GROWTH GOVERNANCE IN SOUTHERN CALIFORNIA

Madelyn Glickfeld
William Fulton
Grant McMurran
Ned Levine

Claremont Graduate University Research Institute
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EXECUTIVE SUMMARY

This paper represents an attempt to build a "profile" of local Growth Governance policy – techniques designed to either manage or promote growth – in the five-county region commonly known as "Metropolitan Southern California."

Our primary goals were to:

1. Create a typology of local growth policy approaches.
2. Chart and examine the geographical distribution of those policy approaches.
3. Determine whether any significant relationship exists between the Growth Promotion policies and the Growth Management policies.
4. Analyze whether those policy approaches are correlated with demographic and socioeconomic variables at the level of the political jurisdiction.

Using comprehensive survey data sets from 1988 and 1992, we identified eight policy "approaches" which represent our best effort at understanding the most characteristic policy approaches for the five-county region. The identified approaches include four Growth Management policies: control, restriction, negotiation, management, and four Growth Promotion policies: accommodation, streamlining, recruitment, and subsidy.

To sort out this somewhat confusing landscape of data, we created a series of three index scales - The Growth Management, Growth Promotion, and Growth Governance Policy Profiles - to represent our best effort at understanding how these different approaches are used together by individual jurisdictions throughout the region. Combined with data on community characteristics, we determined whether there was a statistical relationship between the growth policy of an individual jurisdiction and that jurisdiction's community profile.

CONCLUSIONS

Jurisdictions in Southern California employ a wide range of Growth Governance policies in different combinations and at different strengths.

GROWTH MANAGEMENT – Broadly speaking, it is fair to say that most jurisdictions in the region engage in some form of Growth Management, and that there are few strong distinctions either geographically or in terms of community profile. There are a few statistical hints that there might be a relationship between Growth Management and the socioeconomic makeup of a community, but these hints are relatively weak.

Growth management is especially common in geographical areas and corridors that are subject to considerable growth pressure, such as the 91 Freeway corridor and the nearby "Four Corners" area, where San Bernardino, Orange, Riverside, and Los Angeles counties all come together.

GROWTH PROMOTION - These findings stand in noticeable contrast to the findings regarding Growth Management. Whereas most jurisdictions engage in Growth Management without regard to community profile, our correlation analysis shows us that strong Growth Promotion policies are somewhat sensitive to socioeconomic conditions.

For example, jurisdictions with an increasing Latino population (as well as a larger population size) are more likely to engage in Growth Promotion policies. Jurisdictions with a college-educated population, higher household income, and more expensive housing are less likely to engage in Growth Promotion policies. These moderately high correlations are not particularly strong, but they are consistently present throughout our analysis.

Interestingly, some communities that have strong Growth Management policies also have strong Growth Promotion policies — and, indeed, in some cases the Growth Promotion policies appear stronger. This is especially true in the 91 Corridor and the Four Corners region, which would appear to be a hotbed of growth policy oriented toward both promotion and management.

GROWTH GOVERNANCE - When Growth Promotion and Growth Management policies are "netted out," a somewhat different pattern emerges. Most sub-regions in Southern California — even those with strong Growth Management policies and considerable growth pressure — emerge as having a Growth Promotion orientation. It is also worth noting that whereas adjoining jurisdictions often adopt measurably different Growth Management policies, this pattern is less evident with Growth Promotion policies — and it is completely reversed in the patterns associated with the combined policies.

It is clear that even though we approached this research project with the assumption that Growth Management and Growth Promotion are two sets of related policies, the statistical evidence demonstrates that jurisdictions in Southern California combine particular management and growth promotion measures randomly or adopt them separately. While we still believe that there are connections, the information we collected did not disclose a consistent pattern and typology of growth governance. In many cases, it appears that they are not adverse to pursuing their own unique combinations of growth management and growth promotion, even if they counteract each other.

OTHER IMPORTANT CONCLUSIONS – There are two other conclusions we believe are important to note. First, correlations between growth management factors and demographic indicators reveal that larger jurisdictions tend to adopt Growth Management polices slightly more frequently than smaller jurisdictions. Consistent with this finding, we have found that county policies are more oriented toward Growth Management than city policies, which generally pursue Growth Promotion policies more aggressively. Second, Southern California, in contrast to the rest of California, appears to pursue Growth Governance policies that encourage sprawling rather than contained, urban development — or, at least, the region did so in 1992. It is important to note, however, that we believe conditions may have changed since this survey was conducted in 1992.

1. INTRODUCTION

In Southern California and most other fast-growing regions in the United States, the issue of "growth" — especially population growth and real estate development — is a major issue at the local, regional, and state levels. In most cases, public policy regarding growth, such as land-use planning and permitting, remains the purview of local governments. This is especially true in California, where cities and counties are required to adopt local planning policies but are generally not bound by state or regional planning policy priorities.

Yet it is becoming increasingly clear that many of the dynamics associated with this growth — especially the economic drivers and environmental impacts — are metropolitan-wide or regional in nature. With the "globalization" of the economy, many urban policy and economics experts have come to view the metropolis as the basic economic unit worldwide.[1] And with an increasing emphasis in environmental policy on ecosystems and watersheds, environmental experts have come to view the metropolis or region as the basic unit of environmental protection as well.

These insights have led regional, state, and federal agencies — as well as private entities — to begin grappling with the issue of growth from a regional perspective. Yet the policy approach of local governments is an important component in this whole equation. Local governments' approach toward what might be called "Growth Governance" often plays a significant factor in shaping regional growth patterns.

Growth Governance is the combination of policy techniques that either manage or promote growth, and so therefore plays an important role in shaping growth patterns. As a research subject, however, local "Growth Governance" is often overlooked. Growth policy is decentralized, meaning it is difficult to compile meaningful data and compare data from one jurisdiction to another.

This paper focuses specifically on the five-county Southern California metropolitan region exclusively for the first time.[2] It is part of a larger research effort on metropolitan governance and community sustainability in Southern California undertaken by a multi-disciplinary research team at the Claremont Graduate University Research Institute. However, two previous reports in this research effort provide the foundation for this paper.

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[1] See, for example, Dodge, William R., *Regional Excellence: Governing Together to Compete Globally and Flourish Locally*, Washington, D.C.: National League of Cities, 1996.

[2] This region, sometimes also known as Greater Los Angeles, includes five counties: Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. It does not include San Diego County even though San Diego County is clearly in Southern California. For further explanation (and more background on the region, its growth patterns, and its governance structure), see Fulton, Glickfeld, Gin, and McMurran, "A Landscape Portrait of Southern California's Structure of Governance and Growth" (Claremont Graduate School Research Institute, 1998). This paper is located on the Claremont Graduate University Research Institute Projects Web Site at http://www.cgs.edu/inst/cgsri/projects.html.

In 1988, we conducted a comprehensive survey of all Growth Management measures enacted by California's cities and counties between 1971 and 1988. By combining this survey data with other data (demographic, socioeconomic, geographic, and spatial), the research team concluded the following:

1. The enactment of local Growth Management measures was a response to growth in the region and the state, not in the local jurisdiction enacting the measure.
2. Growth Governance in a given community changes over time, and these changes are linked to changes in growth demand, the demographic and socioeconomic profile of a community, and a community's political economy.

In 1992, we conducted an expanded survey that sought information about Growth Promotion (or "pro-growth") techniques, land-use conflicts among jurisdictions, and related information, as well as updated information about Growth Management ordinances.[3]

By combining this information with a variety of other data about community characteristics (which will be explained in detail below), we were able to analyze a wide variety of issues associated with Growth Governance statewide.

Among other things, we found, based on both the 1988 and 1992 surveys, that:

1. The number of growth-related ordinances in place throughout the state grew between 1988 and 1992 by approximately 50%.
2. Local jurisdictions in California tend to adopt a stable combination of Growth Management ordinances that can be identified as the seven most common approaches to Growth Management. These approaches remained fairly constant over time, with few changes in the combination of growth management measures that seemed to be enacted together.
3. Overall, local Growth Management measures had no significant impact on overall growth rates in California during this period of time, but played an important role in the geographical distribution of that growth.[4]

We also found some evidence that there is a correlation between a jurisdiction's growth policy and its socioeconomic profile.[5]

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[3] As we will describe below, this is the same data set used for this research paper.

[4] While the following study uses the same data set, its analysis reports the *impacts* of growth measures, as opposed to the *classification* of policies, as is delineated in this report. For more information on the impacts of growth measures on the distribution of growth in California, please refer to Ned Levine, "The effects of local growth management on regional housing production and population redistribution in California." In press, *Urban Studies.* November 1999.

[5] These conclusions were included in our report, Levine, Glickfeld and Fulton, *Home Rule: Local Growth Management ...Regional Consequences*, which was delivered to our project sponsors (the Metropolitan Water District of Southern California, the Southern California Association of Governments, the Southern California Gas Company, the California State Association of Counties, and the California League of Cities)

Few other attempts have been made to analyze the nature and impact of local Growth Governance, especially in California.[6]

This paper represents an attempt to build a "profile" of local Growth Governance policy in the five-county region commonly known as "Metropolitan Southern California" — a region characterized by rapid growth and political fragmentation. Our goals were to:

1. Create a typology of local growth policy approaches.
2. Chart and examine the geographical distribution of those policy approaches.
3. Determine whether any significant relationship exists between the Growth Promotion policies and the Growth Management policies.
4. Analyze whether those policy approaches are correlated with demographic and socioeconomic variables at the level of the political jurisdiction.

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in 1996. Other analytical results from the 1992 survey are still being prepared for publication in academic journals.

[6] One of the few exceptions is Pendall, Rolf, *Residential Growth Controls and Racial and Ethnic Diversity: Making and Breaking the Chain of Exclusion* (Ph.D. Dissertation, University of California, Berkeley, 1995), which surveyed local governments in 25 major metropolitan areas throughout the nation and focused on the impact of growth policy on two case studies, including Union City, California. Pendall found measurable regional differences in Growth Governance in the United States. He also found that (1) while low-density zoning creates a pattern of residential exclusion, newer growth controls — such as those discussed in this research report — typically do not, and (2) jurisdictions that support these "new generation" growth controls typically also support affirmative efforts at affordable housing.

2. DATA

The data set used for this research project was a survey of California cities and counties, conducted in 1992, to determine which Growth Management and Growth Promotion techniques were in use at that time. The 1992 survey was a follow-up to the 1988 survey described above. Partly because it was conducted with the assistance of the League of California Cities and the California State Association of Counties, the survey elicited responses from 465 jurisdictions, or approximately 89% of all cities and counties in the state.

This research project used the survey responses from cities and counties in the five-county metropolitan Southern California region (Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties.) The survey results included responses from 167 jurisdictions in this five-county area, or approximately 94% of the cities and counties in the region.

The survey asked these jurisdictions to state whether or not they employ 27 different techniques that would likely affect growth policy. These included 18 techniques we identified as Growth Management techniques, designed to restrict or manage growth, and 9 techniques we identified as Growth Promotion techniques, designed to accommodate or encourage growth.[7] The 27 different techniques are listed (along with the frequency with which they were used) in Table 1.

The list of 27 growth policy techniques is not comprehensive, but it contains all of the major growth policy strategies that our research team and its predecessors had identified between 1987 and 1992.

The actual respondent for each jurisdiction was the Planning Director or his/her designate. Because our survey relied on reported responses of policies in place, rather than an examination of the actual policies, it may reflect some limitations associated with self-reporting. However, any inaccuracies are likely due to lack of information on the part of the respondent, rather than bias, which is the typical limitation on self-reported data. Overall, given the fact that most Planning Directors are experienced and knowledgeable about the growth policies in place in their jurisdiction, it is our view that the data is reliable enough to provide an accurate view of the growth policy landscape.

Furthermore, this data set does not and cannot seek to examine the actual implementation of local growth policies in the Southern California region. Based on anecdotal observation it is our belief that implementation of growth policy varies widely from jurisdiction to jurisdiction.

In order to determine whether a statistical relationship existed between the growth policy of an individual jurisdiction and that jurisdiction's community profile, we also included a series of data sets on (1) population, income, and housing from the 1980 and

[7] In the survey itself we identified these techniques as "pro-growth" techniques. During our analysis, we changed this designation to "Growth Promotion" techniques.

1990 U.S. Censuses, (2) budgeting, revenue, and economic data from the California State Controller's annual reports, and (3) employment data from the annual City and County Data Books.[8]

Table 1

GROWTH MANAGEMENT AND GROWTH PROMOTION (PRO-GROWTH) TECHNIQUES SURVEYED IN 1992* (Southern California only: 167 jurisdictions responding)		
Growth Management Measure	**Number of Jurisdictions**	**% of Reporting Jurisdictions**
Floor Area Ratios Restrictions Applied to any type of land use	81	48.5%
Reduced Permitted Residential Density	77	46.1%
Residential Infrastructure Adequacy Requirements	67	40.1%
Conditional to a Development Approval		
Commercial/Industrial Infrastructure Adequacy	53	31.7%
Requirements Conditional to a Development Approval		
Reduced Permitted Height of Commercial/	51	30.50%
Office Buildings		
Rezoned Commercial or Industrial Land to Less Intense Use	32	19.20%
Adopted a Growth Management Element in the General Plan	27	16.2%
Enacted Housing Permit Limitations	19	11.4
Enacted Phased or Tiered Development Areas	18	10.8%
Enacted Population Caps Over Time	14	8.4%
Rezoned Residential Land to a Less Intense Use	13	7.8%
Established Urban Limit Line or Policy	7	4.2%
Restricts Square Footage for Commercial Development Per	7	4.20%
Time Period		
Requires Voter Approval To Increase Residential Densities	7	4.2%
Restricts Square Footage for Industrial Development Per	6	3.60%
Time Period		
Restricts Number of Subdivided Lots Per Time Period	5	3.00%
Requires Supermajority Council Vote to Increase Residential	3	1.80%
Densities		
Other Measures (Specified)	29	17.40%
Growth Promotion Measure	**Number of Jurisdictions**	**% of Reporting Jurisdictions**
Fast Track for Regulatory Process	97	58.1%
Redevelopment Agency Incentives	90	53.9%
Aggressive Economic Development Recruiting	85	50.9%
General Plan Allows Generous Capacity for Growth	77	46.1%
Recent Shift to Higher Density or Intensity of Use	37	22.2%
Low Fees for Development	33	19.8%
Financial Incentives	29	17.4%
Direct Infrastructure Subsidies	17	10.2%
Other Growth Encouraging Mechanisms (Specified)	140	12.0%
**Reported Growth Management Measures and important or very important Growth Promotion Measures*		

[8] The Census data is complete. The Controller's data and the City & County Data Book data is not complete. In most cases, this data includes information for between 80 and 100 jurisdictions, or between 50% and 70% of the total in Southern California. Therefore, this data should not be regarded as completely reliable. These discrepancies will be noted in the analysis below.

3. RESULTS

3-1. Frequency of Techniques Used

As Table 1 reveals, the survey found tremendous variety in the frequency with which jurisdictions in Southern California adopted the 27 growth policy techniques. Among Growth Management techniques, the frequency ranged from 48.5% of all jurisdictions (for floor-area-ratio restrictions) to 1.8% (for a required supermajority for residential upzoning).

In general, there was less variation in the frequency among the Growth Promotion techniques than among the Growth Management techniques. Among Growth Promotion techniques, the frequency ranged from 58.1% (for fast-track permit processing) to 10.2% (for miscellaneous other Growth Promotion policies). In part, this difference may be attributable to the fact that the survey included fewer Growth Promotion techniques than Growth Management techniques.

3-1-1. The Group of Infrequently Used, Stringent Growth Control Techniques

Of the 18 Growth Management techniques, 10 were infrequently used. (Infrequency was defined as being used by fewer than 15% of jurisdictions.)[9] These 10 infrequently used techniques also constituted a definable group of techniques focused on "control" of growth rather than "management".

This discovery provided us with a key analytical tool in crafting eight characteristic approaches to growth policy, which are described below.

3-1-2. Differences Between Southern California and the Rest of California

The frequency distribution for Growth Management techniques in Southern California is somewhat different than for the rest of the state. In general, Southern California jurisdictions are more likely to adopt Growth Management techniques that reduce density and spread it out geographically, whereas jurisdictions in the rest of the state are more likely to adopt Growth Management techniques that seek to contain new growth geographically.

For example, as shown in Table 2, the percentage of jurisdictions that use the technique of residential downzoning is much greater in Southern California (46.1%) than in the rest of the state (27.9%). By contrast, the percentage of jurisdictions that use the technique of urban growth boundaries is much greater in the rest of the state (26.5%) than in Southern California (4.2%). (See Table 2 for a complete list of the differences.) Indeed, many restrictive Growth Management techniques are more widely used

[9] In Table 1, this list of 10 techniques begins with "Numerical Housing Caps", with 11.4%. The next technique on the list is "Growth Management Element," with 16.2%. This 5% break provided a logical breaking point to define "infrequency".

elsewhere in California than in Southern California, though the difference is not extreme in most cases.

Table 2

FREQUENCY OF GROWTH MANAGEMENT TECHNIQUES, 1992

TYPE OF TECHNIQUE	ENTIRE STATE		SOUTHERN CALIFORNIA		REST OF STATE	
	Number of Jurisdictions	Percent of Jurisdictions	Number of Jurisdictions	Percent of Jurisdictions	Number of Jurisdictions	Percent of Jurisdictions
FAR Restrictions	200	43.0%	81	48.5%	119	39.9%
Residential Downzoning	160	34.4%	77	46.1%	83	27.9%
Residential Infrastructure Requirements	190	40.9%	67	40.1%	123	41.3%
Commercial Infrastructure Requirement	166	35.7%	53	31.7%	113	37.9%
Restricted Comm/Ind Building Heights	125	26.9%	51	30.5%	74	24.8%
Downzoning of Comm/Ind Land	84	18.1%	32	19.2%	52	17.4%
Other Growth Management Measures	67	14.4%	29	17.4%	38	12.8%
Growth Management Element	72	15.5%	27	16.2%	45	15.1%
Numerical Housing Caps	59	12.7%	19	11.4%	40	13.4%
Phased Development Areas	64	13.8%	18	10.8%	46	15.4%
Numerical Population Caps	40	8.6%	14	8.4%	26	8.7%
Residential Rezoning to Ag/Open Space	47	10.1%	13	7.8%	34	11.4%
Voter Approval for Upzoning	24	5.2%	7	4.2%	17	5.7%
Urban Limit Lines	86	18.5%	7	4.2%	79	26.5%
Commercial Square Footage Limit	25	5.4%	7	4.2%	18	6.0%
Industrial Square Footage Limit	20	4.3%	6	3.6%	14	4.7%
Restrictions on Subdividing Lots	21	4.5%	5	3.0%	16	5.4%
Supermajority for Residential Upzoning	11	2.4%	3	1.8%	8	2.7%
Total	**465**		**167**		**298**	

3-1-3. No Relationship Between Growth Management and Growth Promotion Techniques

Anecdotal observation would suggest that a significant relationship exists between specific Growth Management and specific Growth Promotion techniques — that is, that the most typical combinations of techniques local governments use would include some consistently linked Growth Management and Growth Promotion techniques. For example, it would stand to reason some jurisdictions seek to restrict residential growth while promoting certain forms of commercial growth.

As detailed in Appendix A, however, we found no typical combinations that included both Growth Management and Growth Promotion techniques. Our initial factor analysis did find combinations, but these combinations did not cross the "Management/Promotion" line. These combinations consisted almost entirely of either Growth Management techniques or Growth Promotion techniques. Jurisdictions do not appear to adopt combinations that include both particular Management and Promotion techniques in any kind of systematic fashion.

3-2. Eight Characteristic "Approaches" to Growth Policy

Based on the frequencies listed above in Table 1, and on a series of factor analyses, we were able to identify eight characteristic "approaches" to Growth Governance policy in Southern California — four each for Growth Management and Growth Promotion. (For methodology on deriving these approaches, see Appendix A.) They are distinct and they are independent of each other.

These approaches are, essentially, specific combinations of the 27 techniques that are typically used together. They are:

GROWTH MANAGEMENT

1. **Control:** An approach that seeks to strictly control the timing, location and amount of growth.
2. **Restriction:** A less strict approach that still seeks to restrict the amount of growth.
3. **Negotiation:** An approach that addresses the adequacy of public infrastructure needed to support development projects.
4. **Management:** An approach that does not restrict the amount of growth but, rather, seeks to manage it through a variety of means other than infrastructure negotiation.

GROWTH PROMOTION

1. **Accommodation:** An approach that does not provide direct incentives for growth but encourages growth through planning techniques that seek to accommodate it rather than restrict or manage it.
2. **Streamlining**: An approach that seeks to promote growth by streamlining permit processing.
3. **Recruitment**: An approach that seeks to promote growth by actively recruiting growth that is viewed by the jurisdiction as desirable (often by using redevelopment techniques).
4. **Subsidy:** An approach that seeks to promote growth by providing financial subsidies for types of growth that is viewed by the jurisdiction as desirable (usually outside the context of redevelopment).

A full listing of the statistical components of these eight approaches is contained in Table 3.

Table 3

GROWTH MANAGEMENT AND GROWTH PROMOTION (PRO-GROWTH) APPROACHES IN SOUTHERN CALIFORNIA	
Growth Management Approaches	**Growth Promotion (Pro-Growth) Approaches**
1. Control	**1. Accommodation**
• Numerical housing caps	• Generous General Plan
• Phased development areas	• Recent upzoning
• Numerical population caps	
• Residential rezoning to agricultural land	**2. Streamlining**
• Voter approval for upzoning	• Fast-track permit processing
• Urban limit lines	
• Commercial limits	**3. Recruitment**
• Industrial limits	• Aggressive econ dev recruiting
• Restrictions on subdivisions	• Redevelopment incentives
• Supermajority for residential upzoning	
	4. Subsidy
2. Restriction	• Low development fees
• Residential downzoning	• Financial subsidies
• Comm/ind height limits	• Infrastructure subsidies
• Downzoning comm land	
• FAR restrictions	
3. Negotiation	
• Residential infrastructure	
• Commercial infrastructure	
4. Management	
• Growth management elements	
• Other measures	
• FAR restrictions	

3-3. Growth Management, Growth Promotion, and Growth Governance Policy Profiles

Despite the fact that they provide valuable insight, the eight characteristic approaches each represent only one dimension of a jurisdiction's overall Growth Governance policy. Our research goal was to understand the totality of each jurisdiction's growth policy.

Not surprisingly, almost no jurisdiction uses just one of the eight approaches to the exclusion of all others. Rather, jurisdictions tend to "mix and match." This "mix and match" is very hard to measure accurately, because jurisdictions (1) use some or all of the eight approaches in a wide variety of unpredictable combinations; and (2) use each approach with varying strength. In addition, jurisdictions do not use a set or predictable combination of Growth Management and Growth Promotion approaches. As we stated above, there is no significant relationship between Growth Management and Growth Promotion approaches in Southern California.

To sort out this somewhat confusing landscape of data, we created a series of three index scales, which combined and measured data from the eight approaches into three "overall policy profiles" for each jurisdiction. Each policy sought to measure the strength and intensity of the policy in question. These were:

1. The **Growth Management Policy Profile**, which measured the combined profile of all Growth Management approaches.
2. The **Growth Promotion Policy Profile**, which measured the combined profile of all Growth Promotion approaches.
3. The **Growth Governance Policy Profile**, which measured the combined profile of both Growth Management and Growth Promotion policies.

In the case of the first two policy profiles, we divided the region's jurisdictions in five categories:

VERY STRONG
STRONG
MODERATE
WEAK
NONE

We created this typology using the methodology described in Appendix B, which emphasized both the overall strength of a jurisdiction's policy and its "multi-dimensionality" — that is, the extent to which it used more than just one of the four approaches we identified as components of Growth Management and Growth Promotion. Thus, each jurisdiction had two categories, one for Growth Management and one for Growth Promotion.

In the case of the Growth Governance Policy Profile, we combined the relative strength of every jurisdiction's Growth Management and Growth Promotion policies to create a "net score". Then, using the methodology described in Appendix B, we divided those jurisdictions into seven categories:

STRONG GROWTH PROMOTION
MODERATE GROWTH PROMOTION
SLIGHT GROWTH PROMOTION
BALANCED POLICY
SLIGHT GROWTH MANAGEMENT
MODERATE GROWTH MANAGEMENT
STRONG GROWTH MANAGEMENT

To account for jurisdictions that had little or no policy of any kind, we also created a separate category, LAISSEZ-FAIRE, again using methodology in Appendix B.

In understanding a jurisdiction's overall approach to growth governance, it is important to use all three profiles rather than just the overall Growth Governance Policy Profile. The Growth Governance Policy Profile, while it provides a useful snapshot of overall policies, represents a "net" result in which active Growth Management policies and active Growth Promotion policies can cancel each other out. Thus, while the combined score gives an indication of how strongly a jurisdiction "leans" in one direction or another in relation to other jurisdictions in the region, it gives little indication of the strength of either Growth Promotion or Growth Management policies individually for a given jurisdiction.

4. ANALYSIS OF RESULTS

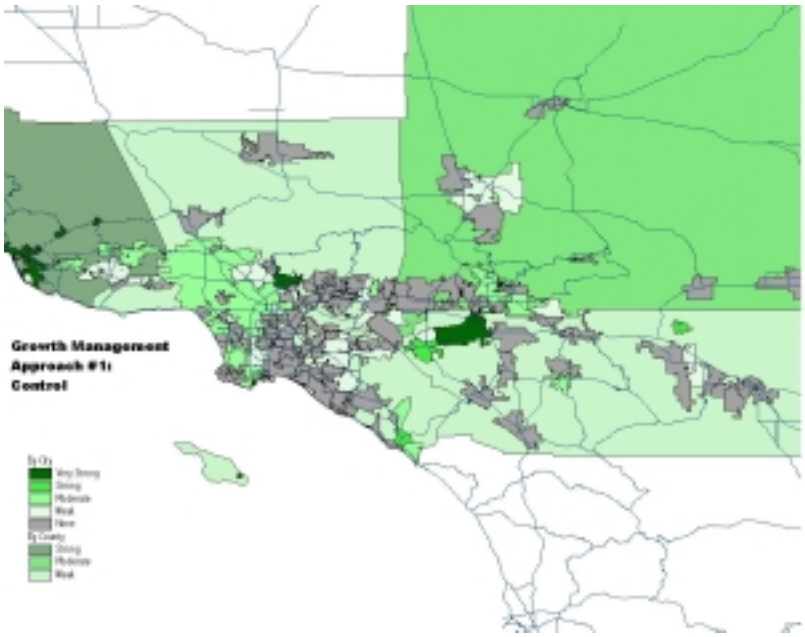
The structure of results presented above (consisting of categorizing the jurisdictions 11 different ways, including the eight Approaches and the three sets of Profiles) formed the basis of our analysis of those results as well. In forming our analysis, we (1) mapped each of these 11 sets of categories, (2) broke these 11 sets of categories down by county, and (3) conducted a correlation analysis between each of these 11 sets of categories and the data described above from the U.S. Census, the California State Controller's Office, and the annual City and County Data Book. Our analysis is presented by discussing each of the 11 sets of categories in sequence.

4-1 INDIVIDUAL GROWTH MANAGEMENT APPROACHES

4-1-1. CONTROL

The "control" approach represented use of the 10 most stringent Growth Management techniques — techniques such as numerical limits on housing and population, urban limit lines, voter approval for upzoning, and similar techniques. These techniques are more widely used in the Bay Area and elsewhere in California than in the five-county Southern California region. Although this approach encompassed 10 techniques, no single jurisdiction used more than four of those techniques and the use of four was regarded as a "perfect" score. Overall, none of these techniques are used by more than 11% of the jurisdictions in Southern California, and most are used by far fewer than that.

Table 4 and Map 1 reveal a strong pattern that holds consistently throughout our analysis: The "control" approach is lightly used throughout the region but heavily concentrated in Ventura County and its cities. Whereas only 17 jurisdictions in the region are VERY STRONG or STRONG in use of "control" (10.2%), the figure for Ventura County is 50% (5 of 10 jurisdictions). By contrast, whereas two-thirds of all jurisdictions in the region use no control techniques at all, all of Ventura County's jurisdictions use



Map 1

control in at least a WEAK manner.

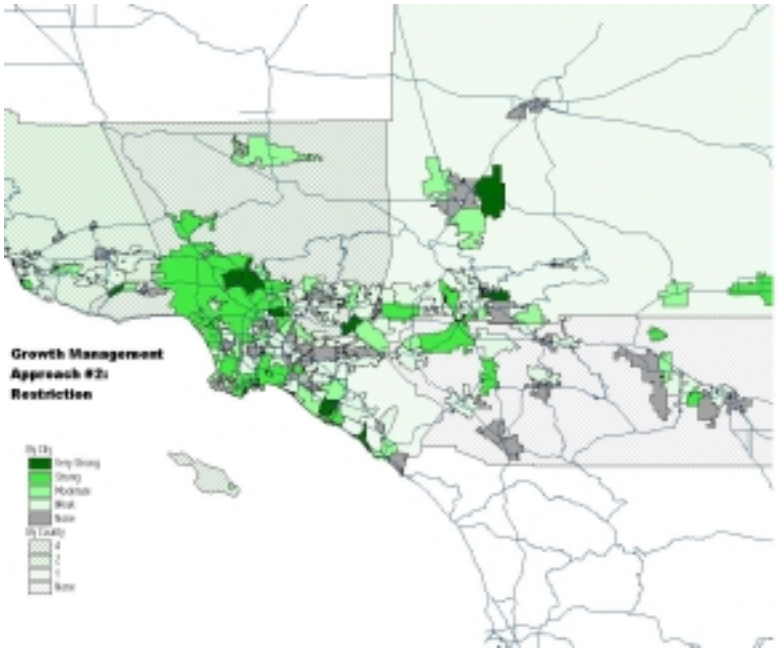
Table 4

GROWTH MANAGEMENT APPROACH #1: CONTROL												
Unit of Measurement is the Number and Percentage of Jurisdictions												
	Los Angeles		**Orange**		**Riverside**		**San Bernardino**		**Ventura**		**Total**	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Very Strong	2	2.4%	0	0.0%	1	4.0%	0	0.0%	4	40.0%	**7**	**4.2%**
Strong	6	7.1%	2	7.4%	1	4.0%	0	0.0%	1	10.0%	**10**	**6.0%**
Moderate	0	0.0%	2	7.4%	1	4.0%	3	14.3%	3	30.0%	**9**	**5.4%**
Weak	10	11.9%	7	25.9%	6	24.0%	3	14.3%	2	20.0%	**28**	**16.8%**
None	66	78.6%	16	59.3%	16	64.0%	15	71.4%	0	0.0%	**113**	**67.7%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

Perhaps because the control approach is used so rarely, however, there is virtually no statistical correlation between the control approach and any demographic or socioeconomic measurements. Table 22 (Appendix C) reveals only minor correlations that suggest no consistent pattern of statistical relationship.[10] The correlations between growth management factors and geographic/population size indicators do reveal, however, that larger jurisdictions tend to adopt growth management polices slightly more frequently than smaller jurisdictions, which is consistent with earlier research. (Glickfeld and Levine, 1992; Levine, Glickfeld and Fulton, 1996) This finding is revealed throughout the report.

4-1-2. RESTRICTION

The "restriction" approach consisted of four Growth Management techniques that, while not as strict as the "control" techniques, nevertheless seek to shape and restrict growth: residential downzoning, commercial and industrial height limitations, downzoning of commercial property, and restrictions on floor-area ratio. Individually, three of these techniques (excluding downzoning of commercial property) were



Map 2

[10] In general, all the correlations scores found in this study were relatively weak. We have chosen to consider scores of +/-.2 and above to be significant enough to merit attention, and +/-.3 and above to be worth special consideration. Although such correlations are not strong by objective standards, the direction and the significance of these scores are, we believe, worth considering in painting the overall analytical picture.

among the five most frequently used Growth Management techniques of the 18 surveyed.

The "restriction" approach is far more widely used than the "control" approach. As Table 5 shows, it is most popular in Los Angeles and San Bernardino Counties, but it is only moderately used in Ventura County (perhaps because the "control" technique is so widely used). As Map 2 shows, there do not appear to be any particularly significant concentrations of STRONG and VERY STRONG "restriction" jurisdictions in the region. However, a minor concentration can be found along the 91 Freeway in Orange and Riverside Counties — an area that reveals a lot of Growth Management activity.

Table 5

GROWTH MANAGEMENT APPROACH #2: RESTRICTION

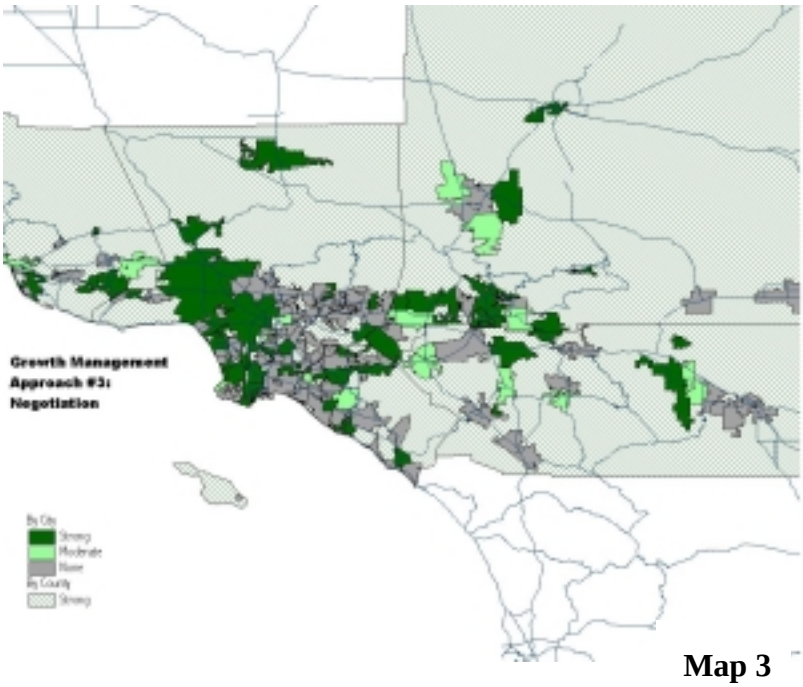
Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Very Strong	6	7.1%	2	7.4%	0	0.0%	3	14.3%	0	0.0%	**11**	**6.5%**
Strong	13	15.5%	2	7.4%	4	16.0%	4	19.0%	2	18.2%	**25**	**14.9%**
Moderate	22	26.2%	2	7.4%	2	8.0%	5	23.8%	2	18.2%	**33**	**19.6%**
Weak	17	20.2%	11	40.7%	10	40.0%	6	28.6%	4	36.4%	**48**	**28.6%**
None	26	31.0%	10	37.0%	9	36.0%	3	14.3%	3	27.3%	**51**	**30.4%**
Total	**84**		**27**		**25**		**21**		**11**		**168**	

Table 22 shows that the "restriction" approach has many correlations, although mostly weak, to demographic and socioeconomic characteristics, and again, correlations show a positive relationship between population and the adoption of these types of measures which is consistent with earlier research. (Glickfeld and Levine, 1992; Levine, Glickfeld and Fulton, 1996) These correlations represent an important building block in the overall statistical correlations between Growth Management policy and community characteristics.

4-1-3. NEGOTIATION

The "negotiation" approach consisted of two techniques: infrastructure adequacy requirements for residential and the same for commercial/industrial development projects. In general, it represents an attempt to accept the amount of growth the market dictates, but manage it by ensuring that adequate infrastructure is



Map 3

available, either by increasing the infrastructure or decreasing the intensity of development impact on infrastructure.

As Table 6 reveals, approximately 30% of all jurisdictions in Southern California use both infrastructure negotiation ordinances. The highest concentration of these jurisdictions is San Bernardino County, where 13 of 25 jurisdictions (52%) use these ordinances. Map 3 shows that most of these jurisdictions are located in southwestern San Bernardino County, along the high-growth Interstate 10 corridor. The map also shows that another major concentration of "negotiation" cities is located along the Highway 91 corridor in Orange County and in the "Four Corners" area (Los Angeles, San Bernardino, Orange, and Riverside counties), where growth has congregated along several freeway corridors.

Table 6

GROWTH MANAGEMENT APPROACH #3: NEGOTIATION

Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Strong	20	23.8%	6	22.2%	8	32.0%	13	52.0%	4	40.0%	**51**	**29.8%**
Moderate	4	4.8%	4	14.8%	5	20.0%	3	12.0%	2	20.0%	**18**	**10.5%**
None	60	71.4%	17	63.0%	12	48.0%	9	36.0%	4	40.0%	**102**	**59.6%**
Total	**84**		**27**		**25**		**25**		**10**		**171**	

Despite these concentrations, Table 22 shows only a few weak correlations between community profiles and the use of the negotiation technique. The strongest relationship is a negative correlation between older housing units and the use of the negotiation technique, suggesting that jurisdictions with a newer housing stock are more likely to use infrastructure negotiation. However, this is still a weak correlation.

4-1-4. MANAGEMENT

The management approach includes floor-area ratio restrictions and Growth Management elements. As Table 7 shows, this approach is much more widely used in Orange County than in Southern California as a whole.

Table 7

GROWTH MANAGEMENT APPROACH #4: MANAGEMENT

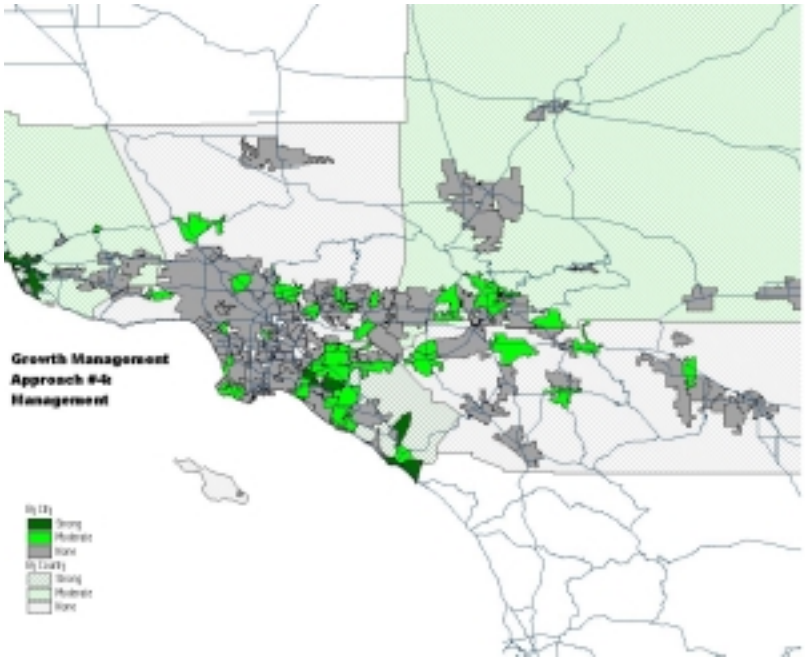
Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Strong	0	0.0%	6	22.2%	0	0.0%	0	0.0%	2	20.0%	**8**	**4.8%**
Moderate	14	16.7%	15	55.6%	6	24.0%	3	14.3%	2	20.0%	**40**	**24.0%**
None	70	83.3%	6	22.2%	19	76.0%	18	85.7%	6	60.0%	**119**	**71.3%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

The geographical pattern depicted in Map 4 shows widespread use of management measures throughout Orange County, with a concentration of "strong" management approaches in the newly developing areas of Southern Orange County and

along the mature freeway corridors in central Orange County. The only other strong concentration is located in western Ventura County, where both Ventura and Oxnard are categorized as “strong” in the management approach.

The correlations contained in Table 22 show several weak and moderately high correlations for management. For example, Table 22 shows that median rent has a moderately high correlation with the management approach. It is worth noting that the correlation is with the median rent itself for both 1980 and 1990, rather than with the change in median rent. Also, this correlation does not carry over to median home value. As Table 22 also reveals, management was negatively correlated to age of the housing stock in 1980 and positively correlated to the change in the age of the housing stock during the 1980s. Arguably, these jurisdictions began using the management approach in the 1980s in response to rapid housing growth prior to that time. These correlations are moderately high, but do not carry over to actual numerical change in housing units during the 1980s. Table 22 also shows a moderately high positive correlation with the annual percentage change in road expenditures in the 10 years prior to the survey in 1992. This provides some evidence that management is an approach that seeks to accommodate growth rather than restrict it. However, the fact that there is no similar correlation between road expenditures and, for example, infrastructure negotiation suggests that this general relationship is not strong.



Map 4

4-2. GROWTH MANAGEMENT POLICY PROFILES

As described in Section 3.3, the overall Growth Management Policy Profile represents the combined strength of a jurisdiction's Growth Management policy based on a combination of the four individual Growth Management approaches. As Table 8 shows, Southern California's Growth Management approaches tend to fall in the "moderate" or "weak" category. Of the 167 jurisdictions, 55.7% fall into these two categories, whereas only 31.2% were classified as either "strong" or "very strong" in overall Growth Management.

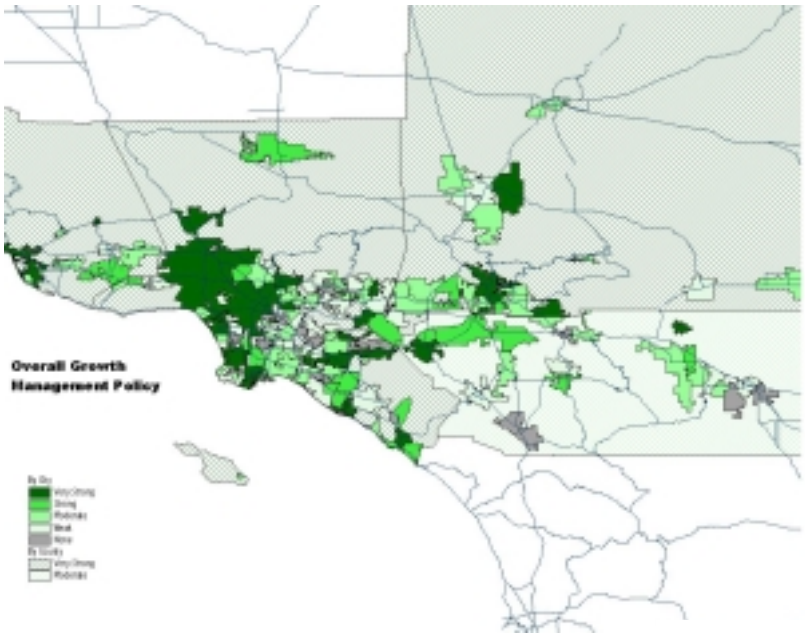
Table 8

GROWTH MANAGEMENT POLICY PROFILES BY COUNTY

Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Very Strong (6+)	12	14.3%	6	22.2%	2	8.0%	5	23.8%	4	40.0%	**29**	**17.4%**
Strong (4.5-5.25)	7	8.3%	7	25.9%	5	20.0%	3	14.3%	1	10.0%	**23**	**13.8%**
Moderate (2.25-3.75)	24	28.6%	7	25.9%	9	36.0%	11	52.4%	4	40.0%	**55**	**32.9%**
Weak (0.75-1.5)	28	33.3%	3	11.1%	4	16.0%	2	9.5%	1	10.0%	**38**	**22.8%**
None (0)	13	15.5%	4	14.8%	5	20.0%	0	0.0%	0	0.0%	**22**	**13.2%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

Map 5 shows the geographical distribution of Growth Management policy profiles. This map vividly reveals several important geographical distinctions. A strong approach to Growth Management is characteristic in Ventura County, in certain parts of Orange County (especially southern Orange County), and the 91 Freeway and "Four Corners" areas identified above. A belt of "moderate-to-strong" Growth Management approaches can also be found in the western San Gabriel Valley (the Glendale-Burbank-Pasadena area) and along Interstate 10 in San Bernardino County. By contrast, a "weak" Growth Management belt can be found in the eastern San Gabriel Valley.



Map 5

It is also important to note that, in many geographically discrete sub-areas, adjacent jurisdictions often have very different Growth Management policy profiles — some being strong, some being moderate, and some being weak. This is true both in mature urban areas (such as southwestern and southeastern Los Angeles County and northern Orange County) and in fast-growing suburban areas (such as the Victor Valley and the Coachella Valley). Table 22 shows that correlations between community profile and overall Growth Management Policy Profile, ranging from weak to moderately high, are stronger and more numerous than the correlations for individual Growth Management approaches. The strongest correlations exist with the white population, the Native American population, and the number of owner-occupied households. The Growth Management Policy Profile has weak negative correlations to the percentage of minority population and to the age of the housing stock.

The Native American population in almost all cases is numerically miniscule. Regarding the other correlations, it is important to note that the correlation exists with the actual number of white residents and owner-occupied households, not the percentage.

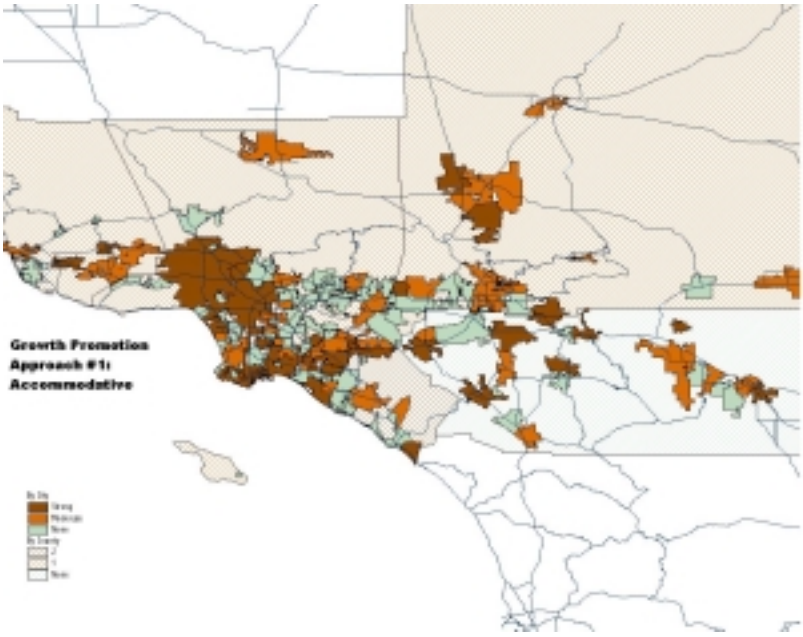
Added to the weak correlation with total population, these statistics suggest that more populous jurisdictions are more likely to adopt Growth Management policies. (But as we will see, this is equally true for Growth Promotion policies — suggesting that more populous jurisdictions are more likely to adopt growth-related policies of all kinds.)

The importance of a jurisdiction's population is interesting to contemplate in view of the fact that four of the five counties, which tend to have large populations living in unincorporated areas, also have "very strong" or "strong" Growth Management Policy Profiles. This could be due to the population size of the counties, or it could be due to the fact that counties usually encompass most undeveloped, unserviced land and therefore most often deal with large new real estate development projects with major new infrastructure needs.

4-3. INDIVIDUAL GROWTH PROMOTION APPROACHES

4-3-1. ACCOMMODATION

The "accommodation" approach included two Growth Promotion techniques: a generous capacity for growth contained in the general plan and recent upzoning of property. In general, this approach reflects a willingness to encourage growth by accommodating it in terms of land-use regulation, rather than promoting it through aggressive pro-active efforts.



Map 6

Table 9 and Map 6 show that the accommodation approach is used in some form by approximately half of all jurisdictions in the region, and those jurisdictions are widely scattered throughout the region. But there is a difference between the outlying counties and Los Angeles County. Accommodation is used by approximately two-thirds of all jurisdictions in the outlying counties but only 35.7% of jurisdictions in Los Angeles County. It appears especially popular in eastern Ventura County and the Victor Valley, both of which face considerable growth pressure. The greater use of accommodation to promote growth in outer edge jurisdictions may be another factor encouraging the outward expansion of development in Southern California.

Table 9

GROWTH PROMOTION APPROACH #1: ACCOMMODATION

Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Strong	11	13.1%	7	25.9%	8	32.0%	4	19.0%	2	20.0%	**32**	**19.2%**
Moderate	19	22.6%	9	33.3%	8	32.0%	10	47.6%	4	40.0%	**50**	**29.9%**
None	54	64.3%	11	40.7%	9	36.0%	7	33.3%	4	40.0%	**85**	**50.9%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

In Los Angeles County, there is a strong difference in the use of "accommodation" between southern L.A. County and eastern L.A. County.

Accommodation is widely used in the southern part of the county and also across the line in northern Orange County — more or less the 22 and 91 Freeway corridors. But contrast, it is little used in eastern L.A. County. In particular, accommodation has been little used along the Interstate 10 and Interstate 210 freeway corridors stretching east from Los Angeles into San Bernardino County.

Table 23 (Appendix C), the correlation table, reveals a series of weak correlations between accommodation and various measurements of community size. In contrast to the Growth Management approaches, accommodation is correlated (albeit weakly) not only to the actual size of a jurisdiction but also to measurements of change in that size, such as population change and change in the number of households.

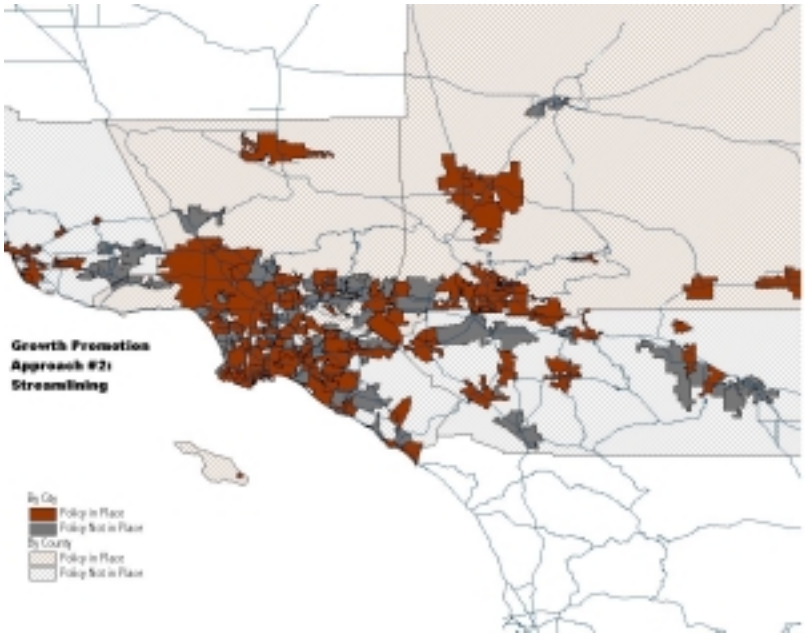
Interestingly, while accommodation is not correlated to the size of the Latino population, it is positively correlated to the annual percentage change in the Latino population. (In most cases, this means the increase in Latino population, since Latino population is not declining in most jurisdictions.)

At the same time, one of the strongest correlations (still a relatively weak one) is a negative correlation between the accommodation approach and median home value, suggesting that accommodation is more prevalent in communities with lower housing prices. Though a similar correlation with median rent did not exist in 1980, it did exist in 1990, which shows a moderately high correlation.

4-3-2. STREAMLINING

"Streamlining" is a Growth Promotion approach derived from the single most popular of all 27 techniques surveyed: fast-track permit processing, a policy that is in place in 58.1% of all Southern California jurisdictions.

The geographical breakdown reveals several interesting patterns but provides little guidance as to why those patterns exist. As Table 10 suggests, streamlining is more prevalent in Orange and San Bernardino counties than in Los Angeles or Riverside counties. According to Map 7, it appears especially



Map 7

popular in the Victor Valley, the fast-growing area of southwestern San Bernardino County, the cluster of communities stretching from southern Los Angeles County across the 91 Freeway to the "Four Corners" area, and in western Ventura County. It is not especially popular in the Coachella Valley, the San Gabriel Valley, or eastern Ventura County. Many of the clusters where streamlining is popular are fast-growing areas, but the clusters where it is not popular are all very different.

Table 10

GROWTH PROMOTION APPROACH #2: STREAMLINING

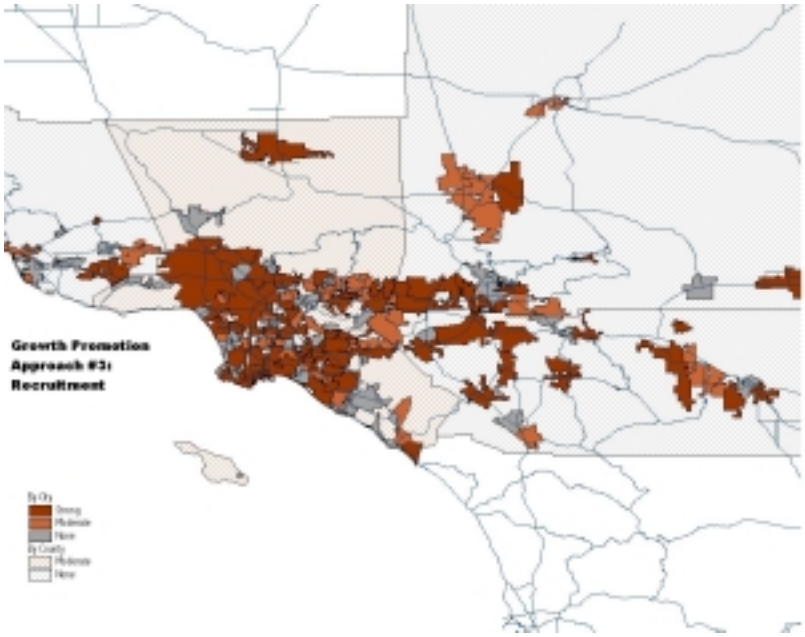
Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Important/ Very Important	44	52.4%	18	66.7%	11	44.0%	18	85.7%	6	60.0%	**97**	**58.1%**
Not Important	40	47.6%	9	33.3%	14	56.0%	3	14.3%	4	40.0%	**70**	**41.9%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

Table 23, the correlation table, sheds more light on this unusual mosaic. Streamlining is not positively correlated to any measurement of a community's profile. But it is negatively correlated to several measurements which suggest that more affluent communities shy away from it: the percentage of population with college degrees, household income, median home value, and median rent. While none of these correlations is particularly strong, all became stronger between 1980 and 1990, showing moderately high correlations.

4-3-3. RECRUITMENT

Recruitment is a Growth Promotion approach characterized by two techniques: aggressive economic development recruiting and financial incentives provided by redevelopment. Since there is considerable overlap between these two techniques, "recruitment" can be regarded as a measurement of the aggressiveness with which jurisdictions pursue redevelopment efforts.



Map 8

Our analysis of recruitment reveals some of the strongest

geographical patterns and strongest community profile correlations in our entire study. Two-thirds of jurisdictions use at least one of these two techniques. These techniques are especially popular in the Inland Empire (Riverside and San Bernardino Counties), where more than half of all jurisdictions used both these techniques. It is also popular in Orange County and less so in Los Angeles and Ventura Counties. (See Table 11.)

The geographical patterns are striking, as Map 8 shows. Recruitment is popular in the entire belt of communities ranging from Long Beach through Orange County to western Riverside County, and throughout the San Gabriel Valley and eastward along Interstate 10 into San Bernardino County. It is popular in the Victor and Coachella Valleys. It is even popular in southern Orange County and eastern Ventura County, which are strong Growth Management areas. The pockets where recruitment is not used are relatively few, but include western Ventura County, central Orange County, and much of the South Bay in L.A. County.

Although the geographical distribution would suggest that recruitment is used by a wide variety of communities, Table 23 shows consistent negative correlation with affluent communities. The correlation between recruitment and median home value is the strongest correlation we found between an individual variable and any of the eight approaches. Recruitment is also negatively correlated with college education, household income, median rent, and length of tenure in the same residence. All these correlations grew in strength between 1980 and 1990.

A closer examination of Map 8, in consideration of these correlations, would seem to suggest that recruitment is widely used by middle- or lower-middle-income communities (such as the San Gabriel Valley and northern Orange County) and used only moderately by the affluent jurisdictions in places like southern Orange and eastern Ventura Counties.

Table 11

GROWTH PROMOTION APPROACH #3: RECRUITMENT

Unit of Measurement is the Number and Percentage of Jurisdictions

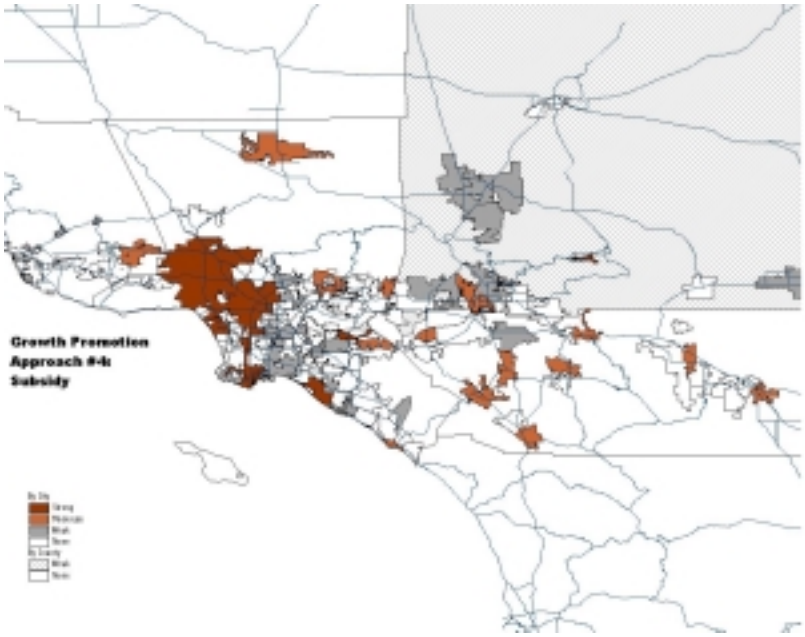
	Los Angeles		**Orange**		**Riverside**		**San Bernardino**		**Ventura**		**Total**	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Strong	25	29.8%	11	40.7%	13	52.0%	12	57.1%	2	20.0%	**63**	**37.7%**
Moderate	27	32.1%	8	29.6%	5	20.0%	6	28.6%	3	30.0%	**49**	**29.3%**
None	32	38.1%	8	29.6%	7	28.0%	3	14.3%	5	50.0%	**55**	**32.9%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

4-3-4. SUBSIDY

Subsidy was regarded by the research team as the strongest Growth Promotion Policy. It consisted of three techniques: low development fees, financial subsidies, and infrastructure subsidies — in short, strong financial incentives outside the context of redevelopment.

Partly because redevelopment is so popular, the use of financial incentives outside redevelopment is relatively rare.[11] Only 16.2% of jurisdictions were categorized as "moderate" or "strong" in the subsidy approach. The only county where subsidies were popular is Riverside County, where 40% of the jurisdictions rate it as either "moderate" or "strong". (See Table 12.)

Map 9 shows only a handful of geographically scattered jurisdictions in the region categorized as "strong". "Moderate" jurisdictions are also geographically scattered, but concentrated — to the extent that they are concentrated anywhere — in western Riverside County and adjacent areas in San Bernardino, L.A., and Orange Counties.



Map 9

As Table 23 shows, the subsidy strategy is correlated to various measurements of community size, and all those correlations grew stronger between 1980 and 1990. No negative correlations exist. Table 23 also reveals the only significant correlations between any individual Growth Promotion approach and any economic data. A weak but positive correlation exists between the subsidy approach and overall revenue. Stronger correlations exist with the number of retail stores and (the strongest of the three) city government employment, both showing moderately high correlations.

Table 12

GROWTH PROMOTION APPROACH #4: SUBSIDY

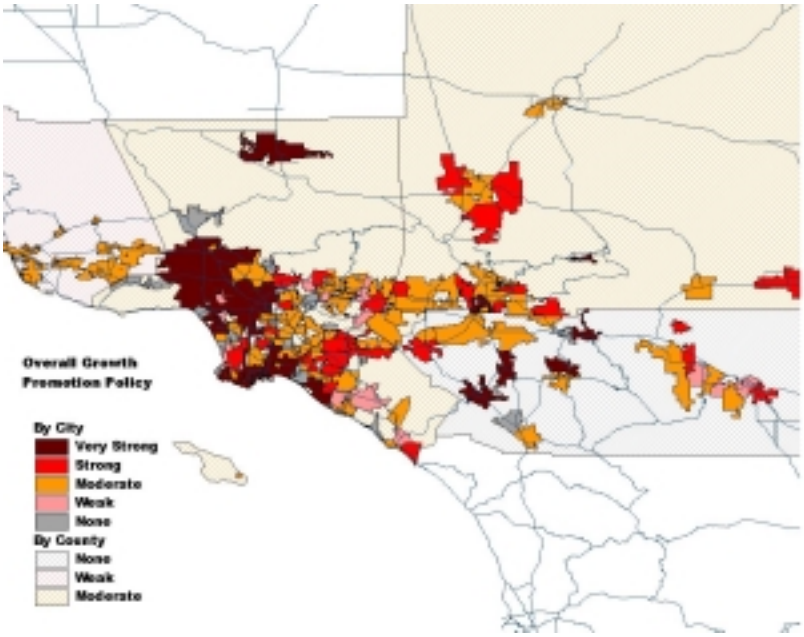
Unit of Measurement is the Number and Percentage of Jurisdictions

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Strong	4	4.8%	0	0.0%	1	4.0%	1	4.8%	0	0.0%	**6**	**3.6%**
Moderate	7	8.3%	2	7.4%	9	36.0%	2	9.5%	1	10.0%	**21**	**12.6%**
Weak	11	13.1%	6	22.2%	1	4.0%	8	38.1%	3	30.0%	**29**	**17.4%**
None	62	73.8%	19	70.4%	14	56.0%	10	47.6%	6	60.0%	**111**	**66.5%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

[11] This survey was conducted in 1992, prior to the passage of a redevelopment reform law (AB 1290) in 1993, which placed some restrictions on the use of financial incentives throughout redevelopment. Anecdotal evidence would suggest greater use of financial incentives outside redevelopment since 1993.

4-4. GROWTH PROMOTION POLICY PROFILES

As described in Section 3.3, the overall Growth Promotion Policy Profile represents the combined strength of a jurisdiction's Growth Management policy based on a combination of the four individual Growth Management approaches. As Table 13 shows, Southern California's Growth Promotion approaches are relatively evenly distributed, with a tendency to fall somewhat on the strong side. Of the 167 jurisdictions, 34.1% were categorized as either "strong" or "very strong," while 41.3% were categorized as moderate and 24.6% were categorized as weak or nonexistent.



Map 10

Table 13 and Map 10 show that jurisdictions with strong Growth Promotion Policy Profiles are clustered in southern Los Angeles and northern Orange counties (once again along the 91 Freeway and in the "Four Corners" area) and scattered throughout Riverside and San Bernardino Counties. Some strength can be seen in the San Gabriel Valley. But few "strong" jurisdictions are found in Coachella Valley and none at all in Ventura County.

Table 23 reveals several moderately high correlations showing that the Overall Growth Promotion Policy Profile is consistently correlated with a jurisdiction's size and its socioeconomic profile. The Growth Promotion Policy Profile is positively correlated, for example, with various measurements of community size and with change in the Latino population. It is negatively correlated with college-educated population, household income, median home value, median rent, and tenure of residency. The negative correlation between overall Growth Promotion and the 1990 median home value (-.373) was the strongest single correlation found in our entire analysis.

Surprisingly, Table 23 shows no significant correlation, however weak, between Growth Promotion Policy Profiles and all the budgeting, economic, and employment data.

Table 13

GROWTH PROMOTION POLICY PROFILES

Unit of Measurement is the Number and Percentage of Jurisdictions

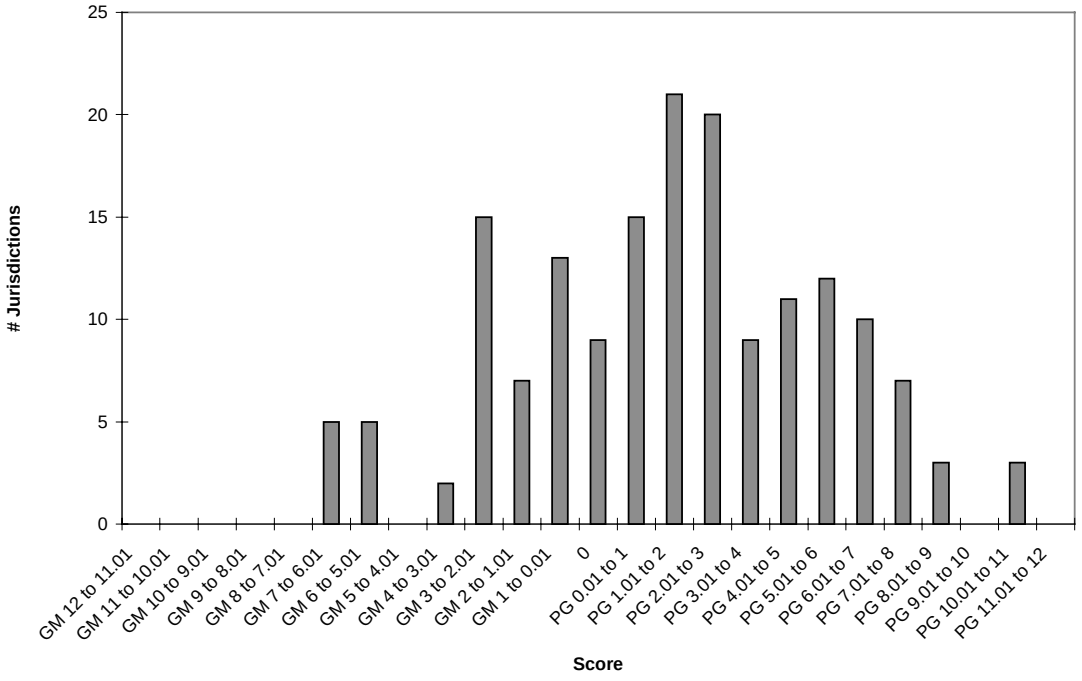
	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Very Strong (9.5+)	5	6.0%	0	0.0%	5	20.0%	2	9.5%	0	0.0%	**12**	**7.2%**
Strong (6.5-9)	17	20.2%	10	37.0%	6	24.0%	11	52.4%	1	10.0%	**45**	**26.9%**
Moderate (2.5-6)	35	41.7%	11	40.7%	7	28.0%	8	38.1%	8	80.0%	**69**	**41.3%**
Weak (1.5)	7	8.3%	3	11.1%	3	12.0%	0	0.0%	1	10.0%	**14**	**8.4%**
None (0)	20	23.8%	3	11.1%	4	16.0%	0	0.0%	0	0.0%	**27**	**16.2%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

4-5. GROWTH GOVERNANCE POLICY PROFILES

The overall Growth Governance Policy Profile represented the "net result" of Growth Promotion policies and Growth Management policies. Thus, while some subtleties about the strength of either promotion or management are lost, this profile does provide an accurate picture of the level of balance in each jurisdiction between these two policies, by comparing each jurisdiction to others in the region and adjacent jurisdictions.

Chart 1

Distribution of Growth Governance Policy Profile Scores



As Chart 1 shows, the distribution of scores in the measurement of Overall Growth Governance Policy Profiles skewed toward Growth Promotion in Southern California. On a scale of –12 (total emphasis on Growth Management) to +12 (total emphasis on Growth Promotion), the median score was approximately +1.75. This reflects the simple fact that, in general, Growth Promotion scores were higher than Growth Management scores — which we regard as an accurate depiction of the region in 1992. As Table 14 shows, jurisdictions skewing toward Growth Promotion tend to be located in the three outlying counties to the east and south of Los Angeles: cities in Riverside County[12], Orange, and San Bernardino counties. (In these counties, 65.3% of all jurisdictions had a Growth Promotion-oriented Growth Governance Policy Profile.) Los Angeles County was more mixed, while Ventura County decidedly falls into the Growth Management camp. Map 11 reinforces these general trends. Southeastern Los

[12] Riverside County itself was not included in this analysis since it did not report growth promotion approaches on its survey questionnaire.

Angeles County and northern Orange County represent a solid stretch of Growth Promotion-oriented policies. Most parts of Riverside and San Bernardino Counties are also solidly Growth Promotion-oriented. By contrast, Ventura County is solidly Growth Management-oriented, as are other jurisdictions in L.A. County that ring the San Fernando Valley.

Table 14

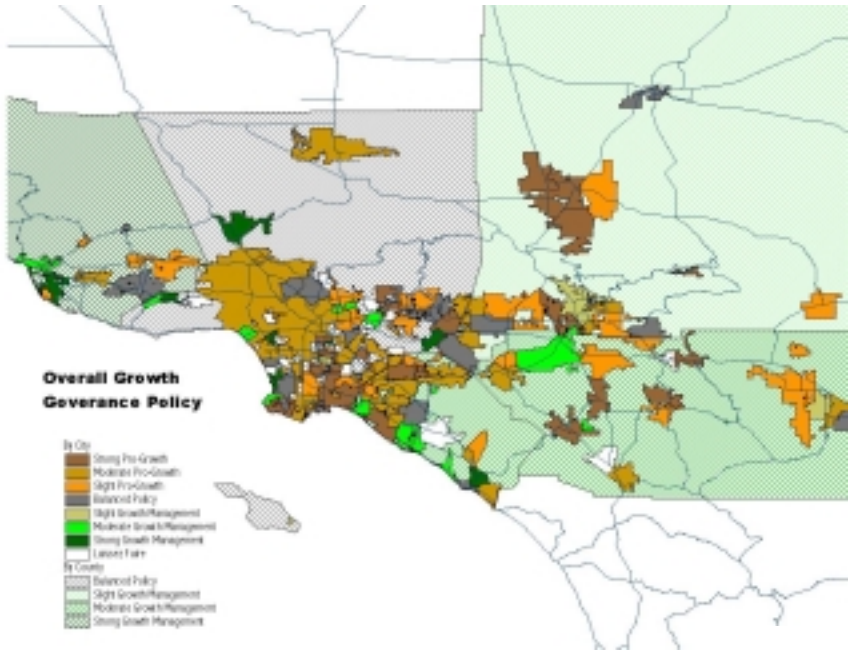
GROWTH GOVERNANCE POLICY PROFILES

	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
Strong Pro-Growth	15	17.9%	2	7.4%	6	24.0%	6	28.6%	0	0.0%	**29**	**17.4%**
Moderate Pro-Growth	19	22.6%	12	44.4%	3	12.0%	4	19.0%	1	10.0%	**39**	**23.4%**
Slight Pro-Growth	10	11.9%	2	7.4%	8	32.0%	5	23.8%	3	30.0%	**28**	**16.8%**
Balanced	12	14.3%	3	11.1%	1	4.0%	4	19.0%	2	20.0%	**22**	**13.2%**
Slight Growth Management	2	2.4%	0	0.0%	1	4.0%	1	4.8%	0	0.0%	**4**	**2.4%**
Moderate Growth Management	6	7.1%	6	22.2%	3	12.0%	1	4.8%	2	20.0%	**18**	**10.8%**
Strong Growth Management	7	8.3%	1	3.7%	0	0.0%	0	0.0%	2	20.0%	**10**	**6.0%**
Laissez-Faire	13	15.5%	1	3.7%	3	12.0%	0	0.0%	0	0.0%	**17**	**10.2%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

SUMMARY	Los Angeles		Orange		Riverside		San Bernardino		Ventura		Total	
Pro-Growth	44	52.4%	16	59.3%	17	68.0%	15	71.4%	4	40.0%	**96**	**57.5%**
Balanced	12	14.3%	3	11.1%	1	4.0%	4	19.0%	2	20.0%	**22**	**13.2%**
Growth Management	15	17.9%	7	25.9%	4	16.0%	2	9.5%	4	40.0%	**32**	**19.2%**
Laissez-Faire	13	15.5%	1	3.7%	3	12.0%	0	0.0%	0	0.0%	**17**	**10.2%**
Total	**84**		**27**		**25**		**21**		**10**		**167**	

The map also reveals, however, that four of the five counties have a Growth Management orientation — a notable contrast to the overall statistical profile.

Of the 17 laissez-faire jurisdictions (10% of the overall total), 13 were located in Los Angeles County, the largest and most mature county in the region and also the one with the most jurisdictions. However, there was no discernable geographical pattern to the laissez-faire approach.



Map 11

As expected, there was a positive correlation between population size and the combined growth governance policy scale. That is, larger jurisdictions were more likely to adopt both

growth management and growth promotion more than smaller jurisdictions.

Somewhat surprisingly, there is no significant correlation, however weak, between the budgeting, economic, and employment data, and the Growth Governance Policy Profiles.

5. OVERALL CONCLUSIONS

As stated above, it is important to base overall conclusions not only on the Growth Governance Policy Profiles, contained in Map 11, but also the individual Growth Management and Growth Promotion Policy Profiles, contained in Maps 5 and 10. These three sets of results are required to understand the fullness of growth policy in Southern California, not just the "net" result.

Jurisdictions in Southern California employ a wide range of Growth Governance policies in different combinations and at different strengths. The eight policy "approaches" represent our best effort at understanding what the most characteristic policy approaches are. The Growth Management, Growth Promotion, and Growth Governance Policy Profiles represent our best effort at understanding how these different approaches are used together by individual jurisdictions throughout the region.

5.1 GROWTH MANAGEMENT

Broadly speaking, it is fair to say that most jurisdictions in the region engage in some form of Growth Management, and that there are few strong distinctions either geographically or in terms of community profile. There are a few statistical hints that there might be a relationship between Growth Management and the socioeconomic makeup of a community, but these hints are relatively weak.

As Map 6 reveals, a Growth Management approach is common throughout Southern California, especially in particular geographical areas and corridors that are subject to considerable growth pressure. Growth management is common in the 91 Freeway corridor and the nearby "Four Corners" area where San Bernardino, Orange, Riverside, and Los Angeles counties all come together. It is also common in Ventura County, in south Orange County, along the Interstate 10 corridor in San Bernardino County, and, to a lesser degree, in the Pasadena/Glendale/Burbank area. With the exception of this last example, all these areas are peripheral areas subject to considerable growth pressure.

5.2 GROWTH PROMOTION

These findings stand in noticeable contrast to the findings regarding Growth Management. Whereas most jurisdictions engage in Growth Management without regard to community profile, our correlation analysis shows us that strong Growth Promotion policies are somewhat sensitive to socioeconomic conditions. Jurisdictions with an increasing Latino population (as well as a larger population size) are more likely to engage in Growth Promotion policies. Jurisdictions with a college-educated population, higher household income, and more expensive housing are less likely to engage in Growth Promotion policies. These moderately high correlations are not particularly strong, but they are consistently present throughout our analysis.

Interestingly, some communities that have strong Growth Management policies also have strong Growth Promotion policies — and, indeed, in some cases the Growth Promotion policies appear stronger. This is especially true in the 91 Corridor and the Four Corners region, which would appear to be a hotbed of growth policy oriented toward both promotion and management.

5.3 GROWTH GOVERNANCE

When Growth Promotion and Growth Management policies are "netted out," a somewhat different pattern emerges, as reflected in Map 11. Most sub-regions in Southern California — even those with strong Growth Management policies and considerable growth pressure — emerge as having a Growth Promotion orientation. This is true in, among other places, the 91 Freeway corridor and Interstate 10 corridor in San Bernardino County. Interesting, it is less true in the Four Corners area, where adjacent communities appear to adopt very different growth policies. It is also worth noting that whereas adjoining jurisdictions often adopt measurably different Growth Management policies, this pattern is less evident with Growth Promotion policies — and it is completely reversed in the patterns associated with the combined policies. Map 11 reveals almost solid blocks of Growth Promotion and Growth Management policies. Southeastern Los Angeles County and northern Orange County, for example, are solidly Growth Promotion in its orientation. (This area was among the hardest-hit by the recession that was in full swing at the time of this survey in 1992.)

By contrast, Ventura County and a block of nearby communities in western L.A. County are fairly solid in their Growth Management orientation. Indeed, we can reasonably conclude from this analysis that Ventura County has a fundamentally different approach to growth policy than any other sub-region in Southern California. The Ventura County approach is much more exclusively focused on managing growth (and especially on controls and restrictions) and much less focused on promoting growth. In that sense, Ventura County reflects a pattern much more common in the San Francisco Bay Area than in Southern California.

5.4 OTHER IMPORTANT CONCLUSIONS

In addition to the conclusions above, we believe three other conclusions are important to note. First, jurisdictions appear to pursue Growth Governance and Growth Management policies independent of one another. Second, counties appear to pursue different Growth Governance policies than cities. And third, Southern California, in contrast to the rest of California, appears to pursue Growth Governance policies that encourage sprawling, rather, than contained, urban development — or, at least, the region did so in 1992. In addition, it is important to keep in mind how conditions have changed since this survey was conducted in 1992.

5.4.1 INDEPENDENT POLICIES ON GROWTH GOVERNANCE AND GROWTH PROMOTION

The first factor analysis revealed no statistically significant combinations that included both Growth Management and Growth Promotion techniques within the same approach. Subsequently, we pursued our analysis of Growth Management and Growth Promotion completely separate from one another (except when we combined them into the Growth Governance Policy Profiles). Our second factor analysis merely confirmed the findings of the first: When we ran factor analyses on Growth Management and Growth Promotion techniques independent of one another, we found almost exactly the same statistically significant combinations as we found when we ran all the techniques together in the first factor analysis.

We can only speculate as to why Growth Promotion and Growth Management techniques appear to be pursued separately. One possibility is that these two sets of policies have been put into place at different points in time. For example, during a boom time, a jurisdiction might put Growth Management policies in place. Later, during an economic downturn, that same jurisdiction may institute Growth Promotion policies, but without removing the Growth Management policies.

Another possibility is that these two sets of policies are pursued by different departments within the jurisdiction's bureaucracy. Growth Management policies may be drafted and implemented by the Planning Department, whereas Growth Promotion policies may be the responsibility of a separate bureaucratic unit dealing with economic development. These functions are sometimes housed in the same department, but not always.

In any event, it is clear that even though we approached this research project with the assumption that Growth Management and Growth Promotion are two sets of related policies — indeed, we still hold this view — the jurisdictions in Southern California view them separately in some sense. In many cases, it appears that they are not adverse to pursuing their own unique combinations of growth management and growth promotion, even if they counteract each other.

5.4.2 COUNTY POLICIES VERSUS CITY POLICIES

Correlations between growth management factors and demographic indicators reveal that larger jurisdictions, in terms of population size, tend to adopt growth management polices slightly more frequently than smaller jurisdictions.

Consistent with this finding, it is quite clear from our analysis that county policies, at least in Southern California, are more oriented toward Growth Management than city policies. This difference can best be seen by looking at Maps 5, 10, and 11. Most of the counties, which govern growth only in unincorporated areas, have strong Growth Management policies and weak or moderate Growth Promotion policies,

meaning that they have a Growth Management orientation — in contrast to cities, which generally have a reverse profile.[13]

In addition, counties use a narrower range of techniques. They appear more focused than cities on infrastructure negotiation and less focused on such techniques as direct residential downzoning, which is favored by cities.

Of course, much of this difference results from the fact that cities use Growth Promotion approaches more aggressively than counties. This may be because, the way redevelopment financial incentives are structured, cities have more motivation to use them than counties. Under redevelopment law, cities can retain a larger share of property tax revenues inside redevelopment areas — money that would otherwise go to counties. For counties, redevelopment simply means taking money from one pocket (the general fund) and putting it into another (the redevelopment agency).

5.4.3 POLICY DIFFERENCES BETWEEN SOUTHERN CALIFORNIA AND THE REST OF CALIFORNIA

Southern California appears to approach Growth Governance — and especially Growth Management — differently than the rest of California. These differences are most vividly highlighted in Table 2, which compares the frequency of Growth Management techniques in Southern California and in the rest of the state. At least in 1992, Southern California jurisdictions were more likely to use such techniques as residential downzoning and restrictions on commercial and industrial height, which may actually encourage low-density sprawl. They were less likely to use such techniques as urban limit lines (urban growth boundaries) and rezoning of land to open space or agricultural use, which may encourage geographical containment of growth. Although we did not specifically analyze it in this research project, we believe it is reasonable to assume that this difference is really a contrast between Southern California and the rest of the state.

As we will note below, conditions may have changed since 1992 and Southern California policies may now be more focused on geographical containment of urban growth. However, we believe that our research clearly shows that, traditionally at least, Southern California had a different approach to Growth Management that may actually encourage outward expansion of the metropolitan area and therefore may contribute to urban and suburban "sprawl" in the region. This stands in contrast to other parts of the state, where growth management techniques designed to contain metropolitan expansion appear to be more prevalent.

[13] Riverside County, however, did not respond to the Growth Promotion portion of the survey, and because there are only five counties, this could have skewed the data to show a larger difference between city and county policies than exists.

5.4.4 CHANGING CONDITIONS

It is also important to note that changing conditions since this survey was conducted in 1992 may have altered these patterns somewhat. Given the changes we found statewide between 1988 and 1992, it is reasonable to assume that more Growth Management techniques are in place today than were in 1992. In particular, the use of geographical boundaries to urban growth is more widespread in Southern California today than it was in 1992.

In Ventura County, the urban growth boundaries have solidified and been reinforced with new, voter-approved policies in almost every city. In Orange and Riverside counties, the creation of the Natural Communities Conservation Plans to protect endangered species may well have created more of a Growth Management orientation than existed in 1992.

Similarly, economic and regulatory conditions have changed with regard to Growth Promotion during the recession of the early 1990s. Many jurisdictions adopted fast-track permit processing during the recession in order to stimulate growth. In addition, the redevelopment reform law passed in 1993 may have tempered the use of the redevelopment tools depicted under the "recruitment" approach and increased the use of non-redevelopment financial incentives depicted under the "subsidy" approach.

In general, we would observe that through the NCCP process and other efforts, there is a growing awareness in Southern California of the regional nature of growth issues and of the need for local, regional, state, and federal agencies to work together to deal with issues related to regional growth.[14] However, as these efforts proceed, we believe it is important to note that any regional or sub-regional designed to re-direct growth will also have to take into account the great variety of underlying local growth governance approaches outlined in this paper.

5.5 POSSIBLE FUTURE RESEARCH DIRECTIONS

In this paper, we have sough to document and categorize the range of policy approaches to local growth governance in the five-county metropolitan Southern California region. Although our data has some limitations, we believe it provides, for the first time, an understandable overview of the policy approaches taken by local governments in this region.

As the previous section suggests, we recognize that conditions have changed since our data was collected in 1992. Nevertheless, we believe it provides a valuable "baseline" for further analysis of Southern California's local growth policies. The 1992 data set was especially useful because it could readily be correlated with 1990 Census data. It would

[14] In addition to the NCCP effort, for example, there is a growing movement to deal with issues at the sub-regional level through the creation of sub-regional councils of governments. For more background on regional governance issues, see Fulton, Glickfeld, Gin, and McMurran, "A Landscape Portrait of Southern California's Structure of Governance and Growth," *op cit.*

be extremely valuable to re-survey cities and counties in Southern California (and, indeed, throughout the state as a whole) in 2000 or 2001. Such an updated survey would provide (1) a valuable time-series database, and (2) a new data set that could be correlated with the 2000 Census results.

We also believe that the analytical method of identifying policy "approaches" and growth governance "profiles", while not perfect, has considerable value and could be applied in other settings. For example, it would be a relatively easy task, using the 1992 data, to apply our analytical method to the Bay Area. This would allow a systematic mapping of the Bay Area policy "landscape" for the first time, and also provide a useful way to compare and contrast the Bay Area and Southern California. Such an analysis would also provide a comparable "baseline" for the Bay Area that would permit a time-series analysis using new data from 2000 or 2001.

Finally, we would like to note, as many researchers have, the generally high level of difficulty in creating useful analyses about local growth policy. Local policies and implementation techniques vary so dramatically from jurisdiction to jurisdiction that it is hard to make general conclusions from them.

We began our research assuming that we could identify sharp, clear policy distinctions among local governments in Southern California. We did not find them. Instead, we found a few jurisdictions on either extreme with sharp, clear policies, and a wide range of jurisdictions that "mix and match" policies in ways that are hard to categorize and describe. We have done our best to do so here, and while we believe our efforts are valuable, we also have to acknowledge the difficulty of the task.

While we have mapped the policy landscape with some success, we still know little about the actual implementation of those policies and the impact of this policy implementation on regional growth patterns. Based on our own anecdotal observations, we believe that growth policy implementation varies widely from community to community, with some adhering strictly to policy, others ignoring policy, and still others altering policy frequently meet changing political conditions. We hope that future research efforts will find more effective ways not only to map the policy landscape, but also analyze actual policy implementation to give a clearer picture of the true impact local growth governance has on regional growth patterns.

APPENDIX A
DERIVATION OF 8 GROWTH POLICY "APPROACHES"

We derived the 8 growth policy "approaches" described in Section 3.2 either directly or indirectly from a series of factor analyses.[15]

Factor analysis is a grouping of variables, which includes the partitioning of a data set into K groups, where K is a function of the method. A grouping of variables alone does not give an exact reflection of reality. But it does offer statistical sense given the partitioning criteria, which subdivides a matrix into discrete determinants. Thus, while a grouping of variables for a factor analysis is plausible, it is not predictive, in terms of whether a factor statistically predicts other variables. Based on our research, we believe that the 8 growth policy "approaches" identified represent a plausible grouping that makes sense of the variety of growth governance policies.

Initially, as stated in the main text, we believed that some growth policy approaches may be derived from a combination of Growth Management and growth control techniques. Much to our surprise, however, the factor analysis combining Growth Management and Growth Promotion techniques found no statistically significant combinations that included both types of techniques. (See Table 15.)

This factor analysis did, however, provide us with insight into how to create the characteristic approaches by separately categorizing the most common and most uncommon techniques.

On the Growth Promotion side, we found that one technique, the fast-track permit processing technique, was statistically connected to all the statistically significant combinations. Not surprisingly, the fast-track technique was also the most popular single technique in the entire survey, with approximately 58% of all jurisdictions claiming to use it. We concluded that fast-track permit processing constituted a Growth Promotion "approach" all by itself, which we called streamlining.

On the Growth Management side, we found an analogous, if somewhat contrasting, situation. The 10 stringent growth control measures, though they were all "of a piece" in policy terms, were not enacted in the same jurisdictions in any statistically significant combination. Again, not surprisingly, these 10 techniques were the 10 least commonly used techniques in the survey, at least on the Growth Management side. Only a few jurisdictions used any of these 10 and no single jurisdiction used more than four of them. But most jurisdictions that used any one of them used others as well.

[15] Factor analysis is a technique that groups variables together based on their correlations with each other and on their similar pattern of correlation with the other variables, and separates variables based on negative correlations. A principal component factor analysis was conducted on the fifteen Growth Management measures surveyed in 1988 and the eighteen Growth Management measures surveyed in 1992. The SYSTAT FACTOR program was used. See Glickfeld and Levine, 1992 at fn. 44 at page 40 for references and technical approaches used

Thus, we concluded that, despite the lack of a statistical relationship, the 10 uncommon but stringent Growth Management techniques, used in any combination, constituted a Growth Management approach (which we called "control").

Having thus derived one characteristic approach each for Growth Promotion and Growth Management, we then removed the components for those two approaches and ran a new factor analysis. Recognizing that there was likely no statistically significant relationship between Growth Management and Growth Promotion, however, we ran two separate factor analyses — one with the remaining eight Growth Management techniques and one with the remaining eight Growth Promotion techniques.

The result was a strong derivation of the six other techniques — restriction, negotiation, and management on the Growth Management side, and accommodation, recruitment, and subsidy on the Growth Promotion side. All six contain between two and four of the 27 individual techniques.[16] (See Table 16 and Table 17.)

Table 15

Factor Loading of Growth Management and Growth Promotion Variables
Rotated Component Matrix*

	Factor Components									
	1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**
Commercial Square Footage Limitations	**0.95**									
Industrial Square Footage Limitations	**0.95**									
Housing Permit Limitations		**0.84**								
Population Growth Caps		**0.78**								
Restrictions on Subdivision lots		**0.65**								
Commercial/Industrial Infrastructure Requirements			**0.89**							
Residential Infrastructure Requirements			**0.87**							
Low Development Fees				**0.76**						
Financial Incentives				**0.66**						
Infrastructure Subsidies				**0.55**					0.43	
Other (Pro Growth)		0.37		**0.44**						
Rezone Commercial/Industrial land to less intense use					**0.78**					
Restricts permitted commercial/office buildings heights					**0.67**					
Rezone Residential to less intense use			0.36		**0.48**					
Residential Downzoning					**0.45**					
High Density Rezoning						**0.80**				
General Plan Capacity						**0.71**				
Growth Management Element in General Plan							**0.73**			
Restrictions of Floor-area ratios					0.40		**0.60**			
Phase Development Areas							**0.59**			
Redevelopment Incentives								**0.79**		
Economic Development								**0.60**		0.39
Require Council Super-Majority for Up Zoning								**0.42**		

[16] One Growth Management technique, Floor-Area Ratio Restrictions, appeared as part of two different Growth Management approaches: "restriction" and "management".

Other (Growth Management)									**0.71**	
Urban Limit Line		0.35							**0.64**	
Required Voter Approval for Up Zoning										**0.74**
Fast-Track						0.36				**0.41**

Growth Promotion Measures are in bold

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

**Rotation converged in 13 iterations.*

Table 16

Factor Loading of Growth Promotion Variables
Rotated Component Matrix*

	Factor Components			
	1	**2**	**3**	**4**
Redevelopment Incentives	**0.81**			
Economic Development	**0.79**			
Streamlining	**0.49**			0.34
Infrastructure Subsidies		**0.86**		
Financial Incentives		**0.67**		
High Density Rezoning			**0.87**	
General Plan Capacity			**0.75**	
Other (Pro Growth)				**0.77**
Low Development Fees		0.50		**0.59**

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

**Rotation converged in 7 iterations.*

Table 17

Factor Loading of Growth Management Variables
Rotated Component Matrix*

	Factor Components						
	1	**2**	**3**	**4**	**5**	**6**	**7**
Industrial Square Footage Limitations	**0.59**	0.38	-0.41	0.42			
Residential Infrastructure Requirements	**0.58**			-0.55			-0.36
Commercial Square Footage Limitations	**0.56**	0.39	-0.42	0.43			
Urban Limit Line	**0.52**	-0.41					
Phase Development Areas	**0.51**		-0.35				
Population Growth Caps	0.38	**-0.60**					
Restrictions on Subdivision lots		**-0.55**					
Housing Permit Limitations	0.48	**-0.50**					
Rezone Residential to less intense use			**0.56**				0.35
Rezone Commercial/Industrial land to less intense use			**0.51**	0.39			
Restricts permitted commercial/office buildings heights		0.39	**0.44**				
Residential Downzoning			**0.40**			0.37	
Commercial/Industrial Infrastructure Requirements	0.53			**-0.60**			
Restrictions of Floor-area ratios		0.39			**0.54**		

Growth Management element in General Plan	0.39				**0.48**		0.35
Other (Growth Management)	0.35					**0.61**	
Required Voter Approval for Up Zoning			0.37			**0.42**	
Require Council Super-Majority for Up Zoning					-0.41		**0.64**

Extraction Method: Principal Component Analysis.

**7 components extracted.*

The results of these two refined factor analyses were very similar to the initial results of the first factor analysis that included all 27 factors. This gave us considerable confidence that the accuracy of the eight characteristic approaches. A full listing of the components of the eight approaches is contained in Table 3.

These eight characteristic approaches informed our analytical discussion greatly by allowing us to examine the geographical distribution of the approaches and the correlations (or lack thereof) between each approach and the socioeconomic characteristics of the jurisdictions that adopted it. This analysis is contained in Part 4 of this paper.

APPENDIX B
DERIVATION OF 3 GROWTH POLICY "PROFILES"

As discussed in Section 3.3, the eight characteristic approaches each represent only one dimension of a jurisdiction's overall Growth Governance policy. Our research goal was to understand the totality of each jurisdiction's growth policy. But each jurisdiction tends to "mix and match". This "mix and match" is very hard to measure accurately, because jurisdictions (1) use some or all of the eight approaches in a wide variety of unpredictable combinations; and (2) use each approach with varying strength. In addition, jurisdictions do not use a set or predictable combination of Growth Management and Growth Promotion approaches. As we stated above, there is no significant relationship between Growth Management and Growth Promotion approaches.

To sort out this somewhat confusing landscape of data, we created a series of three index scales, which combined and measured data from the eight approaches into three "overall policy profiles" for each jurisdiction. These were:

1. The **Growth Management Policy Profile**, which measured the combined impact of all Growth Management approaches.
2. The **Growth Promotion Policy Profile**, which measured the combined impact of all Growth Promotion approaches.
3. The **Growth Governance Policy Profile**, which measured the combined impact of both Growth Management and Growth Promotion policies.

In the case of both the Growth Management scale and the Growth Promotion scale, we used the same methodology: We simply accorded each of the four approaches equal weight and tallied the results. Each approach was awarded between 0 and 3 points, depending on the strength with which it was used in that particular jurisdiction, meaning that the overall scale fell in a scale between 0 and 12. Table 18 shows a hypothetical example of three cities and how they would score under our scaling system.

As noted above, the approaches themselves were made up of varying numbers of techniques. Six of the eight approaches contained between two and four techniques as components. "Streamlining" contained only one technique, while "control" actually contained 10 techniques, though no single jurisdiction used more than four. To equalize, we simply collapsed or expanded the score for each approach into a 0-3 scale. For example, if an approach had two components, we awarded the jurisdiction a 0 (if no components were used), a 1.5 (if one of the two components were used), or a 3.0 (if both components were used. If the approach had four components, we collapsed the 0-1-2-3-4 scale to 0.00/0.75/1.50/2.25/3.00, depending on the number of techniques used by the jurisdiction.

For "streamlining, we created a 0-or-3 scale: 0 if fast-track permitting was not used, 3 if it was. For "control," we determined that the use of four techniques was a "perfect" score and used the 0.00/3.00 scale described in the previous paragraph.

Table 18

Scoring for Hypothetical Jurisdictions

Jurisdiction	Control	Restriction	Negotiation	Management	GROWTH MANAGEMENT
City A	0.75	3.00	3.00	0.00	6.75
City B	0.00	1.50	1.50	0.00	3.00
County A	0.00	0.00	3.00	0.00	3.00

	Accommodation	Streamlining	Recruitment	Subsidy	GROWTH PROMOTION
City A	1.50	3.00	1.50	0.00	6.00
City B	3.00	3.00	1.50	1.00	8.50
County A	3.00	0.00	0.00	0.00	3.00

	GROWTH GOVERNANCE
City A	-0.75
City B	5.50
County A	0.00

In creating this scoring system, we were well aware that the actual effect was to give each of the 27 individual techniques different weights. Fast-track permit processing, for example, was worth 3.0 points out of 12, while any individual "control" technique (such as urban limit line or numerical housing caps) was worth only 0.75 points. But because we felt confident in our original grouping of eight approaches (described above), we felt confident that this scoring system accurately reflected the actual practice of the jurisdictions.

We also considered giving different weights to the different approaches (i.e., awarding more points to the "control" approach because it would seem to be more restrictive than the "management" approach). However, we found that weighting the approaches made almost no difference in the final rankings.

The creation of the two index scales allowed the division of the 167 Southern California jurisdictions into five categories each (VERY STRONG, STRONG, MODERATE, WEAK, and NONE) for Growth Management and Growth Promotion. The actual jurisdictions are listed by category, along with the scoring breaks used to create the categories, in Table 19 and Table 20.

Table 19

GROWTH MANAGEMENT POLICY PROFILES, BY CATEGORY

VERY STRONG [6.0-12.0]	STRONG [4.5-5.25]	MODERATE [2.25-3.75]	WEAK [0.75-1.50]	NONE [0]
YUCAIPA	WEST HOLLYWOOD	WESTLAKE VILLAGE	YUCCA VALLEY	YORBA LINDA
VENTURA CO	THOUSAND OAKS	VILLA PARK	WHITTIER	WESTMINSTER
VENTURA	SANTA ANA	UPLAND	WEST COVINA	VERNON
TORRANCE	SAN CLEMENTE	TWENTYNINE PALMS	VICTORVILLE	TEMECULA
SANTA CLARITA	RIVERSIDE	SOUTH PASADENA	SOUTH GATE	SANTA FE SPRINGS
SAN JUAN CAPISTRANO	NORCO	SIMI VALLEY	SOUTH EL MONTE	SAN FERNANDO
SAN BERNARDINO CO	MORENO VALLEY	SIGNAL HILL	SAN JACINTO	ROLLING HILLS ESTATE
SAN BERNARDINO	MISSION VIEJO	SEAL BEACH	RANCHO PALOS VERDES	PLACENTIA
REDONDO MIRAGE	LOMA LINDA	SANTA PAULA	POMONA	NEEDLES
PASADENA	LANCASTER	SANTA MONICA	PICO RIVERA	MURRIETA
OXNARD	LA PALMA	SAN MARINO	PARAMOUNT	LAWNDALE
ORANGE CO	HEMET	SAN GABRIEL	PALM DESERT	LAGUNA HILLS
NEWPORT BEACH	GARDENA	SAN DIMAS	MOORPARK	LA QUINTA
MONTEREY PARK	FOUNTAIN VALLEY	ROSEMEAD	MONTCLAIR	LA MIRADA
MAYWOOD	FONTANA	ROLLING HILLS	MONROVIA	IRWINDALE
LOS ANGELES CO	DANA POINT	RIVERSIDE CO	MANHATTAN BEACH	HAWTHORNE
LOS ANGELES	COSTA MESA	RIALTO	LOS ALAMITOS	HAWAIIAN GARDENS
LA VERNE	CHINO HILLS	REDLANDS	LOMITA	COMPTON
HERMOSA BEACH	CATHEDRAL CITY	RANCHO MIRAGE	LAKE ELSINORE	COMMERCE
GRAND TERRACE	CARSON	RANCHO CUCAMONGA	LA PUENTE	COACHELLA
FILLMORE	BURBANK	PORT HUENEME	LA HABRA HEIGHTS	BRADBURY
DIAMOND BAR	AVALON	PERRIS	LA CANADA FLINTRIDGE	BEAUMONT
DESERT HOT SPRINGS	AGOURA HILLS	PALOS VERDES ESTATES	IRVINE	
CYPRESS		PALM SPRINGS	INGLEWOOD	
CULVER CITY		ONTARIO	INDIO	
CORONA		MONTEBELLO	HUNTINGTON PARK	
BREA		LYNWOOD	GLENDORA	
APPLE VALLEY		LONG BEACH	CUDAHY	
ANAHEIM		LAKEWOOD	CLAREMONT	
		LAGUNA BEACH	CHINO	
		LA HABRA	CERRITOS	
		INDIAN WELLS	CALABASAS	
		HUNTINGTON BEACH	BUENA PARK	
		HIGHLAND	BEVERLY HILLS	
		HESPERIA	BELLFLOWER	
		GLENDALE	BELL	
		GARDEN GROVE	BALDWIN PARK	
		FULLERTON	ARCADIA	
		EL SEGUNDO		
		EL MONTE		
		DUARTE		
		DOWNEY		
		COVINA		
		COLTON		
		CANYON LAKE		
		CAMARILLO		
		CALIMESA		
		BLYTHE		
		BIG BEAR LAKE		
		BARSTOW		
		BANNING		
		AZUSA		
		ARTESIA		
		ALHAMBRA		
		ADELANTO		

Table 20

GROWTH PROMOTION POLICY PROFILES, BY CATEGORY

Very Strong [9.5-12.0 points]	**Strong [6.5-9.0 points]**	**Moderate [3.5-6.0 points]**	**Weak [1.5-3.0 points]**	**None [0 points]**
BANNING	ADELANTO	ALHAMBRA	ARCADIA	AGOURA HILLS
BIG BEAR LAKE	ANAHEIM	AZUSA	ARTESIA	BEAUMONT
BLYTHE	APPLE VALLEY	BUENA PARK	AVALON	BELL
COLTON	BREA	BURBANK	BALDWIN PARK	BELLFLOWER
HUNTINGTON PARK	CATHEDRAL CITY	CALIMESA	BARSTOW	BRADBURY
LAKE ELSINORE	COACHELLA	CAMARILLO	BEVERLY HILLS	CALABASAS
LANCASTER	COMPTON	CARSON	COSTA MESA	CANYON LAKE
LONG BEACH	CORONA	CERRITOS	COVINA	EL MONTE
LOS ANGELES	CYPRESS	CHINO	CUDAHY	HAWTHORNE
PERRIS	DESERT HOT SPRINGS	CHINO HILLS	CULVER CITY	HERMOSA BEACH
RANCHO PALOS VERDES	DOWNEY	CLAREMONT	DIAMOND BAR	LA CANADA FLINTRIDGE
SAN JACINTO	FILLMORE	COMMERCE	DUARTE	LA HABRA HEIGHTS
	FONTANA	DANA POINT	EL SEGUNDO	LAGUNA BEACH
	FOUNTAIN VALLEY	GRAND TERRACE	GLENDALE	LOMITA
	FULLERTON	HEMET	GLENDORA	MANHATTAN BEACH
	GARDEN GROVE	HUNTINGTON BEACH	INDIAN WELLS	MAYWOOD
	GARDENA	INGLEWOOD	INDIO	MURRIETA
	HAWAIIAN GARDENS	LA HABRA	IRVINE	PALOS VERDES ESTATES
	HESPERIA	LA PUENTE	LA MIRADA	RIVERSIDE CO
	HIGHLAND	LA VERNE	LA QUINTA	SAN MARINO
	IRWINDALE	LAKEWOOD	LAGUNA HILLS	SANTA CLARITA
	LA PALMA	LOS ALAMITOS	LAWNDALE	SANTA MONICA
	LOMA LINDA	LOS ANGELES CO	LYNWOOD	SEAL BEACH
	MISSION VIEJO	MONTCLAIR	MONTEBELLO	SOUTH EL MONTE
	MONROVIA	NEWPORT BEACH	MOORPARK	SOUTH PASADENA
	MONTEREY PARK	ORANGE CO	ONTARIO	VILLA PARK
	MORENO VALLEY	PALM DESERT	OXNARD	WESTLAKE VILLAGE
	NEEDLES	PALM SPRINGS	RANCHO MIRAGE	
	NORCO	PICO RIVERA	REDONDO MIRAGE	
	PARAMOUNT	PORT HUENEME	RIVERSIDE	
	PASADENA	RANCHO CUCAMONGA	ROLLING HILLS	
	PLACENTIA	REDLANDS	SAN DIMAS	
	POMONA	ROSEMEAD	SAN JUAN CAPISTRANO	
	RIALTO	SAN BERNARDINO CO	VENTURA CO	
	ROLLING HILLS ESTATE	SAN FERNANDO	WEST COVINA	
	SAN BERNARDINO	SAN GABRIEL	YUCCA VALLEY	
	SAN CLEMENTE	SANTA ANA		
	SANTA FE SPRINGS	SANTA PAULA		
	SOUTH GATE	SIGNAL HILL		
	TORRANCE	SIMI VALLEY		
	TWENTYNINE PALMS	TEMECULA		
	UPLAND	THOUSAND OAKS		
	VICTORVILLE	VENTURA		
	WEST HOLLYWOOD	VERNON		
	YUCAIPA	WESTMINSTER		
		WHITTIER		
		YORBA LINDA		

In all three cases (including the overall Growth Governance Policy Index), we created the categories based on two criteria. The first was large breaks in scoring. The second was the "multi-dimensionality" of approaches — that is, the point in the index scale at which the predominant composition of the scale for each jurisdiction shifted from one approach to two approaches, or from two to three, and so forth. So, for example, in the Growth Management Scaling Index, a score of 3.0 or above was the point at which most jurisdictions shifted from using one approach to using two.

Thus, very broadly speaking, for both the Growth Management and Growth Promotion categories, VERY STRONG jurisdictions use all four approaches, while STRONG use three, MODERATE use two, WEAK use one, and NONE use none. However, we were able to take the strength of each approach into account by the individual scores. A jurisdiction using only two approaches, rather than three, might score highly enough to be categorized as STRONG rather than MODERATE if its scores in each of those two approaches (reflecting the number of techniques it uses) were high.

The Growth Governance Policy Scale represents a combination of the other two scales so that a jurisdiction's relative emphasis on Growth Management and Growth Promotion could be identified. In the combined scale, jurisdictions were given a score between +12 (total emphasis on Growth Promotion) and –12 (total emphasis on Growth Management). The methodology used to derive these scores was quite simple: The Growth Management score was subtracted from the Growth Promotion score.

Using the a similar categorization technique as for the other two scales, the 167 jurisdictions were then divided into eight categories: three for Growth Promotion, three for Growth Management, and one for Balanced Policy.

A Laissez-Faire category was added to separate out jurisdictions that have little or no policy activity in either Growth Management or Growth Promotion. Laissez-faire jurisdictions were defined as jurisdictions categorized as "none" in either Growth Promotion or Growth Management, or categorized as "none" in one scale and "weak" in the other. Had laissez-faire jurisdictions not been separated out, they would have been mixed it with, for example, jurisdictions that have active Growth Promotion policies that are balanced out in the combined scale by active Growth Management policies.

Table 21 provides a list of Growth Governance Policy Profiles by category, along with the scoring breaks used to create those categories.

Table 21

Growth Governance Policy Profiles, by Category

Growth Promotion			Balanced	Growth Management			Laissez
Strong [+5.50 to +10.50]	**Moderate [+3.00 to +5.25]**	**Slight [+1.00 to +2.75]**	**Policy [+-0.75 to +0.75]**	**Slight [-1.25 to -1.50]**	**Moderate [-2.25 to -3.75]**	**Strong [-5.25 to -6.75]**	**Faire [none/none or weak/none]**
ADELANTO	ALHAMBRA	APPLE VALLEY	ARTESIA	AVALON	CANYON LAKE	AGOURA HILLS	ARCADIA
BANNING	ANAHEIM	AZUSA	BARSTOW	LYNWOOD	COSTA MESA	CULVER CITY	BALDWIN PARK
BIG BEAR LAKE	BUENA PARK	BREA	BURBANK	RANCHO MIRAGE	EL MONTE	DIAMOND BAR	BEAUMONT
BLYTHE	CAMARILLO	CALIMESA	CHINO HILLS	SAN BERNARDINO CO	GRAND TERRACE	HERMOSA BEACH	BELL
COACHELLA	CERRITOS	CARSON	COVINA		LAGUNA BEACH	MAYWOOD	BELLFLOWER
COLTON	CHINO	CATHEDRAL CITY	DANA POINT		NEWPORT BEACH	OXNARD	BEVERLY HILLS
COMPTON	CLAREMONT	CUDAHY	DUARTE		ORANGE CO	REDONDO BEACH	BRADBURY
FULLERTON	COMMERCE	CYPRESS	EL SEGUNDO		PALOS VERDES ESTATES	SAN JUAN CAPISTRANO	CALABASAS
HAWAIIAN GARDENS	CORONA	DESERT HOT SPRINGS	FILLMORE		RIVERSIDE	SANTA CLARITA	HAWTHORNE
HESPERIA	DOWNEY	FONTANA	GLENDALE		RIVERSIDE CO	VENTURA CO	INDIO
HUNTINGTON PARK	FOUNTAIN VALLEY	GLENDORA	HUNTINGTON BEACH		SAN MARINO		IRVINE
IRWINDALE	GARDEN GROVE	HEMET	INDIAN WELLS		SANTA MONICA		LA CANADA FLINTRIDGE
LAKE ELSINORE	GARDENA	LAKEWOOD	LA VERNE		SEAL BEACH		LA HABRA HEIGHTS
LONG BEACH	HIGHLAND	MISSION VIEJO	LOS ANGELES CO		SOUTH PASADENA		LOMITA
MONROVIA	INGLEWOOD	MONTEREY PARK	MONTEBELLO		VENTURA		MANHATTAN BEACH
NEEDLES	LA HABRA	MOORPARK	ONTARIO		VILLA PARK		MURRIETA
PARAMOUNT	LA MIRADA	MORENO VALLEY	ROLLING HILLS		WESTLAKE VILLAGE		SOUTH EL MONTE
PERRIS	LA PALMA	NORCO	SAN DIMAS				
PLACENTIA	LA PUENTE	PALM SPRINGS	SANTA ANA				
POMONA	LA QUINTA	PASADENA	THOUSAND OAKS				
RANCHO PALOS VERDES	LAGUNA HILLS	PORT HUENEME	TORRANCE				
RIALTO	LANCASTER	RANCHO CUCAMONGA	YUCAIPA				
ROLLING HILLS ESTATE	LAWNDALE	REDLANDS					
SAN JACINTO	LOMA LINDA	ROSEMEAD					
SANTA FE SPRINGS	LOS ALAMITOS	SAN GABRIEL					
SOUTH GATE	LOS ANGELES	SANTA PAULA					
TWENTYNINE PALMS	MONTCLAIR	SIMI VALLEY					
VERNON	PALM DESERT	WEST COVINA					
VICTORVILLE	PICO RIVERA	YUCCA VALLEY					
	SAN BERNARDINO						
	SAN CLEMENTE						
	SAN FERNANDO						
	SIGNAL HILL						
	TEMECULA						
	UPLAND						
	WEST HOLLYWOOD						
	WESTMINSTER						
	WHITTIER						
	YORBA LINDA						

APPENDIX C
CORRELATION TABLES

The strength of a correlation -- or more accurately, the perceived strength of a correlation -- is a function of typical variation. For example, with time series analyses, correlations are usually in the range of 0.80 to 1.00, with a correlation of 0.70 considered as weak, even though it is statistically significant. Conversely, for correlations between individual jurisdictions, such as in this study, the highest correlation is generally closer to 0.50, meaning that correlations in the range of 0.2 to 0.3 should be regarded as moderately high. In this case, significance doesn't capture the norms, but instead is only a test of whether the correlation is different from zero or not.

In this context then, the following correlation categories have been defined for this study:

HIGH correlation is 0.4 and higher
MODERATELY HIGH correlation is between 0.2 and 0.4
WEAK correlation is between 0.1 and 0.2
EXTREMELY WEEK correlation is between 0 and 0.1

Table 22

Growth Management Correlations

	GROWTH MANAGEMENT APPROACHES				**OVERALL GROWTH**
	CONTROL	RESTRICTION	NEGOTIATION	MANAGEMENT	**MANAGEMENT**
POPULATION					
TOTAL POPULATION					
1980	0.128	.162(*)	0.133	-0.024	**.169(*)**
1990	0.134	0.150	0.131	-0.016	**.170(*)**
ANNUAL % CHANGE	0.048	-0.024	0.022	-0.064	**-0.003**
WHITE POPULATION					
1980	0.132	.180(*)	0.141	-0.011	**.186(*)**
1990	0.149	.165(*)	0.147	0.006	**.198(*)**
ANNUAL % CHANGE	0.112	-0.058	0.038	-0.009	**0.034**
NON-HISPANIC WHITE POPULATION					
1980	0.139	.187(*)	0.151	-0.005	**.199(*)**
1990	.155(*)	.177(*)	.157(*)	0.008	**.211(**)**
ANNUAL % CHANGE	0.103	-0.017	0.071	-0.001	**0.068**
MINORITY POPULATION					
1980	-0.043	-0.095	-0.094	-.184(*)	**-.167(*)**
1990	-0.067	-0.093	-0.112	-.158(*)	**-.176(*)**
ANNUAL % CHANGE	-0.091	0.062	0.044	0.128	**0.063**
LATINO POPULATION					
1980	0.119	0.141	0.118	-0.032	**0.147**
1990	0.119	0.126	0.111	-0.024	**0.142**
ANNUAL % CHANGE	0.005	0.010	0.069	-0.041	**0.030**

BLACK POPULATION					
1980	0.106	0.113	0.112	-0.061	**0.119**
1990	0.105	0.114	0.110	-0.059	**0.120**
ANNUAL % CHANGE	0.057	-0.057	0.029	-0.055	**-0.007**
ASIAN POPULATION					
1980	0.117	.166(*)	0.127	-0.042	**.157(*)**
1990	0.113	.168(*)	0.103	-0.026	**0.150**
ANNUAL % CHANGE	-0.012	-0.071	-0.021	-0.013	**-0.047**
NATIVE AMERICAN POPULATION					
1980	0.147	.174(*)	.162(*)	-0.011	**.201(*)**
1990	.154(*)	.154(*)	.166(*)	-0.011	**.201(**)**
ANNUAL % CHANGE	0.018	-0.083	0.087	-0.096	**-0.01**
POPULATION WITH COLLEGE DEGREES					
1980	-0.052	0.145	-0.073	0.128	**0.041**
1990	-0.035	.169(*)	-0.061	0.129	**0.063**
ANNUAL % CHANGE	-0.011	-0.085	-0.055	0.019	**-0.059**
ELDERLY POPULATION					
1980	0.059	0.044	-0.030	-0.041	**0.006**
1990	0.012	-0.014	-0.044	-0.024	**-0.035**
ANNUAL % CHANGE	-0.106	-.167(*)	-0.016	0.130	**-0.061**
HOUSEHOLDS					
NUMBER OF HOUSEHOLDS					
1980	0.125	.167(*)	0.130	-0.026	**.167(*)**
1990	0.133	.155(*)	0.129	-0.019	**.170(*)**
ANNUAL % CHANGE	0.046	-0.043	0.033	-0.053	**-0.001**
NUMBER OF FAMILIES					
1980	0.131	.165(*)	0.137	-0.022	**.174(*)**
1990	0.138	.153(*)	0.136	-0.013	**.177(*)**
ANNUAL % CHANGE	0.043	-0.029	0.019	-0.059	**-0.006**
HOUSEHOLD INCOME					
1980	-0.087	-0.027	-0.079	.169(*)	**-0.024**
1990	-0.067	0.025	-0.095	.177(*)	**-0.005**
ANNUAL % CHANGE	0.065	0.089	-0.122	0.100	**0.022**
HOUSING					
NUMBER OF HOUSING UNITS					
1980	0.125	.168(*)	0.133	-0.028	**.169(*)**
1990	0.132	.156(*)	0.133	-0.021	**.172(*)**
ANNUAL % CHANGE	0.042	-0.044	0.031	-0.041	**0.002**
MEDIAN HOME VALUE					
1980	-0.074	0.104	-0.138	.169(*)	**-0.005**
1990	-0.035	0.128	-.175(*)	0.138	**-0.014**
ANNUAL % CHANGE	0.062	0.083	-.176(*)	0.054	**-0.029**
MEDIAN RENT					
1980	-0.064	0.004	-0.088	.238(**)	**0.014**
1990	-0.029	0.048	-0.116	.243(**)	**0.028**
ANNUAL % CHANGE	0.081	-0.035	-0.140	0.001	**-0.063**
NUMBER OF OWNER-OCCUPIED HOUSEHOLDS					

1980	0.137	.175(*)	.157(*)	-0.020	**.192(*)**
1990	0.146	.161(*)	.164(*)	-0.006	**.201(**)**
ANNUAL % CHANGE	-0.022	-0.015	0.060	-0.027	**0.012**
PERCENTAGE OF OWNER-OCCUPIED HOUSEHOLDS					
1980	-0.018	-.189(*)	0.073	0.046	**-0.019**
1990	-0.029	-0.118	0.082	0.092	**0.025**
ANNUAL % CHANGE	-0.049	0.067	-0.028	0.111	**0.033**
NUMBER OF HOUSEHOLDS THAT RENT					
1980	0.115	.162(*)	0.116	-0.033	**0.152**
1990	0.122	0.151	0.112	-0.03	**0.151**
ANNUAL % CHANGE	-0.005	-0.066	0.032	-0.043	**-0.024**
PERCENTAGE OF HOUSING UNITS RENTED					
1980	0.018	.189(*)	-0.073	-0.046	**0.019**
1990	0.029	0.118	-0.082	-0.092	**-0.025**
ANNUAL % CHANGE	-0.021	-0.021	0.124	-0.063	**0.032**
SAME RESIDENCE FOR FIVE YEARS					
1980	-0.148	-0.078	-0.153	-0.004	**-.165(*)**
1990	-0.099	-0.105	-0.112	0.054	**-0.117**
ANNUAL % CHANGE	0.034	-0.043	0.088	0.070	**0.069**
NUMBER OF UNITS AT LEAST 20 YEARS OLD					
1980	-0.128	0.140	-.165(*)	-.230(**)	**-.164(*)**
1990	-0.137	0.054	-.197(*)	-0.057	**-.156(*)**
ANNUAL % CHANGE	0.061	-0.102	0.068	.248(**)	**0.109**
ECONOMIC DATA					
BUDGETING AND REVENUE					
Annual % Change, 1982-1992					
Overall Revenue	-0.037	0.052	0.069	-0.081	**0.017**
Road Expenditures	0.040	0.020	0.029	.206(*)	**0.116**
% of Budget in Road Expenditures	-0.062	-0.129	-0.063	0.149	**-0.053**
ECONOMY					
1982-92 Annual % Change					
Number of Wholesale Trade Establishments	0.128	0.086	0.058	0.070	**0.131**
Number of Retail Trade Establishments	0.124	0.103	0.106	0.114	**0.182**
EMPLOYMENT					
1985-90 Annual & Change					
Civilian Labor Force	0.026	-0.065	0.015	-0.071	**-0.034**
Employed Labor Force	0.051	-0.079	0.024	-0.057	**-0.019**
Unemployment	-0.208	0.096	-0.068	-0.153	**-0.136**
City Government Employment	0.132	0.055	0.220	-0.116	**0.142**
	* = p < .05	** = p < .01			

Table 23

Growth Promotion Correlations					
	GROWTH PROMOTION APPROACHES				**OVERALL GROWTH**
	ACCOMMODATION	STREAMLINING	RECRUITMENT	SUBSIDIES	**PROMOTION**
POPULATION					
TOTAL POPULATION					
1980	.162(*)	0.092	0.136	.200(*)	**.204(*)**
1990	.158(*)	0.087	0.142	.210(**)	**.205(**)**
ANNUAL % CHANGE	.165(*)	0.068	0.130	.254(**)	**.205(**)**
WHITE POPULATION					
1980	.174(*)	0.089	0.145	.193(*)	**.208(**)**
1990	.170(*)	0.080	0.150	.205(**)	**.208(**)**
ANNUAL % CHANGE	.174(*)	0.057	0.098	.251(**)	**.191(*)**
NON-HISPANIC WHITE POPULATION					
1980	.184(*)		0.151	.191(*)	**.213(**)**
1990	.190(*)		.154(*)	.210(**)	**.215(**)**
ANNUAL % CHANGE	.209(**)	0.064	0.084	.265(**)	**.206(**)**
MINORITY POPULATION					
1980	-0.026	0.111	0.091	0.03	**0.084**
1990	-0.055	0.141	.157(*)	0.003	**0.106**
ANNUAL % CHANGE	-0.078	-0.042	-0.008	-0.144	**-0.088**
LATINO POPULATION					
1980	0.124	0.088	0.111		
1990	0.125	0.089	0.127		
ANNUAL % CHANGE	.160(*)	0.126	.200(*)	.201(*)	**.244(**)**
BLACK POPULATION					
1980	0.148	0.097	0.116	.215(**)	**.198(*)**
1990	0.148	0.096	0.129	.222(**)	**.204(**)**
ANNUAL % CHANGE	0.093	-0.005	0.023	-0.011	**0.036**
ASIAN POPULATION					
1980	0.146	0.101	0.142	.212(**)	**.208(**)**
1990	0.148	0.102	.158(*)	.200(**)	**.212(**)**
ANNUAL % CHANGE	.172(*)	0.062	0.075	0.154	**.159(*)**
NATIVE AMERICAN POPULATION					
1980	.180(*)	0.100	0.144	.186(*)	**.214(**)**
1990	.177(*)	0.100	.158(*)	.209(**)	**.224(**)**
ANNUAL % CHANGE	0.104	0.076	0.151	.228(**)	**.190(*)**
POPULATION WITH COLLEGE DEGREES					
1980	-0.135	-.184(*)	-.207(**)	-0.080	**-.231(**)**
1990	-0.14	-.236(**)	-.243(**)	-0.089	**-.274(**)**
ANNUAL % CHANGE	0.087	-0.068	-0.095	-0.002	**-0.037**
ELDERLY POPULATION					
1980	-0.080	0.108	-0.040	-0.085	**-0.017**
1990	-0.102	0.026	-0.096	-0.107	**-0.089**
ANNUAL % CHANGE	0.006	-0.111	-0.036	-0.017	**-0.066**
HOUSEHOLDS					
NUMBER OF HOUSEHOLDS					
1980	.161(*)	0.090	0.131	.203(*)	**.201(*)**
1990	.159(*)	0.083	0.136	.213(**)	**.203(**)**

ANNUAL % CHANGE	.176(*)	0.029	0.114	.268(**)	**.189(*)**
NUMBER OF FAMILIES					
1980	.166(*)	0.094	0.14	.197(*)	**.206(**)**
1990	.164(*)	0.086	0.147	.209(**)	**.208(**)**
ANNUAL % CHANGE	.167(*)	0.043	0.121	.259(**)	**.193(*)**
HOUSEHOLD INCOME					
1980	-0.117	-.177(*)	-.201(*)	-0.084	**-.221(**)**
1990	-0.144	-.223(**)	-.257(**)	-0.097	**-.277(**)**
ANNUAL % CHANGE	0.030	-0.065	-.159(*)	-0.036	**-0.09**
HOUSING					
NUMBER OF HOUSING UNITS					
1980	.162(*)	0.090	0.132	.202(*)	**.201(*)**
1990	.161(*)	0.083	0.137	.213(**)	**.203(**)**
ANNUAL % CHANGE	.184(*)	0.038	0.117	.277(**)	**.199(*)**
MEDIAN HOME VALUE					
1980	-.177(*)	-.267(**)	-.302(**)	-0.147	**-.338(**)**
1990	-.221(**)	-.277(**)	-.336(**)	-0.148	**-.373(**)**
ANNUAL % CHANGE	-.171(*)	-0.086	-.172(*)	-0.076	**-.185(*)**
MEDIAN RENT					
1980	-0.136	-.232(**)	-.203(*)	-0.154	**-.272(**)**
1990	-.174(*)	-.246(**)	-.257(**)	-0.149	**-.311(**)**
ANNUAL % CHANGE	-0.017	0.079	-0.084	0.021	**0.003**
NUMBER OF OWNER-OCCUPIED HOUSEHOLDS					
1980	.173(*)	0.098	0.149	.185(*)	**.211(**)**
1990	.176(*)	0.085	.155(*)	.203(**)	**.214(**)**
ANNUAL % CHANGE	.182(*)	0.056	0.102	.287(**)	**.204(**)**
PERCENTAGE OF OWNER-OCCUPIED HOUSEHOLDS					
1980	-0.008	-0.052	-0.051	-0.002	-0.047
1990	-0.023	-0.099	-0.101	-0.022	-0.097
ANNUAL % CHANGE	-0.024	-0.023	-0.067	0.012	**-0.042**
NUMBER OF HOUSEHOLDS THAT RENT					
1980	0.153	0.084	0.119	.212(**)	**.193(*)**
1990	0.150	0.081	0.125	.218(**)	**.195(*)**
ANNUAL % CHANGE	0.151	0.000	0.07	.281(**)	**0.154**
PERCENTAGE OF HOUSING UNITS RENTED					
1980	0.008	0.052	0.051	0.002	0.047
1990	0.023	0.099	0.101	0.022	0.097
ANNUAL % CHANGE	-0.012	0.071	0.060	0.069	**0.069**
SAME RESIDENCE FOR FIVE YEARS					
1980	-0.100	0.004	-0.115	-0.050	**-0.091**
1990	-.171(*)	-0.120	-.212(**)	-0.137	**-.233(**)**
ANNUAL % CHANGE	-0.102	-.171(*)	-0.118	-0.139	**-.195(*)**
NUMBER OF UNITS AT LEAST 20 YEARS OLD					
1980	-0.137	-0.009	-0.106	-0.065	-0.111
1990	-0.148	-0.001	-0.125	-0.144	-0.139
ANNUAL % CHANGE	-0.023	-0.013	-0.068	-0.082	**-0.061**
ECONOMIC DATA					
BUDGETING AND REVENUE					
Annual & Change, 1982-1992					
Overall Revenue	0.099	0.037	0.157	**.175(*)**	0.158
Road Expenditures	0.123	-0.076	-0.124	0.033	-0.028

% of Budget in Road Exp	0.069	-0.006	-0.117	-0.04	0.004
ECONOMY					
1982-92 Annual % Change					
# of Wholesale Trade Est	0.112	-0.174	0.074	0.126	0.021
# of Retail Trade Est	0.072	-0.084	0.172	**.219(*)**	0.117
EMPLOYMENT					
1985-90 Annual & Change					
Civilian Labor Force	0.003	0.024	0.068	0.185	0.093
Employed Labor Force	0.015	0.015	0.061	0.185	0.090
Unemployment	-0.094	0.110	0.181	0.114	0.123
City Gov Employment	0.184	-0.043	0.150	**.286(*)**	0.190

Table 24

Growth Profile Correlations

	OVERALL GROWTH MANAGEMENT	OVERALL GROWTH PROMOTION	COMBINED RANKING
POPULATION			
TOTAL POPULATION			
1980	**.169(*)**	**.204(*)**	**-.182(*)**
1990	**.170(*)**	**.205(**)**	**-.181(*)**
ANNUAL % CHANGE	**-0.003**	**.205(**)**	**0.021**
WHITE POPULATION			
1980	**.186(*)**	**.208(**)**	**-.197(*)**
1990	**.198(*)**	**.208(**)**	**-.207(**)**
ANNUAL % CHANGE	**0.034**	**.191(*)**	**-0.018**
NON-HISPANIC WHITE POPULATION			
1980	**.199(*)**	**.213(**)**	
1990	**.211(**)**	**.215(**)**	
ANNUAL % CHANGE	**0.068**	**.206(**)**	**-0.054**
MINORITY POPULATION			
1980	**-.167(*)**	**0.084**	**.159(*)**
1990	**-.176(*)**	**0.106**	**.168(*)**
ANNUAL % CHANGE	**0.063**	**-0.088**	**-0.046**
LATINO POPULATION			
1980	**0.147**		
1990	**0.142**		
ANNUAL % CHANGE	**0.030**	**.244(**)**	**-0.014**
BLACK POPULATION			
1980	**0.119**	**.198(*)**	**-0.137**
1990	**0.120**	**.204(**)**	**-0.137**
ANNUAL % CHANGE	**-0.007**	**0.036**	**0.036**
ASIAN POPULATION			
1980	**.157(*)**	**.208(**)**	**-.177(*)**
1990	**0.150**	**.212(**)**	**-.170(*)**
ANNUAL % CHANGE	**-0.047**	**.159(*)**	**0.073**
NATIVE AMERICAN POPULATION			
1980	**.201(*)**	**.214(**)**	**-.211(**)**
1990	**.201(**)**	**.224(**)**	**-.209(**)**
ANNUAL % CHANGE	**-0.01**	**.190(*)**	**0.032**
POPULATION WITH COLLEGE DEGREES			
1980	**0.041**	**-.231(**)**	**-0.061**
1990	**0.063**	**-.274(**)**	**-0.082**
ANNUAL % CHANGE	**-0.059**	**-0.037**	**0.076**
ELDERLY POPULATION			
1980	**0.006**	**-0.017**	**-0.037**
1990	**-0.035**	**-0.089**	**0.012**
ANNUAL % CHANGE	**-0.061**	**-0.066**	**0.071**
HOUSEHOLDS			

NUMBER OF HOUSEHOLDS			
1980	**.167(*)**	**.201(*)**	**-.182(*)**
1990	**.170(*)**	**.203(**)**	**-.183(*)**
ANNUAL % CHANGE	**-0.001**	**.189(*)**	**0.019**
NUMBER OF FAMILIES			
1980	**.174(*)**	**.206(**)**	**-.186(*)**
1990	**.177(*)**	**.208(**)**	**-.188(*)**
ANNUAL % CHANGE	**-0.006**	**.193(*)**	**0.023**
HOUSEHOLD INCOME			
1980	**-0.024**	**-.221(**)**	**0.035**
1990	**-0.005**	**-.277(**)**	**0.011**
ANNUAL % CHANGE	**0.022**	**-0.09**	**-0.029**
HOUSING			
NUMBER OF HOUSING UNITS			
1980	**.169(*)**	**.201(*)**	**-.184(*)**
1990	**.172(*)**	**.203(**)**	**-.185(*)**
ANNUAL % CHANGE	**0.002**	**.199(*)**	**0.016**
MEDIAN HOME VALUE			
1980	**-0.005**	**-.338(**)**	**-0.01**
1990	**-0.014**	**-.373(**)**	**0.001**
ANNUAL % CHANGE	**-0.029**	**-.185(*)**	**0.037**
MEDIAN RENT			
1980	**0.014**	**-.272(**)**	**-0.003**
1990	**0.028**	**-.311(**)**	**-0.016**
ANNUAL % CHANGE	**-0.063**	**0.003**	**0.062**
NUMBER OF OWNER-OCCUPIED HOUSEHOLDS			
1980	**.192(*)**	**.211(**)**	**-.204(*)**
1990	**.201(**)**	**.214(**)**	**-.211(**)**
ANNUAL % CHANGE	**0.012**	**.204(**)**	**-0.002**
PERCENTAGE OF OWNER-OCCUPIED HOUSEHOLDS			
1980	-0.019	-0.047	0.054
1990	0.025	-0.097	0.006
ANNUAL % CHANGE	**0.033**	**-0.042**	**-0.064**
NUMBER OF HOUSEHOLDS THAT RENT			
1980	**0.152**	**.193(*)**	**-.169(*)**
1990	**0.151**	**.195(*)**	**-.167(*)**
ANNUAL % CHANGE	**-0.024**	**0.154**	**0.041**
PERCENTAGE OF HOUSING UNITS RENTED			
1980	0.019	0.047	-0.054
1990	-0.025	0.097	-0.006
ANNUAL % CHANGE	**0.032**	**0.069**	**-0.005**
SAME RESIDENCE FOR FIVE YEARS			
1980	**-.165(*)**	**-0.091**	**0.152**
1990	**-0.117**	**-.233(**)**	**0.127**
ANNUAL % CHANGE	**0.069**	**-.195(*)**	**-0.046**
NUMBER OF UNITS AT LEAST 20 YEARS OLD			
1980	**-.164(*)**	-0.111	0.146

1990	**-.156(*)**	-0.139	0.146
ANNUAL % CHANGE	0.109	-0.061	-0.078
ECONOMIC DATA			
BUDGETING AND REVENUE			
Annual & Change, 1982-1992			
Overall Revenue	0.017	0.158	-0.016
Road Expenditures	0.116	-0.028	-0.106
% of Budget in Road Expenditures	-0.053	0.004	0.066
ECONOMY			
1982-92 Annual % Change			
Number of Wholesale Trade Establishments	0.131	0.021	-0.127
Number of Retail Trade Establishments	0.182	0.117	-0.135
EMPLOYMENT			
1985-90 Annual & Change			
Civilian Labor Force	-0.034	0.093	0.026
Employed Labor Force	-0.019	0.090	0.013
Unemployment	-0.136	0.123	0.107
City Government Employment	0.142	0.190	-0.143