

plan to make your community a bedroom community dominated by single-family houses, long-time lower-income residents may be forced to relocate if affordable housing options disappear. Recent high school or college graduates, schoolteachers, or other service-sector employees will likely find it difficult to remain in a community if only large, single-family homes are available.

Local planners and decision makers must ensure that if their community's plan expresses job-housing balance as a goal, parts of the comprehensive plan (and local zoning regulations) do not contradict that goal. It is most important to clearly identify policies in the land-use element, but it is also important to ensure that the housing element and economic development element work in tandem with a land-use policy to encourage or require jobs-housing balance. Otherwise, the housing or economic development element may be internally inconsistent with the land-use policy, which would render the policy meaningless. The land-use, housing, and economic development elements of the comprehensive plan must be integrated to be effective.

INTEGRATING JOBS-HOUSING BALANCE INTO LAND-USE REGULATIONS

Communities are built in a mostly piecemeal fashion. Even if a city or county has a carefully considered land-use plan, it has limited control over how the community fabric is woven together. Local governments make decisions on whether to approve individual development proposals after considering the recommendations of their land-use plans and the needs of the community. Local zoning and other land-use regulations control the location of development, but they provide virtually no control over development timing (i.e., when certain parts of the community are built). As a result, development often takes place on a lot-by-lot or "incremental" basis. This uneven development may mean that even the best comprehensive plans may not be implemented due to circumstances beyond the local government's control, such as market conditions and developers' decisions on development timing and mix.

Local governments, however, need to minimize the ways in which their regulations encourage incremental development so as to minimize its negative impacts on achieving a balance between jobs and housing. Barriers or obstacles to jobs-housing-balanced development practices may need to be removed from local land-use regulations. Many zoning ordinances act as impediments to achieving jobs-housing balance policies.

In many instances, local governments should change zoning regulations to allow mixes of land uses that will bring better balance between jobs and housing. They should also work to ensure that jobs and housing are developed simultaneously. There are a wide variety of techniques that directly or indirectly support jobs-housing balancing policies and objectives. There are also a number of specific ways that local governments can change their land-use regulations to provide for jobs-housing balance, as described further in this section.

Provide For Mixed Land Uses

Where appropriate, developments can and should provide different land uses (i.e., both residences and employment) to provide the potential for opportunities to live and work in proximity. Planners should consider amending use provisions of zoning districts to allow mixed uses. For instance, many local zoning regulations still do not allow any type of residence in commercial districts, but a second-story residential unit above a ground floor of office or commercial space can be a convenient and appropriate use in downtown areas. Local governments should review the per-

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mitted uses provisions of all zoning districts and amend them in cases where it is appropriate to mix residential, office, commercial, and institutional uses in the same zone and on the same parcel of land.

Consider Revisions to the Zoning Map that Will Bring Jobs Closer to Neighborhoods

Rigid separation of land uses in neighborhoods runs counter to jobs-housing balance objectives. The land-use plan and zoning ordinance should be revised to provide for neighborhood commercial centers or the establishment of employment areas in appropriate locations to meet the jobs-housing balance policies. Planners should consider allowing a corner store or neighborhood commercial zone at the edge of neighborhoods. In areas of a city or town that are almost exclusively residential neighborhoods, small-scale convenience centers at the edge of exclusively residential subdivisions can offer employment opportunities for nearby residents. (See Figure 2.) The proximity of neighborhood commercial uses can also shorten certain vehicle trips and eliminate some trips altogether if close enough for employees and patrons to reach by foot or bicycle.

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Require or Encourage Planned Unit Developments (PUDs) To Provide a Mix of Residences and Employment that Promotes Jobs-Housing Balance

Planned unit developments (PUDs) are often viewed as a way to mix different types of housing with nonresidential uses on the same site or as part of the same subarea. PUDs are a type of development that allows mixtures of housing types with some supportive neighborhood commercial uses. PUDs are significant growth management strategies because they enable the community to manage the timing and sequencing of development (Weitz 2003).

Planners in localities that have already adopted a PUD ordinance should review the mixtures of land uses that are mandated or encouraged. The PUD ordinance might need to be revised to provide for a better balance of jobs and housing units. For example, PUD regulations might specify that 10 percent of the housing units be live/work units, or that the minimum percentage of developed land devoted to civic, office, and neighborhood commercial space be from 10 to 25 percent of the total site area. PUD regulations should also include a purpose statement that expresses the goal of a balance between jobs and housing.

Planners should, however, give careful thought to what minimum size is needed for a PUD to ensure the land-use mix the community desires. As the author has elsewhere observed,

A certain critical mass or economic threshold is needed to create the demand for certain activities that are sometimes part of PUDs. According to DeChiara, Panero, and Zelnick (1995), a population of 500 will support activities such as a day-care center, church, playground, and a corner store. A PUD with 200 homes (assuming 2.5 persons per home) would be large enough to support such activities. The minimum size of a PUD needed to support these activities would depend on the density permitted. If the PUD's density averages five units per acre, the minimum parcel size of a PUD to support these other activities is 40 acres. At a more suburban density of three units per acre, the minimum size to meet the threshold for other specified activities is more than 65 acres. (Weitz 2003)

A PUD that is too small to support commercial activities, therefore, risks intensifying an existing jobs-housing imbalance.

Promote Jobs-Housing Balance Through Home Occupation Regulations

Local governments should review the strictness of their home occupation regulations and liberalize them to allow a broader range of home-work

arrangements while maintaining the character of a residential neighborhood. A home occupation, where a worker conducts business in the home, is the “ultimate” in jobs-housing balance, both qualitatively and quantitatively. Review existing local home occupation regulations to see if they unduly restrict living and working in the same dwelling unit, provided that the home occupations to be allowed are consistent with maintaining peace and quiet in residential neighborhoods. You may also want to revise home occupation regulations to encourage teleworking. For more information, see Wunder (2000).

Permit Accessory Units or “Garage Apartments”

Accessory units are small units added to existing single-family homes that offer a low-cost apartment for single persons. As a strategy, providing for accessory units can be an efficient housing remedy in places with an abundance of jobs or college students and low-density, single-family neighborhoods. It is often more acceptable to the citizenry to preserve the existing character of the neighborhood by allowing accessory units instead of encouraging large apartment complexes.

Permit Live/Work Units

Unlike a home occupation, in which a resident works in a dwelling, a live/work unit is a housing unit specifically designed to be both a residence and a work place for the occupant of the unit. But like a home occupation, a live/work unit is another ultimate in jobs-housing balance. Zoning ordinances can be amended to provide for live/work units in certain zoning districts, as appropriate. Live/work units are often a permitted use in areas governed by traditional neighborhood development (TND) regulations.

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SELECTED INCENTIVE PROGRAMS FOR INCREASING HOUSING OPPORTUNITIES

Housing Opportunity Incentive	Description and Application
Closing bonuses	Maryland offers a \$3,000 closing bonus to people who buy homes in established neighborhoods close to their jobs.
Location-efficient mortgages	Available to households locating close to public transit; a pilot program sponsored by the Federal National Mortgage Association and the National Resources Defense Council is in place in the Bay Area.
Streamlined housing permitting	One-stop or other expedited permitting processes to reduce the length of time it takes to get permits. Operational in many Inter-Regional Partnership (IRP) area jurisdictions.
Minimum density requirements	Regulations that establish minimum residential densities for new housing near transit stations. A popular alternative with many jurisdictions already implementing this tool.
Employer assisted housing	Employers subsidize housing for their workers. A few institutions in the IRP area have implemented this tool.
Housing impact or “linkage” fees	Fees on new commercial and industrial projects to generate funds for affordable housing. In place in several IRP jurisdictions, and several are willing to consider such fees.

Source: LeGates (2001).

A specific technique for implementing a jobs-housing balance policy on a local level is a mandatory linkage program.

Inclusionary Zoning

Inclusionary housing programs require developers and builders to include affordable housing in market-rate housing developments (Porter 1997). The Montgomery County, Maryland, inclusionary housing program has been described elsewhere (White 1992) and does not require reiteration here. Rockville, Maryland, Anaheim, California, and Aspen and Breckenridge, Colorado, have also adopted inclusionary zoning ordinances (Porter 1997). Other localities with mandatory inclusionary zoning programs include Boulder, Colorado, Davis, California, and Pitkin County, Colorado. Voluntary inclusionary housing programs also exist in Dallas, Texas, Hilton Head, South Carolina, and Orlando, Florida (White 1992). Inclusionary zoning is most appropriate in mitigating Type 1 jobs-housing imbalances.

Linkage Programs

A specific technique for implementing a jobs-housing balance policy on a local level is a mandatory linkage program. A linkage policy requires major employers to secure or provide housing for a portion of any new workforce created by those employers (usually, for low- and moderate-income households). Linkage policies are one way to implement a jobs-housing objective of ensuring that new, affordable housing units are constructed and are accessible to new workplaces. Hence, they are most appropriate for application in Type 1 jobs-housing imbalances.

Jurisdictions in California, Massachusetts, and New Jersey have adopted mandatory linkage programs, with San Francisco, Berkeley, and Boston cited as some of the leading local examples (Altshuler and Gomez-Ibanez 1993). These programs are not legal everywhere, however. For local governments in states that may not provide a solid legal footing for a mandatory linkage program, a voluntary program may be appropriate. There are at least three local voluntary linkage programs in Florida and at least one locality with a voluntary linkage program in Connecticut, New Jersey, and Washington (Altshuler and Gomez-Ibanez 1993).

Incentives

Another variation to address Type 1 imbalances is a density bonus. Bellevue, Washington, has a density bonus program that allows developers to build four additional square feet of office space for every square foot of housing provided (Cervero 1991). Some communities also use reduced fees and streamlined permit processes to stimulate development that will correct jobs-housing imbalances. Local governments might reward subdivision or apartment developers with various incentives (e.g., density increases, expedited processing times, development impact fee waivers) if developers ensure that a certain minimum percentage of housing units constructed will be affordable to low- and moderate-income households.

ENSURING QUALITATIVE BALANCE IN LARGE-SCALE DEVELOPMENT REVIEWS

This section describes a method and data sources that allow analysis of the qualitative balancing of jobs and housing in large-scale developments. It is based on work by Jerry Weitz & Associates, Inc. for the Georgia Regional Transportation Authority's Development of Regional Impact Program. (For a background summary of that work, see sidebar.)

The Rationale for Area of Influence (AOI) Analyses

Since 2002, the Georgia Regional Transportation Authority has regulated developments it believes are "likely to have an impact beyond the host local government's jurisdiction" (GRTA 2003 [<http://www.georgiaplanning.com/planners/dri/history.htm>]). These large-

AREA OF INFLUENCE (AOI) ANALYSES FOR DEVELOPMENTS OF REGIONAL IMPACT IN THE ATLANTA REGION

Since the inception of the Georgia Planning Act of 1989, the Georgia Department of Community Affairs (DCA) has administered a development of regional impact (DRI) program. Administrative rules of DCA require that developments meeting certain minimum thresholds (e.g., 400 residential lots, depending on the region of the state) must undergo a review process by the regional planning agency with regard to regional impacts. DCA's program of DRIs has historically had little enforcement power, and some local governments (to the admonishment of DCA) have not complied with the letter of the program requirements.

The DRI program took on additional significance, however, within the 13-county nonattainment area of Atlanta when in 2002 the Georgia Regional Transportation Authority adopted administrative rules, *Procedures and Principles for GRTA Development of Regional Impact (DRI) Review*. GRTA has legislative responsibilities to review DRI applications for land use, transportation, and air-quality impacts. GRTA's rules, which are in addition to DCA's, specify a rigorous set of transportation modeling requirements for DRIs. In addition, there are provisions that require a DRI applicant to study the project's impact in relationship to development in its "Area of Influence" (AOI), or an area extending six road miles from the development in all directions. The DRI rules are complex, and the AOI requirements require elaborate investigations of jobs-housing qualitative relationships.

To aid in the preparation and administration of DRI applications relative to AOIs, GRTA sponsored the preparation of guidebooks for GRTA in order to provide simple methods and to identify and evaluate data sources for AOI analyses. These GRTA guidebooks have been used to describe some of these methods in this PAS Report.

scale developments—called developments of regional impact, or DRIs—are defined by GTRA as those developments that meet certain thresholds for development type. These developments typically include a range of residential and commercial uses. GTRA has determined that the area most heavily impacted by a DRI is that within six miles of it, which is called the DRI's area of influence (AOI). Perhaps the most important element of the AOI is its transportation system; the efficiency of local roads and highways are likely to be determined by the jobs-housing mix in the DRI.

If a DRI is job-poor, its residents will likely overburden the transportation system commuting to jobs in or beyond the AOI, resulting in long commutes. When a DRI includes nonresidential uses (e.g., offices, retail commercial, etc.), however, it creates employment opportunities. Residents in the DRI may be able to find work within the DRI, but only if the types of jobs available there match the types of housing available: lower-wage workers, for example, will only be able to live and work in the DRI if affordable housing and lower-wage jobs are created. If workers cannot find appropriate and affordable housing within the DRI (or AOI), they will have to travel longer distances between the DRI and their residences. As a result, regional vehicle miles traveled (VMT) will increase. So too, commuting times will increase across the region.