city’s Hill district is now underway, converting idle land to attractive, affordable housing.



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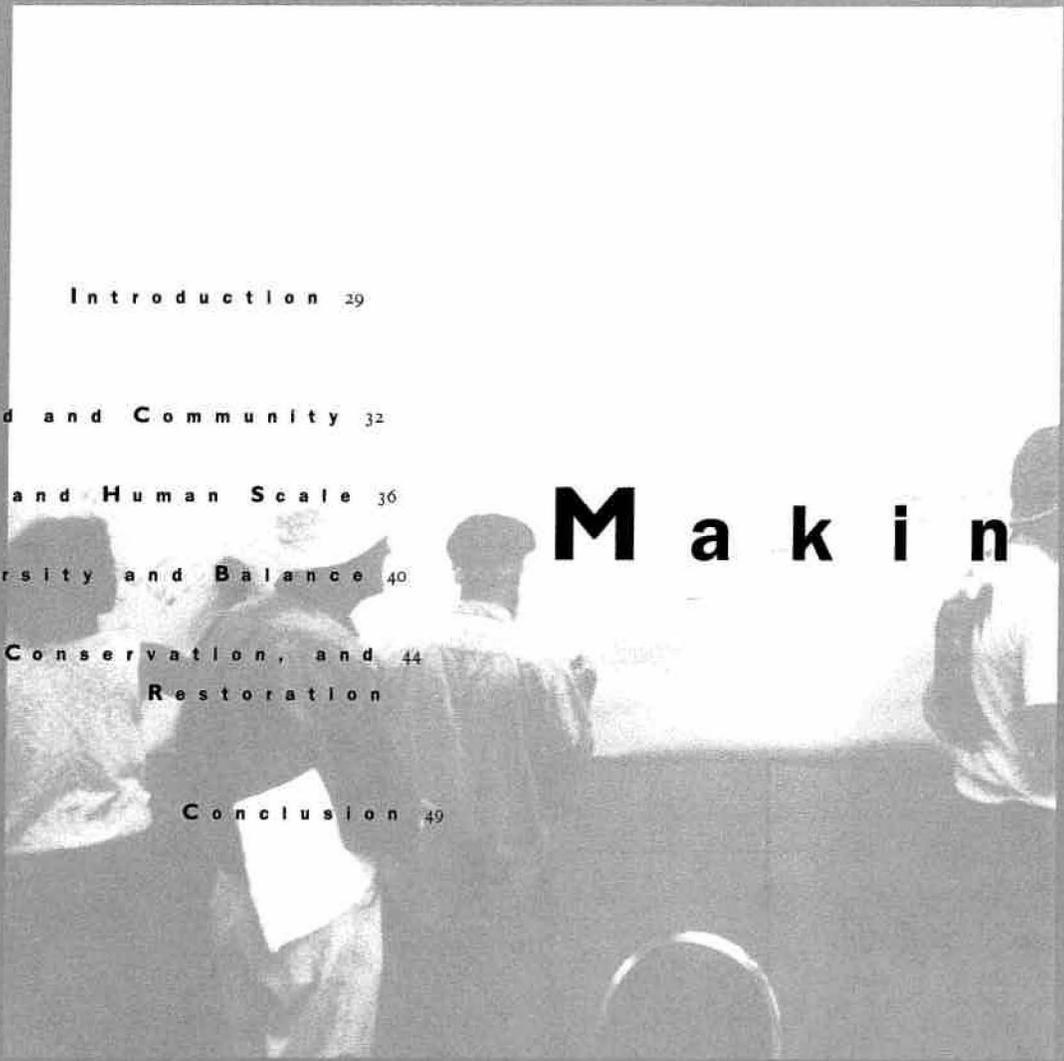
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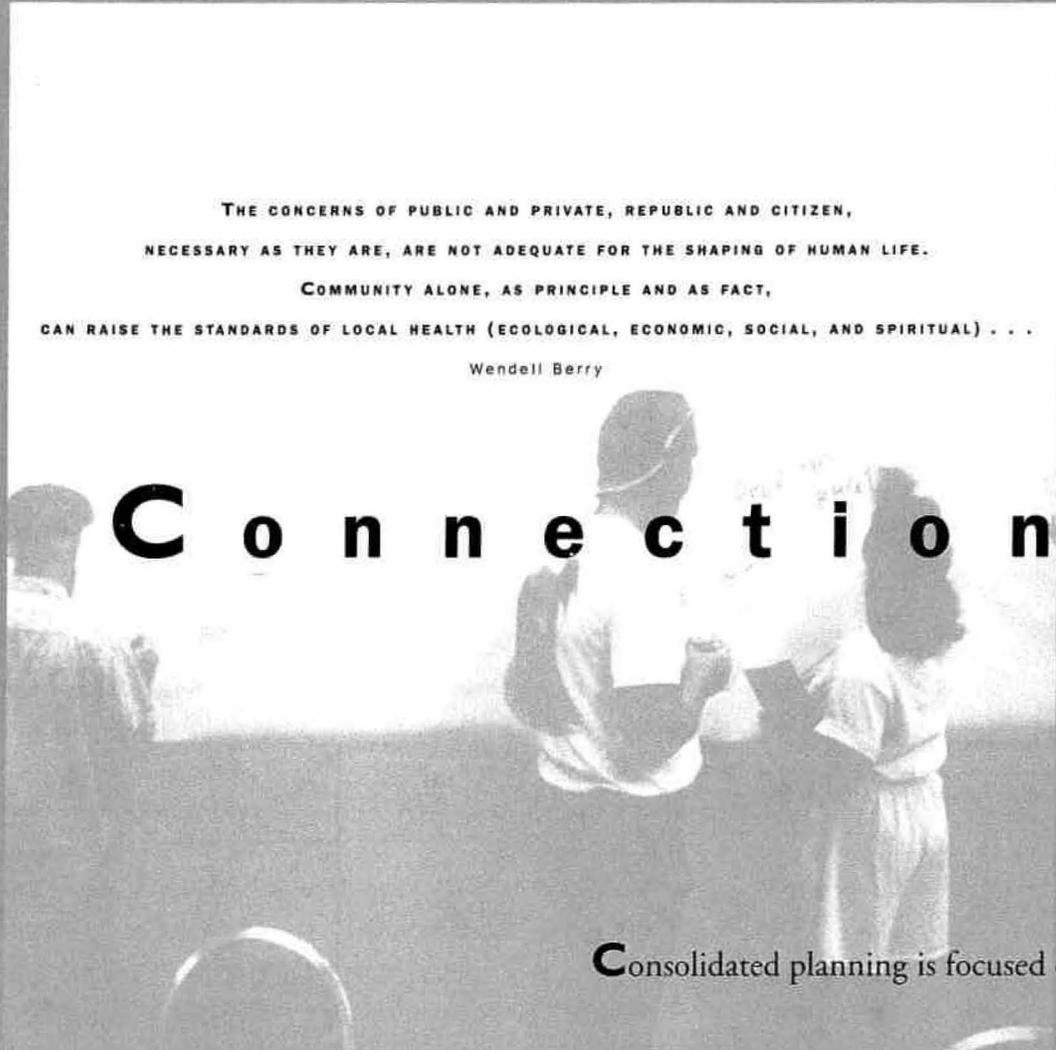


Introduction]

THE CONCERNS OF PUBLIC AND PRIVATE, REPUBLIC AND CITIZEN,
NECESSARY AS THEY ARE, ARE NOT ADEQUATE FOR THE SHAPING OF HUMAN LIFE.

COMMUNITY ALONE, AS PRINCIPLE AND AS FACT,
CAN RAISE THE STANDARDS OF LOCAL HEALTH (ECOLOGICAL, ECONOMIC, SOCIAL, AND SPIRITUAL) . . .

Wendell Berry



Connections

Consolidated planning is focused on reestablishing lost connections: >

Too many debates center on the role of the individual versus the role of government in solving social and economic problems. Some advocate empowering the individual, claiming that ultimate responsibility for success or failure is personal. Others believe that government must provide support and give direction in order to correct the imbalances so evident today. While each has clearly produced valuable programs and policies, the role of a third entity—the community—is too often left out of the debate.

< connections between people; connections within communities; connections across neighborhoods, cities, and regions; and connections among formerly unrelated government programs. It is about supporting individuals by supporting their communities and integrating the wide range of services that reinforce a sense of community. These connections must be grounded in neighborhoods that nurture cultural diversity and regional links while maintaining local character and human scale.

Such an approach calls for the integration of seemingly opposing forces. Community and privacy, large institutions and small businesses, suburban growth and urban reinvestment: These are the poles that are fused in a new pattern of growth and redevelopment. It calls for strategies that integrate social diversity,

environmental protection, and economic growth. It necessitates neighborhoods that reinforce the public domain with walkable streets, healthy civic institutions, and accessible social services. This process calls for a consolidated planning philosophy capable of accommodating modern institutions and development without sacrificing human scale and community character.

As part of consolidated planning, communities should consider what values they wish to further and how to do so. For ex-

ample, traditional values—neighborhood, human scale, diversity, and conservation—could serve as the foundation of consolidated planning. These values imply building public programs and economic development strategies around neighborhoods rather than governments; replacing “projects” and bureaucratic institutions with human-scale communities and services; advancing diverse communities over functionally-isolated government programs and segregated land uses; and substituting conservation and restoration for the squandering of human and natural resources.

The connections between these concepts can be pursued simultaneously on many levels. Certainly the connection between national policies, regional character, and local opportunities is central to bettering individual lives. More and more we see that regional issues—environmental health, economic development, and transportation—directly determine neighborhood potential. Housing costs, traffic, open space, air quality, and employment distribution are frequently becoming fundamentally regional in nature.

The concepts discussed on the following pages are about these connections. Each applies equally to the social, economic, and physical dimensions of community development. For example, the social implications of human scale may mean more policemen walking a beat; the economic implications may mean



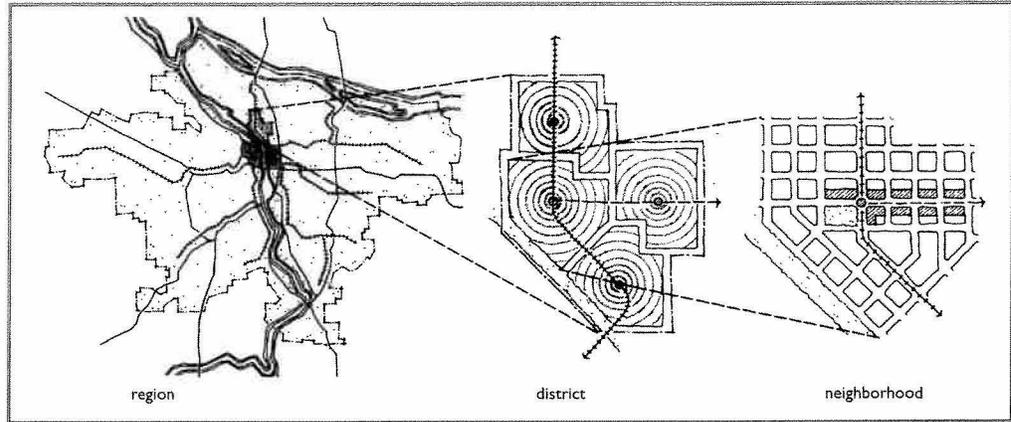
The Del Carlo Court apartments in San Francisco, California, focus on a central courtyard designed for families.

the support of local business; and the physical implications may be realized in the form and detail of buildings as they relate to the street. Unlike the standard government categories of economic development, housing, education, and health services, these

concepts attempt to integrate programs and strategies. The idea is to invest in neighborhoods and people, rather than in programs and institutions.

The connections between social well-being, economic development, and physical design may be complex and sometimes indirect, but we have learned much from past mistakes in community planning. The four guiding concepts mentioned below represent one way to translate some of these negative lessons into constructive ideas and strategies. At the heart of these concepts is *Neighborhood and Community*; it is the place and the scale at which the other three—*Human Scale and Human Development*; *Diversity and Balance*; and *Sustainability, Conservation, and Restoration*—take on meaning and social power. This is the focus and organizing principle of consolidated planning: that the process, ideas, strategies, and integration of programs take place within the community and in all ways reinforce it.

Communities are encouraged to consider these concepts as a starting point in articulating their vision



and identifying possible strategies for implementing this vision. The Community Partnership Strategy (CPS) gives communities a unique opportunity to move from compartmentalized plans to more comprehensive approaches based on a detailed understanding of local needs, context, and history. Moreover, new and better ideas will emerge from the community process. Plans should not be vague; they should be as rich and detailed as the community itself. These concepts are intended merely as a starting point. They are presented to provoke debate and thought rather than consensus. If we have learned one thing, it is that there is no “right way” to solve a problem and that the exception to the rule is often what creates the unique power of a community.

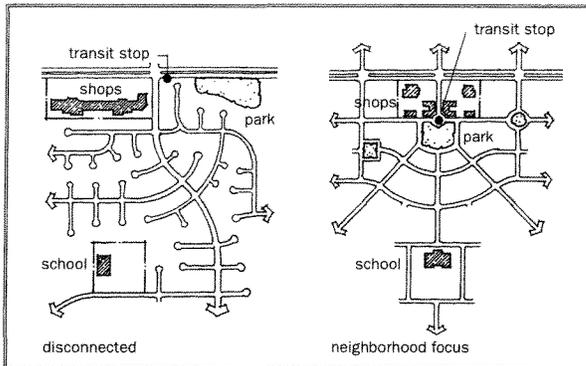
We suggest that the guiding concepts can remedy a long list of past mistakes, including programs that:

- > fractured and isolated social services;
- > destroyed community history and identity (both architectural and institutional);
- > isolated income groups, family support systems, and housing types;
- > created “no man’s land” open space and buffers;
- > permitted freeways and major roads to dissect neighborhoods and isolate communities;
- > failed to coordinate transit investments with new housing and jobs;
- > dispersed civic facilities and destroyed community focus;
- > displaced small local businesses; and
- > damaged natural systems.

The fundamental concept behind consolidated planning is to invest in neighborhoods and people, rather than programs and institutions. Connections between regions, districts, and neighborhoods should be strengthened.

Neighborhood and Community

It is at the scale of neighborhood and community that many of our ills must be addressed. Strong communities support individuals and families while



encouraging personal responsibility. Communities provide the framework that fashions large government programs into effective tools for change.

Many of the underpinnings of neighborhood and community have been lost. The local institutions, unique history, cultural diversity, and common meeting places that once knit neighborhoods together have

been undermined by urban decay on one side and urban flight on the other. The physical basis of community—walkable streets—has been degraded by crime in some areas and by auto congestion in others. Usable public space and civic facilities have decayed, resulting in loss of community and loss of hope.

Neighborhoods are part of a regional continuum. Clear connections to the region, between neighborhoods and within communities, are essential. Clarifying the structure of neighborhoods within the city and identifying their critical links—social, cultural, civic, economic, and physical—to the region are fundamental steps in a consolidated planning process. Too often existing jurisdictional boundaries do not match the reality of a neighborhood. Many

services—police, education, health, and housing—are uncoordinated and too many decisions are made by remote bureaucracies.

The fundamental building block of a region and city should be its neighborhoods—not remote jurisdictions. Neighborhoods are the physical and social expression of community and its sustaining infrastructure. Preserving usable public space and local history and establishing thriving neighborhood centers are essential to fostering healthy communities. Integrated economic development, housing, and social programs should in all cases enhance local identity and community.

The physical configuration of a neighborhood often affects its social and economic dynamic.

cial Fabric: Reclaiming Neighborhood Institutions

Community planning too often focuses on pathology—on problems rather than possibilities. The social fabric of a neighborhood is forged by its local institutions—schools, churches, marketplaces, parks, libraries—and, on a more intimate level, by its human connections—block clubs, baby-sitting cooperatives, family-shared meals, and casual conversations over the back fence. Each of these elements, which knit isolated individuals into a community, has been under assault for decades. Numerous public institutions—even when they remain community-based—have become increasingly bureaucratized and public trust has eroded. Fear of crime has rendered many parks and other public spaces unusable.

The fundamental task of neighborhood revitalization is to reclaim and reinvigorate local institutions in a form adapted to the modern age. Crime, drugs, or closure of a neighborhood business or school frequently produces brief bursts of activity and organization, only to subside quickly. Effective community mobilization, on the other hand, requires a sustained effort to identify the community's strengths and to mobilize those strengths in the service of a long-term vision.

Promising strategies include:

> Community policing efforts, in which police officers come to know the neighborhood residents and address their problems before they become acute,

can replace the faceless officers in cruisers responding only to reports of crimes. The efforts of the community police officer can be supported by neighborhood watches, block parents, and safe house programs that engage citizens in their own public safety needs.

> Site-based management for local schools can provide local control and stimulate participation in this most vital of community institutions. Local schools can become the focus for school-linked child health, family maintenance, and other support services, such as adult education, job training, and evening recreation for youths.

> Neighborhood family resource centers can provide one-stop shopping (and comprehensive eligibility) for such public benefits as health care, counseling, family planning, child daycare, Head Start programs, and other services that are typically scattered throughout the city.

> Cultural centers can offer a focus for the expression of cultural pride and act as incubators for community prosperity. They can also provide collateral retail opportunities and serve as a focus for community meetings and cultural celebrations such as Juneteenth, Cinco de Mayo, Chinese New Year, and Carnival.



The San Francisco Mission Neighborhood made a community center out of a school.

There was much talk in the 1980s of increased volunteerism, but the results were disappointing in many communities. One reason is that most people only volunteer if they have a welcoming place in which to volunteer and only if they feel their efforts will be meaningful. In most communities, the neighborhood school can and should function at all hours of the day and evening as a focus for community service and achievement. The school can be a hub for adult education, community recreation, and life-long learning; a site for child health screening and family counseling; and a venue for local cultural events.

Economic Development: Local Empowerment

Historically, neighborhoods were defined as a combination of residential units served by a centrally-located shopping district. This retail district, composed of shops and services catering to the community's daily needs, was the core element of the local economy. It also provided opportunities for informal interactions among neighbors, thus serving as a framework for social cohesion.

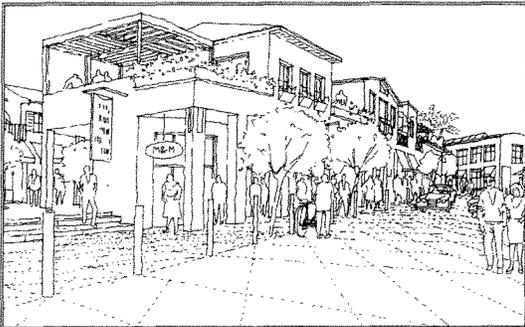
Many people would like to be able to buy clothes, shoes, small electronics, toys, and food in their neighborhood. Such shops can thrive if the merchants understand how to position themselves relative to their competition, if they can locate near similar stores, and if they can effectively meet the needs of their local customers. Merchant organizations that pool resources

for advertising and coordinate promotional events have also helped to revitalize many older retail districts. The National Trust for Historic Preservation's Main Street program, which focuses primarily on building strong merchant organizations, has been very effective in breathing life back into many run-down retail districts. The program has also helped small locally-run businesses compete effectively with larger chain stores.

To regenerate neighborhood economic activity, communities must also find ways to rebuild their pool of local entrepreneurial talent. Community banks and

loan programs aimed at supporting small businesses can ensure that this talent pool has access to capital. In addition, other kinds of organizations can help potential business owners start a business, manage a business, and respond to changing market conditions.

Communities should realize that some of the social functions once performed by neighborhood stores must now be filled by other types of entities. Institutions such as schools, youth centers, libraries, and social service providers, if physically grouped together, can begin to offer the diversity of activity and the synergism that characterized the old shopping districts. These institutions are to some extent replacing the old retail core as focal points for the neighborhood, not only by providing new opportunities for social contact and interaction, but also by performing another critical role: providing jobs. These jobs are an important opportunity for people to work within their own communities.



Small-scale retail opportunities can be the catalyst to revitalize neighborhood shopping districts.

Physical Design: Place-Making and Neighborhoods

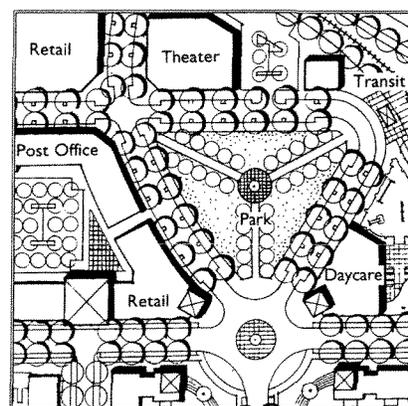
The fundamental physical elements of a neighborhood are walkable streets, human-scaled blocks, and usable public spaces. Although this may seem obvious, modern planning seems to have lost the capacity to create these simple, community-supporting ingredients. Streets have been configured for cars, with little regard for pedestrians. Our existing public spaces—parks, plazas, town squares, and main streets—have decayed. Moreover, modern public spaces often lack the basic design intelligence to make them safe and active. Too often public spaces become residual, housing loses its neighborhood scale, and streets deny the vitality of pedestrians. The result is a loss of identity and the sense of place that once formed the physical infrastructure of neighborhoods and communities.

Consolidated planning involves reestablishing the art of place-making piece by piece. New housing projects should help create or reinforce blocks that are interconnected throughout the neighborhood. Street improvements should favor the pedestrian and in many circumstances reduce auto speeds. Small parks should be distributed within walking distance of most homes, and they should be configured to have active edges and allow adequate visual surveillance. Each element—whether infill, rehab, or redevelopment—should reinforce local identity, history, and character. Buildings should support connections

within the community by facing toward the neighborhood's public spaces: its streets, parks, commercial centers, and civic facilities.

Neighborhoods need memorable and identifiable centers and, in concert, they need discernible edges. Physical design can help establish vital centers by grouping critical institutions, public services, retail, and amenities around a neighborhood focal point. The authors of the first planning document in the history of mankind, the Spanish *Laws of the Indies*, understood this when they called for a civic plaza surrounded by government and commercial buildings as the starting point of every new settlement. Edges should be within a comfortable walking distance from the community center. Gateways, natural features, and transportation corridors can reinforce the perception of edges.

The City of San Diego has adopted a policy of placing civic buildings, such as community centers, post offices, libraries, police and fire stations, and daycare facilities, in central locations within each neighborhood. In most cases these nodes will also be next to a village green and transit stop, providing a social focus for the neighborhood and allowing parents to take care of errands on their way to and from work.

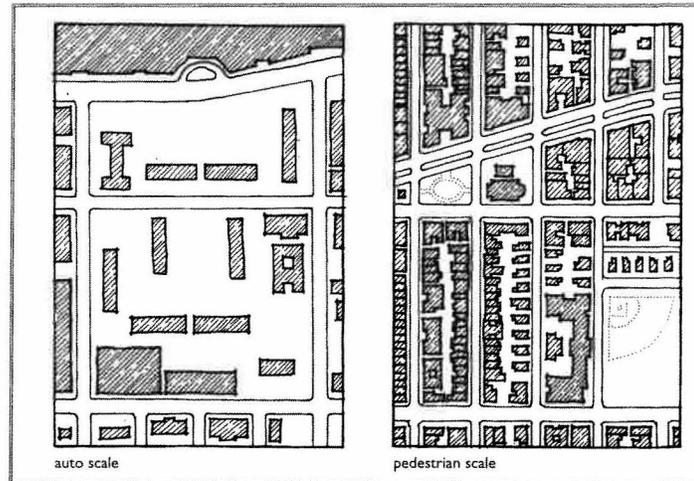


Human Development and Human Scale

The individual and the family—not remote institutions or government—are the measure of community. Consolidated plans should seek to establish human scale in the physical design of neighborhoods, in economies by enhancing local businesses, and in institutions by decentralizing and personalizing services. The focus on human development

and human scale represents a shift away from top-down social programs, from characterless housing projects, and from remote institutions. This shift is central to the idea of consolidated planning, because only when programs are scaled to the individual and neighborhood can they be integrated easily.

In its most concrete expression, human scale is the stoop of a rowhouse or the front porch of a home rather than the stairwell of a high-rise; it is a cop walking a beat rather than the helicopter overhead. Human scale in housing means creating homes with individualized detail, identity, and a sense of place. Human scale in economics means supporting individual entrepreneurs and local businesses. Human scale in community means a strong neighborhood focus and an environment that encourages everyday interaction. Too often the institutions that operate on a first-name basis are displaced by large any-



mous organizations.

Creating a strong local network of services, retail, civic, and commercial uses is central to putting physical identity and human scale back into a neighborhood. Similarly, developing the human potential of a community depends on an attention to individuals and families. Community banks are a good example of human scale in financing—they are local, personal, and provide a good means of recycling a neighborhood's assets. Similarly, local clinics, education programs, and daycare are most effective when each is relatively small and can cater to the unique needs of its clientele. Personal accountability—the accountability that aids human development and grass roots solutions—goes hand in hand with smaller institutions and social programs.

Human scale in a community means a strong neighborhood focus and an environment of everyday interaction.

Social Fabric: Creating Pathways to the Future

For people to live and function productively in their community, the most critical factor is hope for the future. Public services should assist individuals in realizing that hope.

Communities can begin by admitting past failures. At best, we have slowed the rate of deterioration but too often, our solutions create new problems. We must stop defending failed solutions and begin to devise fundamentally new ones.

Human service agencies should renew their emphasis on prevention and on early intervention. The current focus is on extremely expensive acute intervention: Hospitals, prisons, locked mental health wards, homeless shelters, and foster homes are all responses to conditions, many of which could have been avoided or ameliorated earlier.

Another need is to restore informal bonds between individuals. In many cases, the nuclear family has been replaced by the single-parent family and the bonds of the extended family have been loosened. Supportive peer associations, therefore, need to be developed to provide an informal safety net. These can include mentoring programs to provide youths with the adult male attention that used to come from fathers and uncles, or babysitting cooperatives to replace the spontaneous child care once provided by the extended family.

Resources should be directed toward programs

that support human development. In many inner-city communities, quality child care for working parents is not available at any price. Communities should work with public officials to change regulations and statutes that discourage initiative and enterprise on the part of recipients of public benefits.

Social service programs must be effectively coordinated and share resources. Community members must fight to eliminate categorical funding limitations that make it difficult to serve individuals and families holistically.

Public safety is a constant preoccupation of lower-income areas. Public safety requires a community-wide effort, including community policing, to reduce the infrastructure that supports crime. Neighborhoods need to organize against crime, encourage swift reclamation of abandoned and nuisance properties, promote urban homesteading, and organize against promotion of alcohol and cigarette use among their young.



The Zen Hospice

Started in 1987, the Zen Hospice Project of San Francisco is a good example of human-scale community service. It operates a home-like facility for indigent AIDS and cancer patients with a prognosis of six months or less to live. Recently the project has expanded to provide volunteer training for those providing at-home services, a bereavement program to serve patients' family and friends, and volunteer support for a 30-bed AIDS skilled nursing and hospice unit within the nation's largest public long-term care facility, Laguna Honda Hospital. They are dedicated to bringing a human touch to the overly institutionalized process of death and dying.

Economic Development: Building Capital for Human Development

A significant problem for small local businesses is the decline in the discretionary income of many working families. Cutbacks in job benefits, including health insurance and pensions, have made it harder to save money. Without savings, families can no longer afford to buy homes, send their children to college, or spend money at local restaurants. New ways are needed to enable individual workers to begin to accumulate savings that they can then invest in their neighborhoods. We must also continue to build on existing efforts to open up home-ownership opportunities for low-income people.

Local economic strategies should also support small and mid-size businesses. These businesses are often able to respond more quickly to changing market conditions than big businesses and have the potential to create a new economic base within existing communities. In addition, communities must continue to work on creating community development banks, forming bank consortiums to leverage private capital, and more effectively utilizing Community Reinvestment Funds.

Job training opportunities are also important. Job skills, including learning how to understand different types of employment cultures and to fit into them, are particularly critical for

workers who have held jobs within a single industry for many years and must now seek jobs elsewhere. For example, civilian workers losing their jobs at military bases need training to understand and adapt to the private-sector work environment.

Similarly, a much closer link between job training and economic development can assure that local workers are hired for public infrastructure projects. Businesses receiving loans or other financial assistance from the government should have an obligation to hire workers through a locally supported job-training or skills-bank program.

The best predictor of small business success is whether or not the business person has other entrepreneurs in his or her family.

However, since a very small proportion of people, particularly in low-income neighborhoods, have this type of family background, communities must find other ways to assist individuals to develop appropriate skills.

The Small Business Development Centers in California have begun to offer such assistance. These centers, located in every county in the state, offer basic training classes for new entrepreneurs, help with financing, and provide ongoing technical assistance to existing small businesses.



Neighborhood shopping streets can be revitalized through careful market analysis and strategies that support small and mid-sized businesses.

Physical Design: Human Scale in Buildings and Communities

Human-scale buildings provide each household and business a distinct identity within the community. Entries are designed to provide each family with an identifiable address; public, semi-public, and private areas support a basic strategy of creating defensible space and “eyes on the street.” In urban areas, well-designed low-rise high-density housing can provide identity, human scale, and safer streets, in contrast to the dysfunctional mid- and high-rise housing projects with crime-prone stairwells and “no man’s land” open space. In suburban areas, scattered-site infill housing can integrate households with diverse incomes without creating project-like enclaves. These same design strategies can be used in neighborhood shopping districts to support small-scale local businesses.

On the level of neighborhood design, human scale addresses such issues as the quality of streets, the distribution of parks, the scale and location of services, and the appearance of neighborhood centers. Consolidated plans should consider whether existing street configurations, block sizes, and building orientations are or can be designed to support pedestrians, enhance safety, and provide local meeting places.

The pedestrian should be the basic measure of human scale at the neighborhood level. This suggests numerous design strategies for supporting local commercial destinations, providing safe walkable streets, and maintaining convenient transit service.

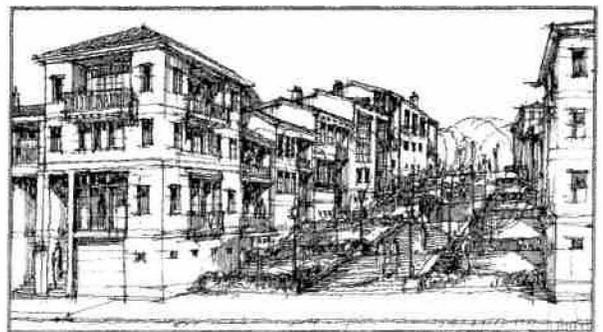
Techniques that mitigate traffic—street narrowing, intersection design, and speed bumps—can make neighborhoods more walkable. Neighborhood patrols and housing that facilitates street surveillance can support street safety. “Main Street” programs that revitalize traditional neighborhood commercial centers often provide walkable destinations as well as a strong sense of community identity.

Combined, these “walkable neighborhood” strategies can help reinforce transit service. A walkable neighborhood is the best origin or destination for a transit trip, since a car is not needed at either end. Neighborhoods that reduce auto dependency can save families major amounts of money. The average American household spends 20 percent of its income on transportation. Coordinating transit with new housing and public service investments is one of the best examples of the integration that consolidated planning can accomplish.



Porches and entries that face streets help pedestrian-oriented neighborhoods. Ancillary “granny” flats placed above a garage provide opportunities for a rental unit or live-at-home space for a teenager or college student.

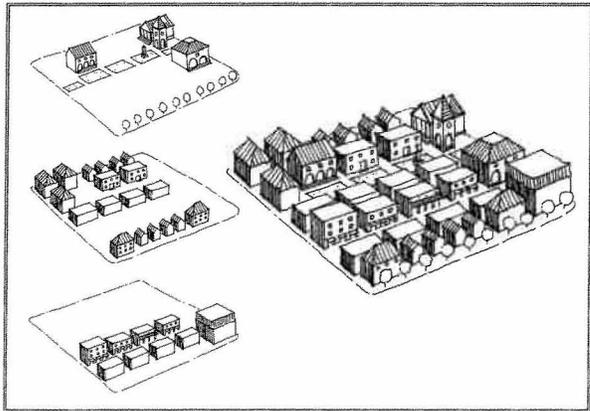
Housing in the Curtner neighborhood on Communications Hill, in San Jose, California, will face onto public stairways and semi-private gardens. Entries, balconies, and building forms are designed to provide each household with a distinct identity, yet create a sense of community.



Diversity and Balance

Diversity is a key concept for creating resilient economies and rich local cultures. Heterogeneous communities have qualities that can generate opportunities for individuals and families. For example, mixed socio-economic neighborhoods can provide a range of positive role models for struggling youths, and neighborhoods with a broad age distribution can attain stability by allowing people to age in place. The greatest challenges and opportunities exist in neighborhoods with cultural and racial diversity.

Communities should seek balance in their economic, physical, and human development. Balanced social development means that a range of services and opportunities accompany economic growth. Balanced



economic development requires diversifying the job base rather than becoming dependent on any one major employer or market, public or private. It means creating jobs at many scales: local and corporate, service-oriented and export-directed. Supporting new start-up businesses as well as preserving existing enterprises is part of the strategic planning necessary for a balanced local economy. Balanced physical development means planning mixed-use projects that integrate the social and commercial centers of a neighborhood. It means balancing

the car with effective transit systems and opportunities for the pedestrian.

Consolidated planning should seek balance by mixing families, singles, the elderly, and the young. It should combine the new and the old, the big and the small. Providing a mix of housing types, ownership opportunities, and housing costs for a diverse population—from affordable rentals to homes for affluent community members—is central to a healthy community. Every attempt should be made to balance employment opportunities with local services and civic identity. Identifying existing conditions and envisioning the missing elements—in population, housing, social programs, jobs, and facilities—is fundamental to consolidated planning.

Balanced neighborhoods bring together the social and commercial centers of the community.

Social Fabric: Supporting Cultural Diversity

Throughout America, financially successful members of inner-city communities have moved into more affluent neighborhoods, leaving behind only the poor. Bereft of their natural leaders, many autonomous inner-city institutions that formerly supported the life of the community have failed and been replaced by distant, anonymous, publicly-funded institutions. Whole neighborhoods are now composed almost entirely of renters who feel little attachment to their community and have little ability to influence its quality of life. Conversely, many who have an economic stake in the community do not live there.

The decline of the family has also led to age segregation in many communities. Teen gangs now provide youths with many of the functions once supplied by the family. Conversely, many elderly persons fearing youth violence and often finding little support from their own middle-aged children, are retreating into gated adult communities, senior citizens' homes, and skilled-care facilities.

The increasing income and age segregation of our cities is to some extent offset by growing ethnic diversity. The mix of cultures in the inner city provides potentially fertile ground for the growth of human understanding and cultural richness. However, reality often falls short of the ideal. Diverse cultural groups live among each other, but not with each other, while

competing for scarce jobs, social services, and for political power.

While the solutions for closing wide income gaps lie primarily in the economic and physical strategies discussed below, numerous approaches are available to increase ethnic and age diversity and to promote unity within the community. These include:

- > mentoring programs, in which teens are trained and employed to mentor or tutor younger children, and elders are enlisted to work with youths;
- > cultural awareness and cultural pride programs, including the "rites of passage" programs that are showing great promise in many communities;
- > music and art festivals and competitions, artists' live/work spaces, and other ways to bring culture into the community;
- > door-to-door outreach and community organizing programs;
- > conflict-resolution training for youths; and
- > leadership training to create community leaders and replace those lost to more affluent areas.

The Importance of Culture

Someone once asked General Booth, founder of the Salvation Army, why many of the Army's hymns were set to the music of popular drinking songs. He replied, "Why should the devil get all the good tunes?" In community planning, the importance of culture is often overlooked. Culture in all its manifestations can bind the community together, motivate youth, embellish common space, and provide collateral economic activity. Conversely, some forms of popular culture can isolate individuals, promote antisocial behavior, and generate racial and gender-based antagonism. Effective community planning should address the ability of culture to bind people together and to promote harmony within diversity.

Economic Development: Creating Multiple Solutions

Diversity is a critical component of economic vitality. An economy that is too dependent on any single industry is vulnerable to cyclical downturns or structural changes that can cause massive unemployment and social disruption. The steel towns of Pennsylvania and Ohio learned this lesson the hard way in the late 1970s, and communities in southern California are experiencing similar problems as recent cutbacks in defense contracting idle factories that have employed two and three generations of workers from the same family.

While the principle of economic diversity seems simple enough, in reality, it can be very difficult to achieve because people are resistant to change. People also tend to look for simple solutions when, by its very nature, diversity implies the need for multiple solutions. For example, communities cannot expect that, just because they build new infrastructure, businesses will want to relocate there; nor can they assume that the opening of a local branch manufacturing plant by a high technology company will create enough jobs to revitalize an otherwise depressed economy. Instead, communities should look at each activity as one of a series of important options for economic growth.

To create diversity, the community should develop

a framework for supporting economic growth that does not necessarily focus on specific industries or individual businesses. Instead, the emphasis should be on developing a framework for fostering economic growth of all kinds, without precluding any possibilities. For example, communities need a strong public sector that can respond quickly to the needs of individual businesses for various public approvals, while still representing the broader public interest. Communities also need to ensure that businesses have adequate access to capital, have good information about available real estate, and understand how to work with local job placement organizations and how to obtain job training funds. Such an approach supports strategic planning and the flexibility to respond to change.

A strong framework for supporting diverse economic growth should include programs for providing capital and technical support for new businesses and ensuring that the appropriate physical infrastructure is in place. Infrastructure must be defined broadly to include not only roads, airports, and wastewater treatment plants, but also good schools, effective transit systems, a well-managed local government, a variety of housing opportunities, and a healthy natural environment. The importance of these quality-of-life factors in building a strong and well-balanced economy cannot be understated.



The Denver Dry Goods Building

A public/private partnership renovated a historic, century-old 350,000-square-foot department store as a mixed-use development with low-income and market-rate housing, offices, and retail space. The building is located at a juncture between Denver's new light rail and the downtown mall trolley line, providing superb transit access. By also bringing jobs, housing, and innovative retailing to this prime downtown site, the project strengthened the neighboring cultural institutions and added needed economic vitality to the downtown. Diverse financing included union pension funds, state multi-family bond issues, city loans, an Urban Development Action Grant (UDAG), the sale of low-income housing, historic tax credits, loans, and developer equity.

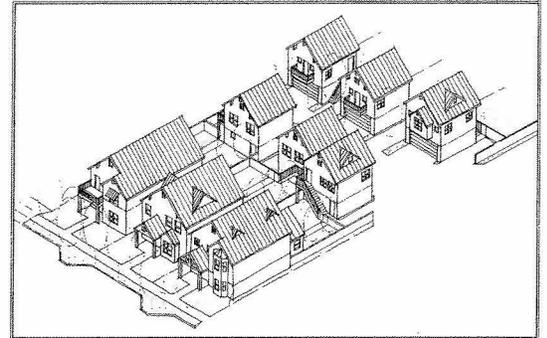
Physical Design: Mixed-Use Planning for Diversity

Mixed-use neighborhoods have been methodically zoned out of existence for outdated reasons. At the turn of the century, smoke-stack industries dominated many urban economies and led to the segregation of land uses so common today. After World War II, the national investment in auto technologies and freeways accelerated this trend toward isolated, single-use developments, producing regional sprawl at the same time that it diminished the economic vitality of the inner cities. The limits to such development patterns are now clear: air pollution, loss of open space, road congestion, a dearth of affordable housing, time lost in driving, and a generalized sense of isolation. Ironically, the original reason for land-use segregation is gone. Employment no longer needs to be buffered from housing or retail; in fact, it is decentralized increasingly.

There is now a great opportunity to reverse recent development trends and reconstitute communities as a healthy mix of uses as well as populations. The design principles can be found in many of our oldest traditions: the village green, Elm Street, Main Street, mixed-income housing, urban centers, and multi-use buildings. Mixed-use neighborhoods can be realized in several ways. Horizontally mixed-use areas are characteristically different uses in reasonable proximity to each other. Each parcel maintains a single use but has close and pedestrian-friendly connections to

others, creating a neighborhood of variety and diversity. Vertically mixed-use areas include the more familiar urban form of providing different uses within one building or on one parcel. Examples are housing or offices over retail. A combination of horizontal and vertical mixed-use elements can be integrated within a neighborhood to create variety in intensity and character.

Achieving diversity and balance in housing has challenging implications. Integration poses ambitious architectural and social design problems that can be resolved only if executed with much care and sensitivity. New projects that mix income levels are becoming more typical as inclusionary zoning practices and scattered-site infill projects create a mix in existing neighborhoods. Developments that allow “granny flats” and second units can foster age diversity at the same time that rental income can help the household economy. Finally, housing placed over commercial uses in neighborhood centers can provide a central place for elderly people or younger singles to live within a mixed-use community.



People must begin to recognize the value of diversity in all aspects of their lives. Too often people want to exclude from their community anything that is different from the existing norm. For example, homeowners often want to exclude new housing that is more dense than the neighborhood norm or that will accommodate people of lower incomes. However, this type of diversity can add to the value of surrounding property, rather than detract from it, if the housing is designed to respond to the physical and social needs of existing residents as well as those of the newcomers.

Second Street Studios is a very successful and affordable live-work project in Santa Fe, New Mexico.



Sustainability, Conservation, and Restoration

Current patterns of city building are unsustainable. Neighborhoods segregated by income and race breed poverty and fear. De-industrialization is leaving ever-increasing expanses of wasteland, concentrations of unemployment and poverty, and young people with few prospects for the future.

The concepts of sustainability, conservation, and restoration should be applied to the built environment as well as to the natural environment; to building stock as well as to neighborhood institutions; to human resources as well as to human history; and to creeks and bays as well as to energy and materials. Consolidated planning should promote primary economic activities that are sustainable and restore the community and its environment while developing

the full potential of its citizens. It should strive to conserve cultural identity, physical history, and unique natural systems. Sustainability, restoration, and conservation are themes to create and expand local infrastructure, pride, and economics.

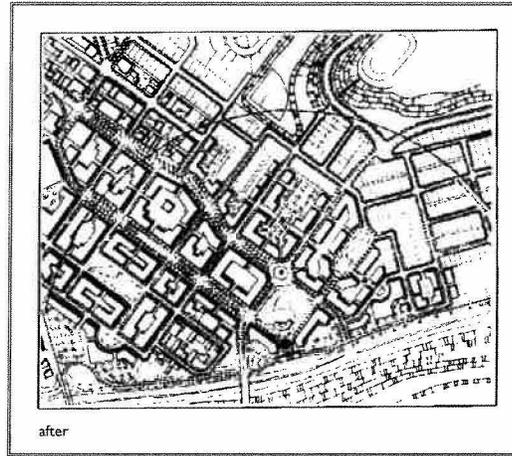
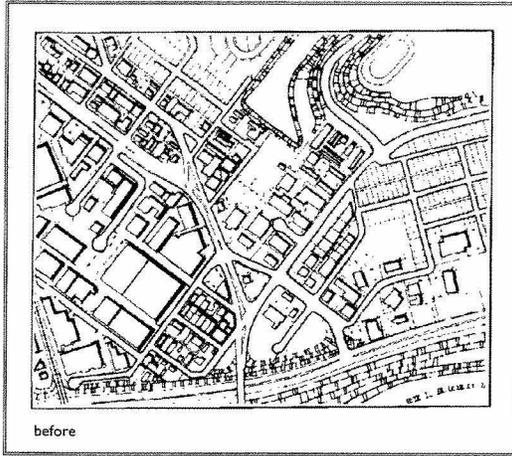
Environmental concerns must be addressed to ensure that the community remains sustainable over time. As we have begun to see, communities are not viable when concentrations of poverty turn them into wastelands of despair and crime. In this context, “environment” takes on a larger meaning to include the physical forms of an area—the architecture, natural features, and art that make it attractive and create its unique economic potential. The quality of all these elements determine the quality of the environment and its ultimate sustainability.

Conservation should be understood as more than environmental preservation; it also provides opportunities to generate jobs and maintain the livability of a region. For example, recycling can become the ethic that revitalizes neighborhoods and therefore supports policies to create greenbelts that set definable limits to growth; it can also be the force that sparks new industries through the use of innovative technologies and therefore fosters job growth. Conservation is the key to ongoing sustainability.

Restoration means repairing existing neighborhood facilities, saving historic buildings, nurturing



Sustainability, conservation, and restoration are key concepts for revitalizing neighborhoods.



families, and preserving icons of community identity. Restoring and enhancing the local building stock can simultaneously reduce high energy costs, reestablish local history, and create jobs. The concept of preservation must be extended beyond building facades to the social fabric of neighborhoods and to family ties. A neighborhood becomes sustainable when its primary economic activities support and enrich its citizens, community, and environment.

Under-utilized parcels can be redeveloped with new uses that allow them to function as walkable, mixed-use districts. Existing uses which are complementary, economical, and physically viable should be integrated into the form and function of neighborhoods. Existing low-intensity and auto-oriented uses should be redeveloped to be consistent with a walkable neighborhood's pedestrian-oriented character.

Social Fabric: Sustaining Communities and Repairing the Environment

It is important to recognize that no city in America is a place where people go to stay for a lifetime. All localities are places of transition. A key to sustaining the innovations discussed in this document is to establish institutions that remain even when people move on. To achieve this, we must—as much as possible—remove control of local institutions from large centralizing bureaucracies and place it in the hands of the local community.

A second critical element in sustaining community development lies in giving people a stake in their community through home ownership, jobs, and business ownership. Each community, including low-income communities, must have a critical mass of individuals with an economic stake in its future; communities without that critical mass are doomed to decline. Promising avenues of approach to this challenge include publicly-supported sweat equity programs, technical assistance in capital acquisition for business owners, and community reinvestment programs.

Efforts to retain and restore the environment can act as powerful forces to bind a community together. Conservation efforts on behalf of our cities can be defined very broadly to include not only efforts to restore the natural environment—including park and shore cleanup, creation of micro

parks, urban gardening, and reclamation of creeks and other waterways—but also to identify and preserve urban history and to reclaim and restore physical landmarks.

Urban centers are burdened with a long legacy of environmental degradation that has a powerful influence on the health of individuals and the future of our communities. Lead poisoning and asthma among youths and respiratory and heart disease among older people place extreme burdens on fragile family structures and on limited community resources. On the other hand, efforts to reclaim the urban habitat can both provide economic benefits and strengthen the community. Remediation of lead-polluted residences, home weatherizing, recycling, and small eco-industries are all promising avenues for urban environmentalism. Community gardens have not only proven useful in supplementing home food supplies and providing urban green space, but in some cases, urban truck farming of specialty vegetables to restaurants and gourmet shops has also proven commercially viable. The California Conservation Corps, among other organizations, has had considerable success making urban ecological restoration a focus for youth job training.

A recent study by the California Department of Health Services in inner-city areas of Oakland, California, found that more than half of the residential soil samples tested were so polluted with lead as to constitute hazardous waste under EPA guidelines. Even low levels of lead in the blood of children have been shown to produce lower IQs, lessened school achievement, and behavioral problems. These conditions endure into adulthood.



Street tree planting programs help to bring the community together and at the same time beautify neighborhoods.

conomic Development: Sustainability and the Capacity to Change

To sustain themselves over time, economies must have the ability to adapt to changing conditions, reuse existing resources in new ways, and maintain strong links between local businesses while constantly developing new connections to the broader economy. In addition, sustainable economies must be able to utilize resources effectively, without creating excessive waste or other useless byproducts.

Businesses sustain themselves over time by knowing how to innovate continually. Over the past several years, many large corporations have suffered from their inability to innovate. At stake is not merely the capability to create new products or services but the more fundamental ability to renew a given organization's basic structure. For example, many defense contractors have had a difficult time switching to the production of goods for civilian markets. To maintain innovative capacity, businesses must learn to restructure their organizations quickly and strategically in response to new conditions and market demands.

In more basic ways, the principles of conservation and restoration also have considerable economic implications. By developing an economy that is strongly committed to energy and resource conservation, we will be able to generate new jobs. Developing new products made from recycled materials and establishing new energy conservation programs will at the same

time create a sustainable environment. Now the objective must be to tie these specific activities to job training and small-business support programs to ensure that targeted low-income community members have first priority in filling these jobs, and that the new enterprises developed to serve this market niche are structured to support neighborhood and community development.

Restoring the natural environment and rebuilding decaying infrastructure has significant economic potential. In the 1930s, public works projects created thousands of jobs at a time when jobs were desperately needed. But these projects also helped to build stronger and better-functioning communities.

Recycling as Economic Development

Management of urban waste is an economic as well as an environmental issue. Recycling can benefit local economies in a variety of ways. New manufacturing enterprises based on recycling are producing road sealants from old roofing asphalt, wood fiber products from old wood pallets, construction siding from scrap plastic, and ethanol from yard debris. In New Jersey alone, nearly 10,000 workers are employed in the scrap-based manufacturing industry.

Protecting Jobs and the Environment in West Berkeley

A remarkable land use plan unanimously adopted by the city of Berkeley in 1993 protects scarce manufacturing jobs for minority workers while meeting higher environmental standards for nearby businesses and residences. The heart of the plan, developed through an extensive citizen participation program is a strategy to recognize and protect the diversity of existing land patterns, while working out conflicts between uses that had grown up haphazardly over the years. The plan replaces an older special industrial and manufacturing zone with a mosaic of five smaller zones, including "sanctuaries" for heavy and light manufacturing buffered from residential and mixed uses. Environmental concerns addressed include noise, air quality, contaminated soil and ground water, hazardous materials and bio-hazards. The number of manufacturing jobs in the city has increased since adoption of the plan.

Physical Design: Urban Form and Sustainability

We need an approach to city building based on sustainability, conservation, and restoration of human and ecological resources. Consolidated planning should help create urban places and settings that fulfill basic human needs and promote social cohesion, while sustaining the biosphere and all its living species.

The larger regional landscape can often provide a frame of reference for sustainable development, conservation, and restoration. Each region has its distinctive geological formation, climatic conditions, and living forms. As mentioned, residents of Chattanooga discovered the long-ignored value of the Tennessee River in their community plan. Cities have grown out of the natural landscape of rivers, forests, and fields. The rejuvenating power of nature can help restore urban wastelands as places and settings for community. We need to bring green spaces and wildlife back into the cities. Urban farms, community gardens, and tree planting are ways of bringing the countryside back into the city.

Modern cities can reduce their need for non-renewable energy supplies by improving transportation efficiency as well as by weatherization and other climate-responsive building strategies. A mix of housing densities, ownership patterns, prices, and building types is desirable in healthy urban neighborhoods. Such richness in housing

opportunities helps to create and stabilize culturally diverse communities and support a wide range of economic opportunities. Infill development should emphasize urban layouts with greater proximity between homes, schools, shops, and places of entertainment. Portland, Oregon, for example, has shown how relatively dense development can make investment in public transit pay its own way.

Community Gardens

The Trust for Public Land (TPL) assists neighborhood groups in cities around the country to secure urban land for community gardens. These gardens provide food, recreation, and neighborhood open space. Among the groups TPL has assisted are Boston Urban Gardens (BUG), Denver urban Gardens (DUG), and the San Francisco League of Urban Gardeners (SLUG).



n c l u s i o n

The concepts in this book will not produce instant results. Their application is a means of enriching the soil so healthy communities can grow. It is a slow and complex process, and success depends on patience and the interaction of many currently disconnected elements. Consolidated planning is just a beginning—putting the pieces together in a way that can reinvigorate communities. Integrating programs, people, and places to empower communities requires a certain alchemy. The results are indirect and long term, not easily calculated or measured. But they will endure and reframe the challenges of our time to provide sustainable solutions.

The assumption that underlies these concepts is that many of the problems confronting society today cannot be solved solely by the individual or by government. Only a healthy community can support the cultural and individual values needed to correct the problems afflicting our cities. Only at the community scale can individual initiative and responsibility be fused with national and regional commitment. Strong communities offer the context for individuals and families to take direct responsibilities for themselves and those around them. To play such a role, communities need to be nurtured by national policies, regional economies, and local institutions.