

RECOMMENDATION

1 Achieve greater livability through land use and housing



One of the GO TO 2040 plan's central goals is to create livable communities. Livability is primarily created at the local level, through planning and development decisions made by communities, developers, and individuals. While CMAP can help local governments address issues of livability in their communities, development decisions will continue to be made locally.

Yet because those actions can have significant cumulative effects on overall regional livability and economic prosperity, it is also important for local decision makers to consider the regional implications of their choices.

Therefore, the purpose of this recommendation area is to help and encourage local governments to apply principles of livability when they make development decisions in their communities. GO TO 2040 supports reinvesting in existing communities, pursuing opportunities for more compact, walkable, and mixed-use development, and providing a range of housing options. The implementation of these principles will vary across the region, requiring sensitivity to the unique context of each community. This section refers to principles of livability frequently; this term is explained in the Challenges and Opportunities chapter on page 37.

The building blocks of local planning are comprehensive plans, consistent ordinances and other regulations, and trained decision-makers. To strengthen those areas, this section of the GO TO 2040 plan includes the following recommendations:

Funding from several existing sources should be targeted to support local planning by communities, with particular emphasis on updating ordinances and other development regulations, and on incorporating transportation, land use, and housing. A new, dedicated source of funding that can be used for infrastructure investments that help to implement local plans should also be created, building on models from other parts of the country.

CMAP and its partners should offer technical assistance — such as researching regulatory mechanisms or helping to identify appropriate housing strategies — to communities that seek to implement principles of livability.

Communities should collaborate with one another to build on lessons learned and to develop solutions for common problems. Counties and Councils of Governments (COGs) should play a significant role in encouraging and facilitating collaboration between municipalities.

Local land use decisions should focus on the interrelationship of transportation, land use, and housing, with an emphasis on development patterns that support the use of public transit.

Among the many benefits of pursuing livable communities, compact development can significantly reduce the cost of local roads and other infrastructure. Growth that emphasizes access to transit and other transportation alternatives can reduce reliance on automobiles, helping to reduce congestion and household transportation costs. Regionally balanced housing options can help residents to live near where they work, which also reduces travel costs and congestion.

Improved livability also helps the region to compete economically with other global centers for businesses and workers. And environmental benefits include increased preservation of agriculturally productive and undeveloped land, less degradation of streams and wetlands, reduced water and energy consumption, improved air quality, and decreased greenhouse gas emissions. But beyond these, improved quality of life is the overriding benefit of implementing these recommendations. Some of the most important benefits are not easily quantified, including the resulting sense of community that leads to civic involvement and unites communities to care for their most vulnerable members.

The goal of GO TO 2040 is not to increase density for its own sake, and the plan does not seek to have all future development occur only in high-density areas. Rather, its overall intent is to create communities that are livable, and increasing densities even moderately is a means to this end. CMAP recommends that land use decisions continue to be a local prerogative. With local authority comes the responsibility to carefully assess broader impacts on neighboring communities and on the region as a whole. Implementing the GO TO 2040 recommendations for achieving greater livability will help to balance the need for local autonomy and the benefits of regional cooperation.

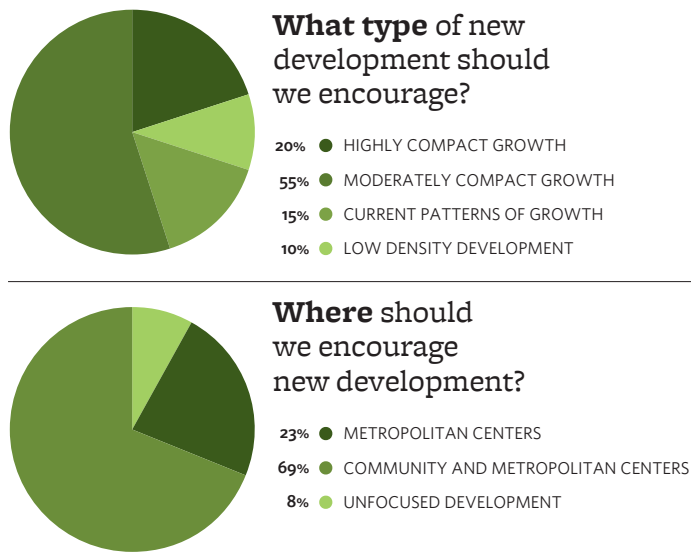
This section describes the benefits of planning locally for livability, current conditions, indicators, and recommendations, with tables describing specific implementation areas and the organizations responsible for implementation.

1.1 Benefits

The GO TO 2040 Regional Vision states that the region should “maximize the competitive advantage of existing physical infrastructure by encouraging reinvestment in our communities through mixed-use, compact development and redevelopment” and also should support “a range of housing options, broadly distributed throughout the region.”

After a brief summary of related public opinion, this subsection describes numerous benefits that result from development that supports livability.

Figure 9. Preferences of type and location of development



Source: CMAP GO TO 2040 “Invent the Future” participants, 2009

An important question concerning denser, mixed-use communities is whether people actually want to live in these kinds of places. The clear answer is that some do, and some do not. In support of low-density environments, some people, for example, point to decades of rapid growth in low-density communities, coupled with population declines in urban centers (though recent years have seen some reversal of this trend).¹ On the other hand, advocates of denser development point to such things as higher sale prices of comparable homes in denser areas to demonstrate that people are willing to pay a premium for the benefits that density provides, and point out that homes in neighborhoods that are walkable and well-designed sell for more than similar homes in neighborhoods without these characteristics.²

Affordable housing can also be a contentious issue. Many residents oppose it in their communities due to concerns about lowered property values, crime, and other real or perceived drawbacks. But much of this is based on perceptions of affordable housing as extremely dense concentrations of poverty — perceptions that are far removed from current realities. If affordable housing is designed well and placed in mixed-income communities, it can be indistinguishable from market-rate housing. Studies have found that proximity to affordable housing does not have a negative effect on property values, as long as the affordable housing is well-designed and planned in context with the surrounding community.³

During the GO TO 2040 “Invent the Future” workshops held in the summer of 2009, CMAP directly asked participants about density preferences. As seen in **Figure 9**, three-quarters of the participants felt our region needs to increase density in order to meet other regional goals, and most favored modest increases in density. Of the participants, 92 percent believed new growth should be targeted to community and metropolitan centers overall. Indeed, many participants noted that changing the overall pattern of development was one of the most important actions that our region could take.

1 Development, Community, and Environment Division of the U.S. Environmental Protection Agency, “Residential Construction Trends in America’s Metropolitan Regions,” January, 2010. See <http://tinyurl.com/ykwwq6z>.

2 Joe Cortright, Imprensa, Inc., “Walking the Walk: How Walkability Raises Home Values in U.S. Cities,” for CEOs for Cities, August 2009. See <http://tinyurl.com/1546rk>.

3 Stephen Green et al., “Low Income Housing Tax Credit Housing Developments and Property Values,” for the Center for Urban Land Economics Research at the University of Wisconsin, 2002. A wide variety of other studies on this issue are available at <http://www.realtor.org/library/library/fg504>.

Household and Public Cost Savings

What is perceived as cheaper “greenfield” development is, in the long run, more costly by many measures. Infrastructure costs increase as new roads, sewer, water, and utilities must cross significant distances to accommodate spread-out development. National and regional research shows that compact development patterns can significantly reduce the cost of local roads and other infrastructure, with the cost savings accruing to local governments and developers.⁴ The cost of providing services such as fire and police protection or garbage pickup is also generally lower in a denser area.⁵

Developing in ways that support livability reduces costs not only for the public sector, but also for individual households. An important feature of livability is its support for alternative transportation that helps reduce reliance on driving. Access to transit options can decrease what households must spend on transportation because traveling by transit is much cheaper than owning, maintaining, and driving a car. Other types of cost savings, such as reductions in health care costs, have been found to be associated with investments in more active forms of transportation like bicycling and walking.⁶ Livability principles, particularly supporting denser development and providing a range of housing options, are particularly beneficial around transit stations, as increased development in these areas can dramatically increase access to public transit. Supporting alternative transportation and shortening trips also reduce congestion, with benefits for all users of the transportation system — even those who continue to drive.

A regionally balanced range of housing can also reduce the need for long-distance travel, as it gives residents more options to live near where they work. Currently, housing is limited near many of the region’s job centers, forcing lower-income workers to make long commutes from more-affordable residential areas. While many residents may still choose to make long commutes due to lifestyle or occupation choices, GO TO 2040 seeks to make this decision a choice, rather than a necessity.

The full household cost savings of creating livable communities are best understood by including transportation costs along with housing costs when determining standards of affordability. The Housing + Transportation (H+T) index, recently developed by the Center for Neighborhood Technology (CNT), provides a means to do this.⁷ As a next step, energy and other utility costs — which also tend to be lower in livable communities, all else being equal — may be considered as a part of housing costs as well.

4 Additional discussion on infrastructures costs can be found in GO TO 2040 subsection 1.6 “Costs and Financing.”

5 Mark Muro and Robert Puentes, “Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter Growth Development Patterns,” Brookings Institution Center on Urban and Metropolitan Policy, 2004.

6 Thomas Gotschi, PhD, “Cost-effectiveness of Bicycle Infrastructure and Promotion to Increase Physical Activity.” See <http://tinyurl.com/37no2sv/>.

7 Center for Neighborhood Technology, “Housing + Transportation Affordability Index.” See <http://htaindex.org/>.

Economic

The quality of the region's workforce is a primary driver of future prosperity, and research has shown that the single best predictor of a region's economic growth is the educational achievement of its residents.⁸ Part of the solution is to improve education and workforce development systems, and this is a high-priority recommendation of GO TO 2040. But workers and jobs are increasingly mobile, with the ability to relocate quickly from region to region. Therefore it is important for the region to attract and retain skilled workers, in competition with other major regions across the nation and world.

To successfully compete, the region needs to be viewed as an attractive, desirable place to live and work, and livability is being increasingly recognized as a contributor to economic growth.⁹ Some researchers believe that attracting the highly educated and skilled workers who drive economic growth is key, and that denser urban places will do best in this regard.¹⁰ Others doubt that all skilled workers want to live in cities, but that they will be attracted to places with good schools, low crime, and short commutes.¹¹

The assumption of GO TO 2040 is that the region will need to attract a variety of skilled, talented people to be economically successful, so the region will need a variety of community types — but all communities should be designed with consideration of whether they will support a high quality of life.

8 Based on a review of the following studies: C. Simon, "Human Capital and Metropolitan Employment Growth," *Journal of Urban Economics* 43 (1998): 223-243. E. Glaeser et al., "Economic Growth in a Cross-Section of Cities," *Journal of Monetary Economics* 36 (1995): 117-43. E. Glaeser and J. Shapiro, "Urban Growth in the 1990s: Is City Living Back," *Journal of Regional Science* 43 (2003): 139-65. J. Pack, *Growth and Convergence in Metropolitan America* (Washington, D.C.: Brookings Institution, 2002). E. Glaeser and A. Saiz, "The Rise of the Skilled City," *Brookings-Wharton Papers on Urban Affairs* 5 (2004): 47-94. R. Green, "Airports and Economic Development," *Real Estate Economics* 35 (2007): 91-112. P. Blumenthal et al., "Understanding the Economic Performance of Metropolitan Areas in the United States," *Urban Studies* 46 (2009): 605-27. M. Greenstone and E. Moretti, "Bidding

for Industrial Plants: Does Winning a Million Dollar Plant Increase Welfare?" NBER Working Paper 9844 (2003). See <http://www.nber.org/papers/w9844>. Z. Acs and C. Armington, "Employment Growth and Entrepreneurial Activity in Cities," *Regional Studies* 388 (2004): 911-927.

9 CEOs for Cities, "The Changing Dynamics of Urban America," 2004.

10 Richard Florida, *The Rise of the Creative Class*, 2002.

11 Edward Glaeser, Review of Richard Florida's *The Rise of the Creative Class*. See <http://tinyurl.com/22vyydz>.

Environmental

Environmental impacts of continued development in rural areas include the loss of agriculturally productive land, missed conservation opportunities, degradation of streams and wetlands due to encroaching development and stormwater runoff, and increased pollutants and emissions from travel across a more-dispersed development pattern. An approach to livability that includes a denser development pattern that focuses on reinvestment within existing communities reduces the pressure for consumption of undeveloped land.

Developing more densely also reduces consumption of water and energy, all else being equal. Shorter pipe lengths in denser areas mean less wasted water, and smaller yards require less watering.¹² Energy savings in denser areas, and corresponding decreases in greenhouse gas emissions, occur primarily because of the reductions in driving described above. Impervious cover is also reduced, on a regional scale, by higher densities, particularly if growth occurs as redevelopment in places that already have impervious surface cover.

While these positive environmental impacts are regional in nature, dense development and reinvestment in existing communities may cause localized problems. While denser development does lower the region's total acreage of impervious surfaces, for example, it also concentrates these into a smaller area, which can worsen flooding. Denser development can also create heat islands in areas without sufficient open space, or pockets of poor air quality caused by concentrating many motor vehicles and other pollutant emitters into a small area.

Many of these challenges can be solved or mitigated by applying green development techniques or conservation design, which is an element of GO TO 2040's definition of livability. By incorporating open space, carefully designing buildings and landscapes, and using small-scale green infrastructure features, the localized negative impacts of density can be avoided.¹³

Quality of Life

By definition, livable communities are intended to improve quality of life. The measures above — concerning household costs, economic growth, and environmental protection — are all ways to measure elements of quality of life, but there are other impacts that are difficult or impossible to quantify. A sense of community is one of the most important elements of livability, but defining or assessing this concept is impossibly complex. At its best, a strong sense of community can increase civic involvement, as residents feel commitment to improving their community; lower crime, as neighbors watch out for each other and for suspicious activity; and even improve disaster recovery, as stronger communities are better able to come together to care for their most vulnerable members.

Recent research also illustrates links between livable communities and both physical and mental health.¹⁴ Some benefits can be linked to physical design features such as access to parks and open space, and available bicycle and pedestrian facilities. Other benefits relate more to the sense of community described above. In particular, designing for livability can allow older residents to “age in place” within their homes or communities, with demonstrable positive physical and mental health outcomes. Because the population of the region is aging, with the number of residents over 65 projected to more than double by 2040, this issue is increasingly important.¹⁵ Overall, while the positive impacts of livable communities have not all been isolated and statistically proven by research, there is plenty of quantitative and anecdotal evidence to argue for pursuing livability in development decisions.

12 Chicago Metropolitan Agency for Planning, “Water 2050: Northeastern Illinois Regional Water Supply/Demand Plan,” 2010. See <http://www.cmap.illinois.gov/waterplan>.

13 These techniques are described at greater length in the GO TO 2040 sections titled “Manage and Conserve Water and Energy Resources” and “Expand and Improve Parks and Open Space.”

14 GO TO 2040 Health Strategy Paper, 2009. See <http://www.goto2040.org/health/>.

15 Demographic trends projected by CMAP; see GO TO 2040 chapter titled “Challenges and Opportunities” for more detail.

1.2 Current Conditions

The Problem with Current Land Use Patterns

The region's development over the last several decades has resulted in a pattern of land use that is not sustainable. Development in the last half of the 20th Century has overall been a story of outward expansion, consuming vast amounts of land and requiring huge investments in water, wastewater, and transportation infrastructure.

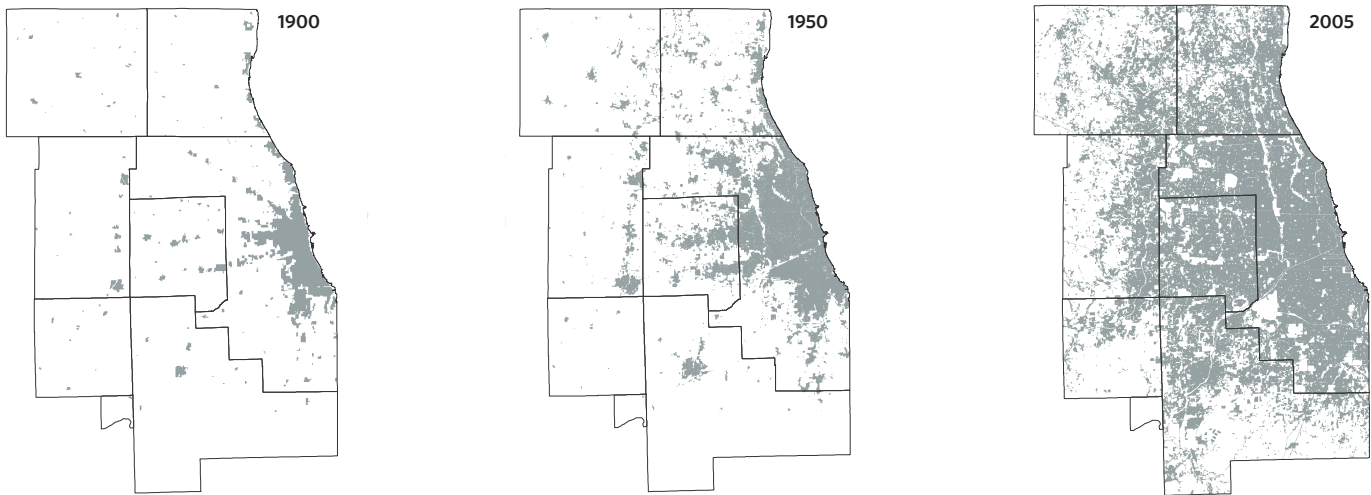
Figure 10 shows how the region's developed area has changed over the past century.

During this time, much development occurred unevenly, resulting in an imbalance between where jobs are located and where people live. As population expanded, many people moved to low-density, solely residential neighborhoods accessible only by car. At the same time, jobs shifted from major concentrations in the region's industrial hubs to dispersed and less accessible employment centers across

the region. These changes were driven by diverse factors, including infrastructure investment decisions, tax policies, resident preferences for larger homes and lots, and movement toward areas with lower crime and better schools, to name a few.

The relative importance of these factors has been debated for decades and will not be solved by GO TO 2040. But whatever the reasons, the result of these major shifts is a disparity in where people work and where people live, and more particularly where affordable housing is located in relation to job centers.¹⁶ Further, this imbalance has hindered access to transit, increased energy use and household costs related to transportation, and helped to fuel the region's increasing traffic congestion. The environmental impacts of rapid growth in undeveloped areas are also severe, and the region has lost much of its former open space and agricultural land. Recognizing these issues, CMAP concludes that the region should alter the trend of land use that emerged over the past several decades, in favor of a development pattern that promotes livability.

Figure 10. Regional development, 1900-2005



16 CMAP Infill Snapshot. See <http://www.cmap.illinois.gov/snapshot.aspx#Infill>.

Figure 10 Source: U.S. Environmental Protection Agency, Chicago Area Urban Development, 2008 (1900-1990 images); CMAP land use inventory (2005 image)

Impediments to Planning for Livable Communities

While there are many good local examples of planning for livable communities, overall regional trends have not been positive. Recent development patterns resulted from various factors that remain in place today, and significant obstacles face communities or developers pursuing projects that involve reinvestment, compact or mixed-use development, or affordable housing components.

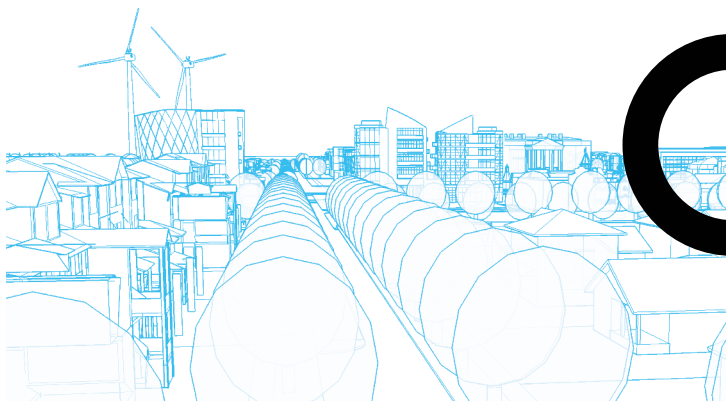
On the regulatory side, ordinances, codes, and other regulations often make it more difficult to build compact, mixed-use development instead of single-use subdivisions. Projects involving reinvestment in existing communities face particular challenges. Often, development requirements also affect the cost of housing construction or rehabilitation, inhibiting efforts to preserve housing; these can include aesthetic touches like requirements for brick facades, which can be important for community acceptance but can also make affordability a challenge. Land assembly can be extremely difficult in established downtown areas that have seen decades of fragmented ownership. Some development regulations like minimum parking provisions can add challenges to redevelopment of sites in denser areas. Further, well-intentioned planning policies can sometimes come into conflict with each other. For example, regulations meant to help manage stormwater in urban communities can make it difficult to pursue reinvestment projects in these areas.

Significant non-regulatory impediments also exist. Public opinions about perceived negative effects of dense or affordable housing — often based on past examples of large blocks of multi-family housing — can impede efforts to establish a range of housing

opportunities in revitalized community cores. “Density” is often perceived as a negative term, although the primary challenge in developing more compactly often has more to do with issues of community fit than with density itself. And well-intentioned plans and policies that try to mix land uses do not always align with market conditions, creating retail vacancies that can detract from communities.

Although some of these impediments cannot be solved directly by local government actions, all can be addressed in some way. The public sector cannot create a market for redevelopment where none exists, but it can invest in infrastructure that makes redevelopment projects more viable. Similarly, most housing is constructed by the private sector, but local governments permit what types of housing can be built. Changing existing perceptions about affordable housing may seem impossible, but over time, proactive education and well-designed affordable housing developments can make a difference. And some of our challenges are also opportunities; there are significant opportunities to accommodate future growth by reinvesting within the borders of our municipalities, as **Figure 11** demonstrates. This map shows parts of the region with significant vacant land, or with industrial or commercial parcels that are defined as “underutilized” (meaning that the value of the actual land is greater than the value of the improvement on the land).¹⁷

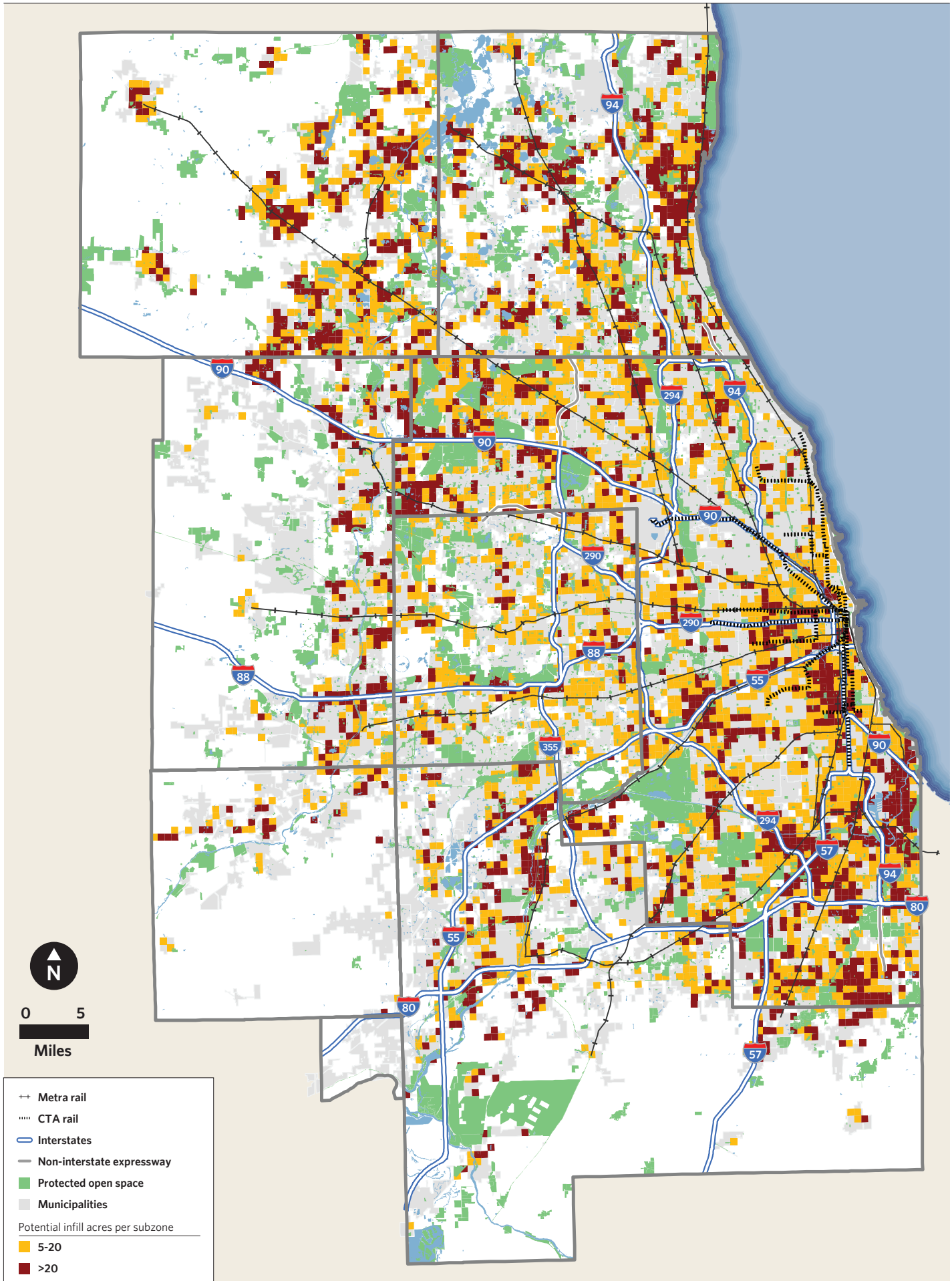
While CMAP recognizes that the obstacles to building livable communities are significant and complex, GO TO 2040’s recommendations concerning land use and housing are built on the belief that proactive planning by local governments can make a major positive difference.



¹⁷ CMAP Jobs-Housing Snapshot. See <http://www.cmap.illinois.gov/documents/20583/9cdd51bf-4184-415a-a6af-7403ea0a6d6e>.

Within existing municipal boundaries, there are more than 100,000 acres of vacant or under-used land. GO TO 2040 promotes the redevelopment of this land with a mix of residential and non-residential uses, accommodating half of the region’s growth – about 1.2 million people.

Figure 11. Opportunities for reinvestment



Source: Chicago Metropolitan Agency for Planning, 2010

1.3 Indicators and Targets

The recommendations described in this section seek to support local governments as they plan for livable communities, and to achieve a regionally balanced supply of housing of all types and costs. GO TO 2040 proposes tracking progress toward these goals through two indicators: the amount of reinvestment within existing communities; and percentage of income spent by low-income households on housing and transportation costs.

Reinvestment

A critical element of GO TO 2040 is encouraging development in existing communities, where infrastructure to support it is already available. According to analysis of infill opportunities,¹⁸ there are over 100,000 acres of land within existing municipal boundaries that are available for redevelopment. These are parcels that are vacant, or are “underutilized” commercial and industrial properties (see **Figure 9**). By 2040, GO TO 2040 seeks to redevelop this land with a mix of residential and non-residential uses, and projects that it could accommodate around half of the region’s growth — or 1.2 million people.

REDEVELOPMENT OF UNDERUTILIZED ACRES

20,000 acres by 2015

100,000 acres by 2040

Housing Affordability

CNT has developed a new measure of housing affordability that includes transportation costs. Called the H+T index,¹⁹ this is a fuller measure of the true cost of housing, recognizing that while housing prices may fall in lower-density areas that are far from transit, the transportation costs of living in these areas are considerably higher.²⁰ According to this report, moderate-income and low-income residents of the region spend an average of 55 percent of their incomes on housing and transportation. By 2040, GO TO 2040 seeks to reduce this number to 45 percent.

PERCENTAGE OF INCOME SPENT ON HOUSING AND TRANSPORTATION BY MODERATE-INCOME AND LOW-INCOME RESIDENTS

53% by 2015

45% by 2040

18 CMAP Infill Snapshot. See <http://www.cmap.illinois.gov/snapshot.aspx#Infill>.

19 Center for Neighborhood Technology, “Housing + Transportation Affordability Index.” See <http://htaindex.org/>.

20 Center for Neighborhood Technology, “Housing + Transportation Affordability Index.” See <http://htaindex.org/>.

1.4 Recommendations

As described in the preferred Regional Scenario, GO TO 2040’s approach to land use and housing is to “support the efforts of local governments to improve livability within their communities and to encourage a future pattern of more compact, mixed-use development that focuses growth where infrastructure already exists,” and to seek “an adequate and regionally balanced supply of affordable housing.”²¹

The recommendations described below focus on the ways that elements of livability can be applied and implemented in northeastern Illinois.

Many elements of livability can be supported through planning for land use and housing, including: support for transportation options including walking, bicycling, and transit; a range of housing options; environmental protection; a focus on reinvestment; denser, mixed-use development; design and aesthetics; and the context or “fit” of development with the local community.²² The importance of local implementation of these overall principles is critical, and must be emphasized. For example, appropriate densities and ways to address mixed-use development will vary between and even within communities. Strategies to address housing must also be carefully customized and may include housing preservation, incentive-based inclusionary zoning, removal of regulatory barriers, creation of community land trusts, strategies

to address foreclosures, or planning for supportive land uses near housing, based on a community’s unique needs. And while GO TO 2040 supports reinvestment in existing communities, it recognizes that reinvestment projects must be implemented in ways that respect local character, historic context, and other local priorities such as increasing access to green space; it also recognizes that not all development will occur within existing communities, but even new “greenfield” development can and should include features that support livability. Overall, these observations lead to the conclusion that there is no “one size fits all” for the implementation of livability principles, and reinforce the importance of local planning.

The building blocks of local planning for livable communities are high-quality plans, ordinances and other regulations that are consistent with adopted plans, and trained and educated decision-makers (plan commissioners, zoning board members, and elected officials). GO TO 2040 recommends addressing each of these building blocks through a combination of funding and financial incentives, technical assistance, and collaboration.

Comprehensive plans

Comprehensive plans provide opportunities to plan proactively for a community’s future and also address its context within the region. While many communities have adopted recent comprehensive plans that address issues of livability, there are many others whose plans are outdated, have been made irrelevant through zoning decisions (which often reflects a disconnect between the adopted plan and the realities of community development issues), or simply have never had a comprehensive plan. Even among those communities with current comprehensive plans, many do not include components such as housing affordability.



²¹ See the “Quality of Life” section of the “Challenges and Opportunities” chapter of GO TO 2040, which explains this term more fully.

²² For more information on these topics, see the CMAP Snapshot Reports (<http://www.goto2040.org/snapshot.aspx>) and strategy papers (<http://www.goto2040.org/strategy-papers.aspx>) on infill, urban design, housing preservation, inclusionary zoning, regulatory barriers, conservation design, bicycling, and public transit.

Ordinances

Many of the comprehensive plans adopted throughout the region contain well-conceived development goals that are entirely consistent with GO TO 2040's recommendations, but zoning ordinances in the region are largely antiquated, hobbled by years of "band-aid" modifications that often have resulted in internal inconsistency. Although zoning ordinances constitute the legal tool by which a local government can carry out the comprehensive plan, these ordinances commonly have not been updated to reflect and carry out the exemplary policies a community may have adopted in its comprehensive plan. Many times, such incongruence in zoning regulations prevents a suitable mix of housing types or limits opportunities for mixed-use development, for example. To actually implement the comprehensive plans of the region's local governments, fundamental regulating mechanisms need to be in sync with their current development goals.

Trained decision-makers

Even with up-to-date plans and ordinances, there is still a critical role for local decision-makers, particularly plan commissioners and local elected officials, to implement GO TO 2040. Many development proposals require discretionary review, and judgment calls on the part of decision-makers are needed constantly. It is important for these decision-makers to be aware of the regional as well as local consequences of their decisions, and to consider these as they review development proposals.

GO TO 2040 recommends that land use continue to be decided at the local level. With decision-making authority comes responsibility, and the communities making land use decisions should also be aware that their individual decisions, taken together, have regional impacts. Even seemingly small land use decisions should not be taken lightly, and each of the region's local governments should commit to a proactive and comprehensive approach to planning.

Through the following recommendations, GO TO 2040 seeks to support local governments in their planning for livable communities, and strives for a positive dynamic that balances the need for local autonomy and regional cooperation.

Funding and Financial Incentives

The need to provide a funding source for local plan and ordinance updates has been recognized for a long time. For years, CMAP and other groups have recommended that the state allocate funding to the Local Planning Technical Assistance Act, which promised grants to develop local comprehensive plans but was never actually funded. GO TO 2040 supports continued efforts to fund the Act, and recognizes that the state has funded local planning activities (through grants administered by the Illinois Department of Commerce and Economic Opportunity [DCEO], for example), but it does not rely on this as the sole source of planning funding in the near term. Instead, the plan focuses on alternative funding sources that can be used for similar purposes; it specifically identifies several funding sources linked to transportation planning but also recommends that non-transportation funds be used as well.

Three transportation funding sources have been identified as reasonable replacements for the lack of dedicated state funding. First, the Regional Transportation Authority's (RTA) Community and Subregional Planning Programs have provided millions of dollars as well as technical assistance to local governments over the past decade to pursue transit oriented development (TOD) plans or similar studies focused on transit and land use. Nearly 80 of these grants have been issued, and they have been successful in linking land use and transportation planning. A second source is the Illinois Department of Transportation's (IDOT) Statewide Planning and Research funds, which have been used for projects that link land use and transportation in the past and were the source of the Illinois Tomorrow planning grants. The third and final source is Unified Work Program (UWP) funds, federal planning funds, which are administered by CMAP. These have been used in the past to fund RTA's planning grants.

GO TO 2040 recommends coordinating these three funding sources to more effectively provide funding and technical assistance for studies and implementation projects that link transportation, land use, and housing, in support of GO TO 2040. This may ultimately result in a single, streamlined program, with funding decisions jointly agreed upon by CMAP, RTA, and IDOT, but in the short term should at least include coordination in terms of application materials and timing. While each funding source has various restrictions concerning how it can be spent, activities that include transportation components, such as land use planning that supports transit, bicycling, and walking, would generally be eligible. The funding program should be further supplemented by funds from federal and state economic development, environmental or housing agencies, such as DCEO and the Illinois Housing

Development Authority (IHDA), or from philanthropic groups interested in supporting planning. This program should be designed to lead to implementation. For example, many plans recommend changes to zoning ordinances or parking regulations, but some municipalities lack the staff or funding needed to implement these regulatory changes; this program should be linked with technical assistance from CMAP, RTA, and others to address this gap. Further, GO TO 2040 recommends prioritizing planning grants based on the degree to which each grant application can increase collaboration among neighboring communities, encompass related topics such as energy, or increase livability in other ways.

Federal programs may also provide new funding sources for planning and implementation. Recent collaborations between several federal agencies have indicated the federal government's interest in promoting livability, and these should be expanded and strengthened. In particular, while funding for planning is helpful, funding for implementation is even more critical. The Sustainable Communities Initiative, a new partnership between the U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Transportation (U.S. DOT), and the U.S. Environmental Protection Agency (U.S. EPA) appears to provide initial steps in this direction, and the federal government should commit sufficient funds to this or similar programs to support plan development and implementation.

Opportunities for tying implementation funds to planning can even be pursued without new funding sources by reconsidering how existing investment decisions are made. Recognizing the interplay between infrastructure investments and land use, the region should use transportation funding strategically to support projects that help to implement GO TO 2040. Two examples from other regions, the Atlanta Regional Commission's Livable Communities Initiative (LCI) and the San Francisco Bay Area Metropolitan Transportation Commission's Transportation for Livable Communities (TLC) program, use a combination of state and federal funds for this purpose. The following examples are described.

Since 1999, the Atlanta Regional Commission's LCI program has funded planning studies in 80 communities, at a cost of slightly over \$10 million. Almost all of these communities have incorporated the results of these studies into their comprehensive plans, and most have adopted zoning ordinances or other policies to implement the studies. The LCI program has directed nearly \$130 million in infrastructure improvements to these communities, using Surface Transportation Program (STP) funds, and has documented measurable results in terms of new development in communities where these investments were made.²³

The San Francisco Bay Area Metropolitan Transportation Commission's TLC program funded 70 planning projects between 1998 and 2006, totaling about \$2.7 million in cost, and directed \$84 million in capital improvements over the same period. The capital improvements are funded with Congestion Mitigation and Air Quality Improvement (CMAQ) and STP funds, and funding for the planning studies comes from a mixture of federal and state funds. The TLC program has a special focus on promoting high-density and mixed-use developments with affordable housing components near transit stops. Expansion of the program is currently being considered.²⁴

A similar program should be created in the metropolitan Chicago region. Currently, STP funds spent in the region are split between the state and local governments (with the local portion being further split between Chicago and the eleven Councils of Mayors), and CMAQ funds are programmed and administered by CMAP. It is recommended that a combination of state STP and CMAQ funds be used to create a separate funding source to be used for infrastructure investments that support livability. The infrastructure investments should be focused specifically on implementing projects that spring from the recommendations of local comprehensive planning efforts. Local STP should remain programmed by the Councils of Mayors and City of Chicago, but CMAP encourages local programmers to consider incorporating support for livable communities into their funding decisions.

23 For more information on the Atlanta Regional Commission's Livable Centers Initiative program, see <http://tinyurl.com/35etrj3>.

24 For more information on the San Francisco Bay Area Metropolitan Transportation Commission's Transportation for Livable Communities program, see <http://www.tinyurl.com/3423ycb>.

Technical Assistance

The broad term of “technical assistance” is used here to mean direct, non-financial assistance provided to communities by CMAP staff, other state or regional agencies, counties, or nongovernmental groups. Other technical assistance providers can take leadership or supporting roles in many technical assistance activities; the experience of the development community should also not be overlooked, and organizations that represent the private sector are also relevant partners for technical assistance. CMAP should help to coordinate these assistance efforts to avoid duplication.

Technical assistance activities provided by CMAP will vary over time and will be detailed in each year’s work plan. It is intended to be a proactive, rather than reactive, activity — in other words, CMAP will identify priorities and then work collaboratively with communities to accomplish them, but the agency will also need to react to changing conditions. Possible opportunities for assistance will be evaluated based on how well they match CMAP’s priorities, support the principles of GO TO 2040 in general, leverage other technical assistance activities being pursued by other organizations, or relate to short-term crises or opportunities.

A first step in designing an annual technical assistance program is to determine what is most needed and most helpful. The Compendium of Plans, a review and summary of the comprehensive plans of all of the region’s municipalities compiled by CMAP, should be updated every two years.

This can be used to target technical assistance by providing an assessment of the current state of local comprehensive planning, and also to identify commonly missing or underemphasized elements of comprehensive plans. When assisting with comprehensive plan preparation, technical assistance providers should seek to make them truly comprehensive, addressing issues beyond land use and housing such as energy conservation, arts and culture, public health, and others.

Technical assistance activities will often take the form of creating model ordinances or codes for municipal consideration, often on topics like water conservation that may be outside of usual comprehensive planning practice. CMAP will also research and explore innovative regulatory mechanisms such as the SmartCode and form-based coding (FBC), which may be more appropriate to mixing land use and preserving affordability than conventional zoning. These mechanisms help to focus development discussions on how appropriate context, form, and even aesthetic concerns can counteract the negative perceptions about density, affordability, and compactness. Also, CMAP will help communities with forecasting and visualizing the long-term, actual effects of current ordinances that may unintentionally be stymieing desired development goals (with affordability and mixed-use being primary examples). Sharing of best practices for ordinances as well as other regulatory methods like impact fees should also be part of the technical assistance approach. Other software like the Centers Toolkit, the Return on Investment (ROI) tool, and the MetroQuest software used during CMAP’s Invent the Future workshops can all be relevant for communities at different stages in their planning processes.

Where possible, technical assistance should build local capacity, rather than resulting in plans or ordinance updates that are prepared by external groups and then handed over to a local government. Developing plans and ordinances is a central responsibility of local governments to regulate land use, and every community should ideally have the capacity to review ordinances and development proposals without relying on external assistance.

A particular focus of technical assistance activities will involve housing, which is one of the most challenging components of livability to address; according to CMAP’s recent survey of comprehensive plans, only 23 percent include an emphasis on affordable housing. While recognizing that local governments will take varying approaches to address the overall goal of a regionally balanced supply of housing, CMAP encourages every community to proactively address the issue. Beginning with an assessment of housing supply and future demand (e.g., the “Homes for a Changing Region” report series) can inform further discussion of the issue, and these reports should be continued and expanded to cover additional communities.

A variety of housing policy options are appropriate in different types of communities. Housing preservation, incentive-based inclusionary zoning, employer assisted housing, community land trusts, removal of regulatory barriers, furthering fair housing goals, or foreclosure prevention programs — just to name a few — can be solutions in communities facing different housing challenges. CMAP and other technical assistance providers can play a role in helping communities to sort through the various housing programs that can be adopted on the local level, finding those that fit best in a particular situation, and integrating them into a comprehensive planning approach. This is a role already played by a variety of regional and local nonprofit organizations and their useful work should continue. The development community should be actively engaged in these discussions as well.

Intergovernmental Collaboration

GO TO 2040 strongly supports coordination between communities. Intergovernmental approaches are often the best way to solve planning problems in housing, transit, economic development, and other areas, and CMAP encourages the formation of these groups and offers technical support for their work. These can often be formalized as collaborative planning groups that are organized around a transportation corridor (such as the Cook-DuPage Corridor) or an area with specific economic development needs (such as the Southland Economic Development Corporation), or within watersheds around shared environmental issues such as water supply. Interjurisdictional housing groups (such as the South Suburban Housing Collaborative) are active or emerging in many parts of the region, and building capacity at these organizations should be supported by CMAP and other technical assistance providers. State and federal agencies (such as the IHDA, IDOT, and DCEO at the state level, and HUD, U.S. DOT, and U.S. EPA at the federal level) should prioritize funding in areas that enter into intergovernmental agreements.

At a less formal level, coordination between municipalities is beneficial for information-sharing among planning professionals and officials. In addition to encouraging intergovernmental cooperation among neighboring communities, CMAP should also bring together communities that face similar challenges across the region, fostering networked collaboration to share ideas and strategies. For example, communities that have faced challenges in incorporating a range of housing options, or those that have applied particular housing solutions, can serve as useful case studies for other communities considering similar techniques, and there is no substitute for direct communication between them.

In all of these collaborative efforts there is a strong and significant role for counties and COGs. These groups are encouraged to take the lead to create and staff formal collaborative groups, or to convene local planners and planning officials in less formal ways. GO TO 2040 recommends a supporting role for CMAP in these efforts.

Link Transit, Housing, and Land Use

Linking transit, housing, and land use is less a separate recommendation than a focused way to apply the recommendations in the other implementation areas. TOD represents one of the principal linkages between the issue areas addressed by CMAP, and is a particular focus of GO TO 2040. The higher value of land near transit services often makes it more difficult to plan for affordable housing in these locations, so affordability needs to be addressed specifically.

The number of TOD studies completed within the last decade means that many of the most promising TOD locations have had plans prepared for them, but often implementation has been lacking. Ordinances and other regulations have not always been updated to match the recommendations of the plans, and there has also been no concerted effort to focus infrastructure investments to implement these plans. As described earlier in this section, GO TO 2040 recommends increasing the amount of funding for planning, and allocating a significant portion of this to update ordinances; it also recommends creating a special funding source for infrastructure improvements that support the implementation of these plans.

It is also important to plan jointly for land use and transit in areas that may be outside of traditional TODs. Frequently, opportunities for transit-supportive land use planning will be in areas served by bus, or slightly outside the “walkable” range of a train station — and therefore outside the definition of a traditional TOD. CMAP should work closely with its partners, including RTA and the transit service boards, local governments, and regional civic organizations, to identify additional opportunities to support transit-supportive land use. This could include areas near train stations where site assembly has proven difficult, or where past projects have faced implementation challenges.

Improving transit is a high-priority recommendation of GO TO 2040, and requires supportive land use to succeed. GO TO 2040 recommends that transit expansion be accompanied by land use planning that seeks to create an affordable, transit-friendly environment, with investments in sidewalks, bus shelters, bicycle accommodations, and other infrastructure; transit decision makers should prioritize investments in places where supportive land use planning is occurring.²⁵

Preserving affordability or creating new affordable options near transit is often difficult because high demand to live near transit increases the cost of housing.

Local governments should plan for mixed income transit oriented development, by ensuring that housing near transit includes affordable housing provisions and that affordability is maintained in the long-term. CMAP will work with partners including IHDA to assure that applicants are rewarded when developing housing near transit. Additionally, CMAP will work with preservation collaborations to encourage affordable housing preservation strategies focused on areas around transit and employment.

²⁵ The GO TO 2040 section titled “Increase Commitment to Public Transit” contains further discussion of the importance of this linkage.

1.5 Implementation Action Areas

The following tables are a guide to specific actions that need to be taken to implement GO TO 2040. The plan focuses on four implementation areas for achieving greater livability through land use and housing:

- Provide Funding and Financial Incentives**
- Provide Technical Assistance and Build Local Capacity**
- Support Intergovernmental Collaboration**
- Link Transit, Land Use, and Housing**

Implementation Action Area #1: Provide Funding and Financial Incentives

<p>Align funding for planning and ordinance updates</p> <p>LEAD IMPLEMENTERS: State (IDOT, DCEO, IHDA), RTA, CMAP, counties, municipalities, philanthropic</p>	<p>CMAP, IDOT, and RTA should coordinate funding programs to fund local plans and ordinance updates. Use funds to create new streamlined grant program for transportation, land use, and housing which assists local governments to create plans or ordinance updates that are consistent with GO TO 2040. This program should be able to fund ordinance changes, updates to local programs or policies, or similar activities, as well as plan preparation. Supplement these funding sources with philanthropic or other public and private sources as appropriate. In particular, funding from housing and economic development sources should also be included within this streamlined program.</p>
<p>Implement and expand the Sustainable Communities Initiative program</p> <p>LEAD IMPLEMENTERS: Federal (HUD, U.S. DOT, U.S. EPA, DOE, EDA)</p>	<p>The federal government should apply the principles of the Sustainable Communities Initiative across other federal programs as well. Its administering departments (HUD, U.S. DOT, and U.S. EPA) should also commit sufficient funds in future years to make it a significant funding source for plan implementation, not just plan development. Federal agencies should also align federally-required planning efforts, such as HUD Consolidated plans, with GO TO 2040 priorities, and federal investment should be geared to implement planning efforts that are consistent with the principles of the Sustainable Communities Initiative.</p>
<p>Develop regional infrastructure funding programs for plan implementation</p> <p>LEAD IMPLEMENTERS: State (IDOT), RTA, CMAP, counties, COGs</p>	<p>Create a pilot program meant to focus infrastructure funds to implement local comprehensive plans, modeled on programs in the Atlanta and San Francisco regions. Allocate a portion of funds currently programmed by the state (STP) and by CMAP (CMAQ) for this purpose. Retain the current programming of local STP funds, but encourage programmers to consider livability in their funding decisions.</p>

Implementation Action Area #2: Provide Technical Assistance and Build Local Capacity

<p>Continually review status of local plans</p> <p>LEAD IMPLEMENTERS: RTA, CMAP, counties, municipalities</p>	<p>Update the Compendium of Plans every two years. Use its findings to target planning technical assistance. This could include comprehensive planning assistance to communities that do not have current plans, and assistance with implementation to those that do. Also use results to identify missing or underemphasized elements of local comprehensive plans, such as housing affordability or water conservation. Include review of plan implementation status for plans funded through RTA grants.</p>
<p>Create model ordinances and codes</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities</p>	<p>Develop sample ordinances or codes in areas relevant to GO TO 2040 that can be adapted by local governments. Examples include water conservation ordinances, housing rehabilitation codes, and parking regulations. At the same time that model ordinances are under development, work with a few case study communities to ensure that they can be adapted to work locally. CMAP should also promote best planning practices through publications highlighting local approaches to these issues.</p>
<p>Research and explore alternative land use regulation systems</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities, nonprofits</p>	<p>Research alternative systems such as SmartCode and FBC that address structure, form and placement over conventional use-based, Euclidean zoning approaches. Coordinate with communities that have adopted alternative land use regulatory systems, assess performance, and provide resources and training for other communities interested in these methods.</p>
<p>Analyze ordinance outcomes</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities, nonprofits</p>	<p>In partnership with interested communities, CMAP should review existing ordinances to quantitatively analyze their impacts (in terms of stormwater runoff, local fiscal impacts, resulting housing cost, contributions to greenhouse gas emissions, and others). Also create visualizations that improve understanding of the outcomes of current ordinances.</p>
<p>Provide assistance in planning for affordable housing needs</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities, nonprofits</p>	<p>In partnership with interested communities, research local housing supply and demand and identify appropriate housing strategies. Provide direct technical assistance, in collaboration with other regional civic organizations, to communities seeking to develop a balanced supply of housing through locally-appropriate strategies such as community land trusts, land banking, housing preservation, employer assisted housing, inclusionary zoning, removal of regulatory barriers, strategies for vacant or foreclosed properties, furthering fair housing goals, or community acceptance strategies. Support local work through regionally-sponsored research such as the “Homes for a Changing Region” reports, the “Home Grown” best practices summary, or similar efforts.</p>
<p>Use and enhance existing technical assistance software tools</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities, nonprofits</p>	<p>Strategically deploy CMAP’s Centers Toolkit, ROI tool, MetroQuest software, and the Metropolitan Planning Council’s (MPC) Placemaking program. Develop an online “library” of best planning practices by local governments, to be continually updated and improved as technical assistance activities continue.</p>
<p>Target technical assistance to communities demonstrating interest in furthering GO TO 2040</p> <p>LEAD IMPLEMENTERS: CMAP, RTA, counties, municipalities, nonprofits</p>	<p>Create menu of assistance “offerings” consistent with GO TO 2040, and clearly evaluate requests for assistance based upon conformance with these plan objectives. Proactively identify opportunities to provide community assistance.</p>
<p>Sponsor Planning Commissioner workshops</p> <p>LEAD IMPLEMENTERS: CMAP, counties, municipalities, nonprofits</p>	<p>Provide a cycle of Planning Commissioner Workshops throughout the region every two years. Workshops will cover such issues as the importance of updating comprehensive plans, consistency of local ordinances with comprehensive planning policy, making defensible land use decisions, roles of planning commissions and zoning boards of appeals, and placing local land use decisions within a regional context. These also can include special sessions on topics of interest, such as transit-supportive land use, energy conservation, or parking regulation, to name a few.</p>

Implementation Action Area #3: Support Intergovernmental Collaboration

<p>Encourage formation of formal collaborative planning efforts</p> <p>LEAD IMPLEMENTERS: CMAP, RTA, counties, COGs, municipalities</p>	<p>Encourage COGs and counties to lead formation of issue-specific collaborative planning groups to address issues such as housing, transportation, economic development, land use, water and related environmental issues, or others. Provide technical assistance to existing collaborative groups in research and mapping, developing model ordinances and overlay districts, seeking funding, interacting with state and federal agencies, and entering into intergovernmental agreements.</p>
<p>Form collaborative groups to address affordable housing across communities</p> <p>LEAD IMPLEMENTERS: Counties, COGs, municipalities, nonprofits, developers, other housing stakeholders</p>	<p>Encourage the formation of collaborative groups to address affordable housing across communities. These can be broad (such as the South Suburban Housing Collaborative) or specifically targeted to a specific housing issue (such as the Preservation Compact and the Lake County Preservation Initiative). These groups should include a broad array of housing industry stakeholders and should explore various funding mechanisms to produce strategies that are nimble and specific to the current housing market.</p>
<p>Prioritize funding to communities engaging in intergovernmental planning</p> <p>LEAD IMPLEMENTERS: Federal (HUD, U.S. DOT, U.S. EPA), state (IHDA, IDOT, DCEO)</p>	<p>Provide financial incentives for involvement in collaborative groups by prioritizing funding to communities that apply for funding jointly and develop programs across municipal borders. Selection criteria in funding programs should recognize and reward intergovernmental applicants.</p>
<p>Facilitate communication between communities facing similar challenges</p> <p>LEAD IMPLEMENTERS: CMAP, counties, COGs, municipalities</p>	<p>Support initiatives by COGs or counties that bring municipalities together in coordinated planning activities and information-sharing. CMAP should work with staff of the counties and COGs to help coordinate these efforts. CMAP should also identify communities sharing similar features facing similar planning challenges, and provide a facilitated environment to bring them together to work on solutions and share ideas collaboratively.</p>

Implementation Action Area #4: Link Transit, Land Use, and Housing

<p>Identify and exploit additional opportunities for transit oriented development</p> <p>LEAD IMPLEMENTERS: CMAP, RTA, CTA, Metra, Pace, counties, municipalities, nonprofits</p>	<p>Many communities have embraced TOD as a strategy to revitalize their downtowns, and plans for many of the most obvious locations for TOD have already been prepared. CMAP and other regional organizations should identify other potential opportunities for application of TOD strategies and initiate pilot TOD projects in areas where TOD is more difficult (i.e., locations with difficult land assembly, bus-based TOD, etc.).</p>
<p>Use livability principles to plan for land use in development near transit</p> <p>LEAD IMPLEMENTERS: Counties, municipalities</p>	<p>Counties and municipalities should pursue opportunities for more dense development which mixes uses and housing types within “location efficient” areas near transit services. Counties and municipalities can increase density by providing density bonuses (in exchange for affordable units), creating transit overlay districts, or using form-based codes to address community fit. This can occur both for existing transit services and areas where transit expansion is planned, and applies to both rail and bus service.</p>
<p>Promote housing affordability near transit</p> <p>LEAD IMPLEMENTERS: Counties, municipalities</p>	<p>Proximity to transit services often increases land value, making it more difficult to provide a range of housing. Counties and municipalities should analyze housing needs near transit services, and can provide a variety of incentives to developers to bring down development costs in exchange for affordable units. These tools include land donations, density bonuses, permit fee waivers, land trusts and expedited permitting processes. These should be explored, considered, and adapted to specific local situations.</p>
<p>Target housing programs to rehabilitation in areas with transit access</p> <p>LEAD IMPLEMENTERS: Federal (HUD), state (IHDA), counties, municipalities</p>	<p>Affordable housing grant programs should give high priority to preserving the existing affordable housing stock, particularly in TODs.</p>
<p>Require supportive land use planning before new transit investment is made</p> <p>LEAD IMPLEMENTERS: RTA, CTA, Metra, Pace</p>	<p>Consider supportive land use when making investment and programming decisions. The service boards should prioritize investments (new service in particular) in areas that have or are planning for land use and local infrastructure that supports transit.</p>
<p>Update guidelines for transit-supportive land use</p> <p>LEAD IMPLEMENTERS: RTA, CTA, Metra, Pace</p>	<p>Update materials produced by the transit service boards concerning land use planning and small-scale infrastructure investments that support transit. These materials should include additional topics such as housing affordability that go beyond the density and design issues which are currently included.</p>

1.6 Costs and Financing

Cost Savings from Compact Reinvestment

Many studies over the past several decades have suggested that the cost per household of providing public infrastructure decreases as development becomes more compact.²⁶

This can also be the case with public services, such as schools and fire protection, but the relationship is not as clear for these services as it is with physical infrastructure. Intuitively, the length and therefore the cost of water mains, roads, and so forth should be less if homes and businesses are located closer together, and national studies and CMAP's own research have shown that this is in fact the case.

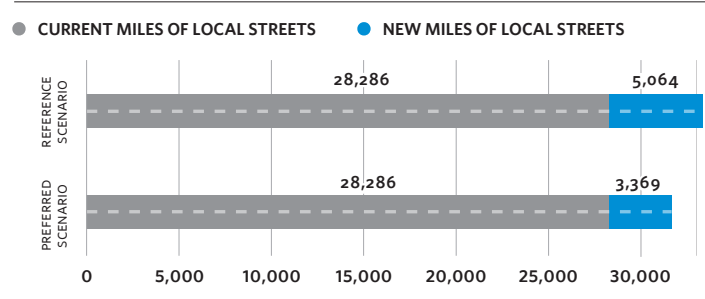
Within the region, the number of new miles of local streets needed can be reduced by as much as one-third if a more compact, reinvestment-focused development pattern is pursued (see **Figure 12**). Savings would be expected both in initial construction and in maintenance because, for instance, each mile of roadway not built is a mile of roadway that does not need to be swept, plowed, re-striped, and eventually resurfaced and reconstructed.

This provides savings to both developers, who often build the roads, and local governments, who later maintain them. Maintenance savings alone from the local street reductions described above would total in the range of \$1.5 billion over the plan's time frame, mostly accruing to local governments in high-growth areas. In other words, the local governments that have the best opportunity to implement livability principles in their planning — those in high-growth areas — are also those that have the most to gain from cost savings. The transportation infrastructure cost savings can be used as an indication of other infrastructure costs too, but these savings have not been calculated.

Financing of Local Planning

Planning on the local level is funded primarily through general revenue sources of municipalities and counties (and, in some cases, townships). Local governments face many demands for their resources and attention, and it can be a challenge for communities to prioritize comprehensive planning or ordinance review, particularly in difficult economic and fiscal times. However, land use planning is a fundamental responsibility of local governments, and one that must be taken seriously for the region to prosper in the long run. The remainder of this section identifies funding options beyond local sources, but it must be emphasized that local governments are responsible for planning proactively regardless of external funding availability.

Figure 12. Infrastructure cost, miles of local streets



Source: Chicago Metropolitan Agency for Planning, 2010

26 For an example, see Mark Muro and Robert Puentes, "Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter Growth Development Patterns," Brookings Institute Center on Urban and Metropolitan Policy, 2004; Burchell et al., "Costs of Sprawl — Revisited," *Transportation Research Board* (National Academy Press, 1998) or Burchell et al., "Costs of Sprawl 2000," TCRP Report 39. Note that while the majority of the planning literature indicates that compact development decreases infrastructure cost, there is some scholarly disagreement about the extent and importance of the effect, which often comes down to the methods used to measure or project it.

The Puget Sound Regional Council has even-handedly summarized this literature at <http://www.psrc.org/assets/2032/applF14-sprawl.pdf>.

External grants for specialized planning activities are sometimes available to local governments, but outside funding for general comprehensive planning activities has been elusive. Some of the planning grant programs in the region include:

The RTA has made funding and planning assistance available for station area planning through its Community Planning Program (providing funding for such activities as station area TOD plans and guidelines) and the Subregional Planning Program (providing funding for such activities as transit and land use improvement studies, and TOD studies at the county, subregional, or corridor level), formerly termed the Regional Technical Assistance Program (RTAP). Over the past 12 years, nearly 100 plans have been funded through these sources, totaling over \$15 million in grants including local matches.

The Local Planning Technical Assistance Act (20 ILCS 662) was enacted in 2002. In the absence of state-mandated planning, it has served to identify through state legislation components that should be included in comprehensive plans, and, in theory, provided an incentive to adopt certain comprehensive plan elements in order to receive funds for comprehensive planning through DCEO. This provision, however, has never actually been provided with funding from the state, meaning that this promised incentive has never actually come to fruition.

The 1985 Local Land Resource Management Planning Act (50 ILCS 805) is used frequently as the foundation for county-level planning activities. It encourages counties to plan comprehensively to protect natural resources while furthering social and economic goals through developing land resource management plans. The act allowed for funding through DCEO but was never funded; despite this, it did give counties broad authority for long-range planning, which many have acted on.

The Federal Highway Administration (FHWA) allocates Statewide Planning & Research Funds to IDOT. These funds may be used for a variety of purposes such as planning, technical studies and assistance, demonstrations, management training, and cooperative research, and they were the source for Illinois Tomorrow grants, which have been used to fund planning activities in the past.

Most of the above funding sources are directed to comprehensive or small-area planning activities. Updates to ordinances or other development regulations are not generally funded through any of these sources, though the RTA's grant programs have been used for this purpose in recent years.

Promising federal funding sources for comprehensive planning and implementation are currently under development.²⁷ If sufficiently funded, these could provide a significant boost to the implementation of all of the actions described in this recommendation.

27 Promising federal funding sources for comprehensive planning are further discussed in GO TO 2040 subsection 1.4 "Funding and Financial Incentives."