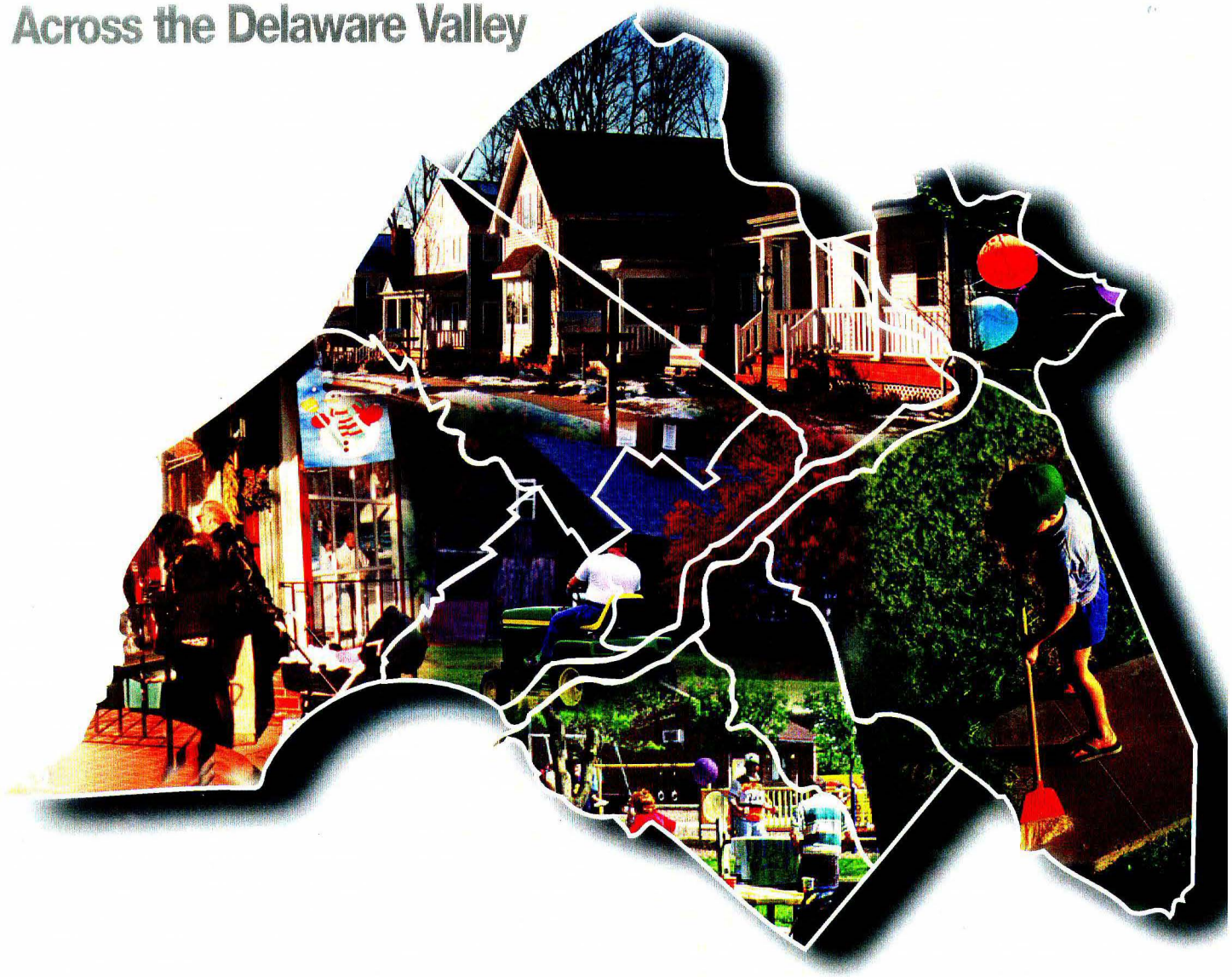
NEW REGIONALISM

Building Livable Communities Across the Delaware Valley



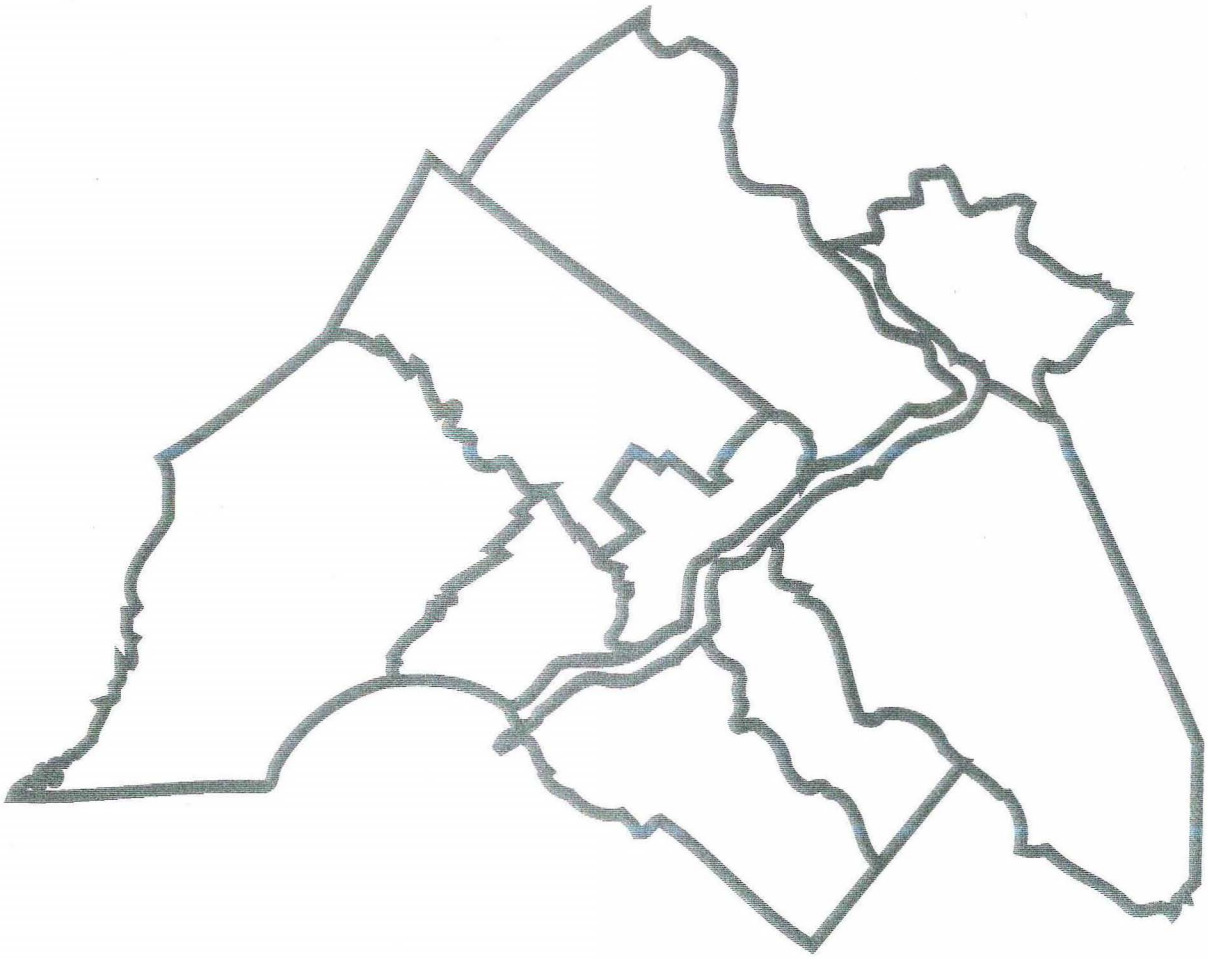
DELAWARE VALLEY REGIONAL PLANNING COMMISSION

What is Livability?

Livability means different things to different people. Websters Dictionary defines it as "suitability for human living". To New Urbanists it means human scale, pedestrian and transit-oriented developments with mixed uses and town centers, believing that such development patterns foster social interaction, sense of belonging, and quality of life for inhabitants. To New Regionalists, it means developing and redeveloping based on New Urbanists' design principles, limiting new development to designated growth areas in order to protect rural and natural areas, and encouraging urban revitalization. Such regional growth patterns are deemed more sustainable than the conventional consumptive pattern, leading to a cleaner, more scenic environment with abundant recreational opportunities, strong core city, and higher quality of life for the region's inhabitants. In both cases, New Urbanists' and New Regionalists' interpretation of livability is about raising *quality of life,* which, in many ways, is synonymous with *livability.* Therefore, for the purposes of this report, *livability* is enhanced quality of life, which is achieved by incorporating the principles of New Regionalism.

NEW REGIONALISM

Building Livable Communities Across the Delaware Valley



DELAWARE VALLEY REGIONAL PLANNING COMMISSION

July 1999 - Report 99008

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CASE STUDIES

INTRODUCTION

Suburban development in the Delaware Valley has provided a lifestyle for many families that includes a single family house, a private yard and seemingly unrestrained mobility. While the region's suburbs have continued to grow and attract new residents, the seemingly random patterns of development have also contributed to a host of problems currently plaguing the region. Increasing traffic congestion, destruction of natural resources and farmland, loss of sense of place and community, lack of mobility for the young, old, poor and disabled, deterioration of urban areas, and segregation of the needier members of society are some of the results of poorly planned suburbanization in the Philadelphia area.

Discontent with this pattern of development and its repercussions has led some elected officials, planning commissions, and others to re-examine ways to bring back the vibrancy, viability, civic pride and a more satisfying way of life (in other words, livability) to communities. One reaction to sprawl development that has received recent national attention from planners and the media at large is the New Urbanism movement. New Urbanists promote the principles of traditional neighborhood design to make places more livable, including mixed uses, transportation choices, visually appealing development at a human scale, diversity and a strong community identity.

The New Urbanism movement, incorporating such terms as Neo-Traditional Planning, Traditional Neighborhood Development, Transit Oriented Development, Livable Communities, Communities of Place, Smart Communities, and Center Development, could help to alleviate some of the problems of sprawl-style development when applied to individual new developments. However, to fully realize New Urbanism's intent in the Delaware Valley, these worthy ideas should be further incorporated into a regional perspective that helps to build a vibrant metropolitan area. The "New Regionalism" would take neo-traditional planning or the New Urbanism beyond isolated planning at the neighborhood scale to include:

1. Limiting New Development to Designated Growth Areas;
2. Fostering Suburban Development Based on Traditional Neighborhood Design Principles;
3. Encouraging Infill Development and Urban Revitalization, and;
4. Preserving an inter-connected Regional Open Space Network.

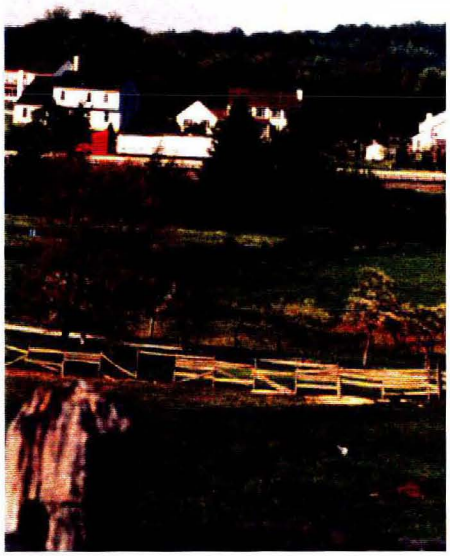
Many residents of the Delaware Valley already live in neighborhoods that provide a mix of uses and housing types, transportation options other than the automobile, human scale development, and a strong community identity. In fact, the New

Urbanists look at the older neighborhoods and communities of regions such as this as models for their planning principles. These neighborhoods may be located in Philadelphia or in the region's other cities, boroughs, villages and first generation suburbs. However, many (but not all) of these places have been losing population and jobs to newer suburban development on the metropolitan fringe. Typically single-use and low-density, this new development leaves residents and employees entirely dependent on their cars for all trips, increasing traffic congestion and air pollution. Such land use patterns result in exponential losses of open space and farmland, and increases in public expenditures on new roads, sewer and water systems, schools and fire departments, at the expense of existing infrastructure.

Studies have shown that the fortunes of a region are directly correlated to the conditions of its central city. Where cities tend to be robust and productive, suburbs also prosper, but where population and economic growth disparities are greatest between city and suburb, suburban growth lags.[1] The "New Regionalism" challenge facing the Delaware Valley is therefore two-fold: First, to promote infill and redevelopment in existing developed communities and to channel new development into designated growth areas; and second, to encourage both the development and redevelopment taking place in city and suburb to adhere to the best principles of New Urbanism.

PURPOSE OF THIS REPORT

In 1995, DVRPC adopted The Year 2020 Long-Range Land Use and Transportation Plan for the region. The plan promoted integrating land use and transportation in order to create a more livable region. Its main tenet is to concentrate development in centers, corridors and identified future growth areas where infrastructure is already in place or is planned. Areas outside the centers, corridors and future growth area are to remain as rural, agricultural or as undisturbed natural areas. Since the adoption of the Year 2020 Plan, DVRPC has embarked on various implementation efforts. A DVRPC report, *Reinvesting in Cities,* identified the specific transportation infrastructure needed in Philadelphia, Camden, Trenton and Chester to support revitalization and economic development. Local corridor studies have defined the transportation and land use initiatives required along several suburban travel corridors. The Commission has also embarked on a number of local greenway implementation plans as a means to

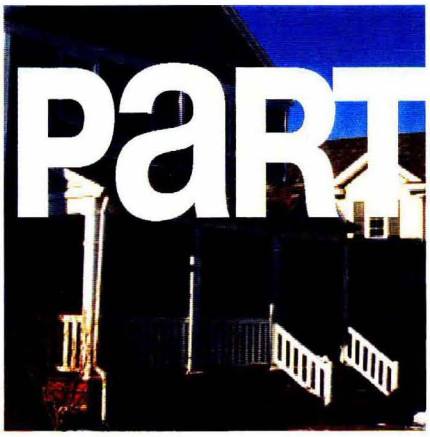


[1]Hershberg, Theodore, "The Case for Regional Cooperation," Center for Greater Philadelphia, University of Pennsylvania, 1994, and Suchman, Diane R., "Urban Change and Infill Housing Development, ULI on the Future - Creating More Livable Metropolitan Areas, Urban Land Institute, 1997.

implement the open space and natural resource protection goals of the 2020 Plan.

DVRPC is now embarking upon an effort to revisit the policy assumptions of the Year 2020 Plan and extend its forecasts and vision to the year 2025. The purpose of this report is to build upon the strategies introduced in the Year 2020 Plan and provide more detailed guidance on developing and redeveloping well-planned communities. The report does not include all the planning principles, tools and programs available to build livable communities at both the neighborhood and regional scale; the subject is very broad and complicated, and has been well covered in the documents listed in Appendix B. Instead, this report focuses on the major concepts of New Regionalism; briefly explains key strategies and design principles for enhancing livability at the neighborhood and regionwide scale; and presents local case studies of how various localities in the Delaware Valley are applying these principles to make themselves more livable.

By offering a new vision of development in the Delaware Valley, DVRPC hopes New Regionalism will spur a public dialogue about changing how land use and transportation development decisions are made. The report first defines New Regionalism by further describing how the concept evolved from New Urbanism, what it should encompass, its benefits, and the alternatives. Part Two describes strategies and design guidelines for enhancing livability at the neighborhood and regionwide scale. Part Three discusses implications for New Regionalism in the 21st Century. Appendix A provides recommendations for actions at public and private levels to achieve this new vision.



PART ONE

What is "New Regionalism"

EVOLUTION OF "NEW URBANISM" INTO "NEW REGIONALISM"

The ideas behind New Urbanism hit nationwide newsstands in May of 1995 when *Newsweek* featured an article titled, "Bye Bye Suburban Dream - 15 Ways to Fix the Suburbs." Some of these 15 ways included: make the streets narrower to slow traffic and foster neighborhood cohesiveness; build front porches to invite more social interactions; and make better pedestrian connections between residential and commercial areas to reduce reliance on the car. A little more than a year later, in September 1996, *The Atlantic Monthly* featured an article by James Howard Kunstler titled "Home from Nowhere - How to Make Our Cities and Towns Livable." This article also railed against the current pattern of suburban sprawl, citing the principles of New Urbanism to create places "worthy of our affection." The New Urbanism has also received national attention through the efforts of the Walt Disney Corporation and the fanfare surrounding their neo-traditional planned town Celebration, in central Florida. Extensive work by award-winning new urbanist designers Andres Duany, Elizabeth Plater-Zyberk and Peter Calthorpe have helped bring the movement into the mainstream.

All this media attention has fostered a broader awareness of and appreciation for development

alternatives to conventional suburban sprawl. New Urbanism's appeal of a more socially engaging lifestyle where neighbors wave to each other from front porches and can walk to the corner grocer is said to have captured the imagination of the American public like no other planning movement in recent history.[2] Indeed, at a time when "lack of community" is being blamed for many social ills[3] it is no wonder that the New Urbanist solution is gaining popularity. However, there is a danger that the renewed interest in Traditional Neighborhood Development and the reliance some have placed on it to cure the ills of sprawl may lead certain developers to use the movement's appeal to gain approval for large Neo-Traditional style projects in inappropriate areas.[4] The most widely publicized examples of New Urbanism - Seaside in Florida, Laguna West in California and the Kentlands in Maryland - are, in fact, all built on the fringe of

[2]Fulton, William, The New Urbanism - Hope or Hype for American Communities, Lincoln Institute of Land Policy, 1996, p. 1.
[3]Ibid.
[4]Ibid, page 21.

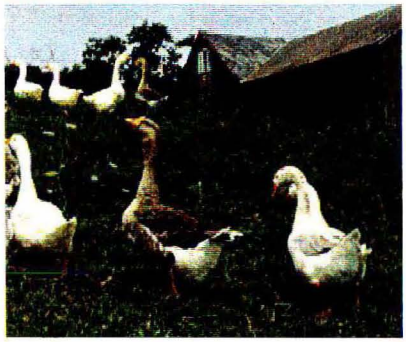
existing urbanized areas.[5]

When favoring new towns on former greenfields, New Urbanists are overlooking traditional neighborhood design applications in existing communities. New towns would make little sense in the Delaware Valley, where there are already many existing developed areas well served by transit and other infrastructure that are ripe for infill and redevelopment, and many areas of prime agricultural soils, sensitive natural features, and unique rural landscape that should be preserved. Creating new neighborhoods on the periphery of metropolitan areas, away from transit and other infrastructure, at the expense of existing communities and former open space, would aggravate the problems associated with suburban sprawl that New Urbanism was originally intended to solve. More promising for the livability of the region would be efforts aimed at transforming areas already affected by the forces of sprawl into higher density, mixed use, transit oriented communities with amenities like safe parks and greenways, thereby preserving more of the Delaware Valley's remaining rural and natural landscapes. Expanding the scope of New Urbanism, New Regionalists need to again capture the imagination of the public to build a *region*, as Kunstler says, "worthy of our affection."

WHAT NEW REGIONALISM NEEDS TO ENCOMPASS

New Regionalism expands the principles of New Urbanism to the metropolitan scale. This is a much more complicated task than planning a neighborhood, because it requires cooperation from so many more people and the jurisdictions they represent. In the Delaware Valley, with 353 municipalities each making their own land use decisions, the basic tenets of New Regionalism must provide sufficient flexibility and self-determination while simultaneously shaping a desirable and sustainable region. Four such principles are presented for the Delaware Valley:[6]

1. *Design with the entire Philadelphia metropolitan area in mind since the region embodies the basic economic, environmental and cultural unit within which people live, work and play.*



Although the Delaware Valley functions as a region, with the City of Philadelphia as its core, jurisdictions have sometimes acted on their own without regard to the consequences on their neighbors or the region as a whole. Successful implementation of the New Regionalism is closely tied to how Delaware Valley residents view the relationship between their immediate neighborhood and the region. Fortunately, there are many agencies and organizations working to promote a common vision and identity for the region.

2. *Build upon the Delaware Valley's unique natural, cultural and physical assets to reveal its inherent potential through an intensive regional analysis, rather than impose standard planning solutions.*

Through DVRPC's Year 2020 Plan and numerous other studies, regional assets such as an extensive transit network, rich agricultural soils, rare habitats and species, and unique historic and scenic resources, have all been well documented. DVRPC's DIRECTION 2020 Policy Agenda, Guiding Regional Growth and Moving People and

[5]Young, Dwight, Alternatives to Sprawl, Lincoln Institute of Land Policy, 1995, p. 15.

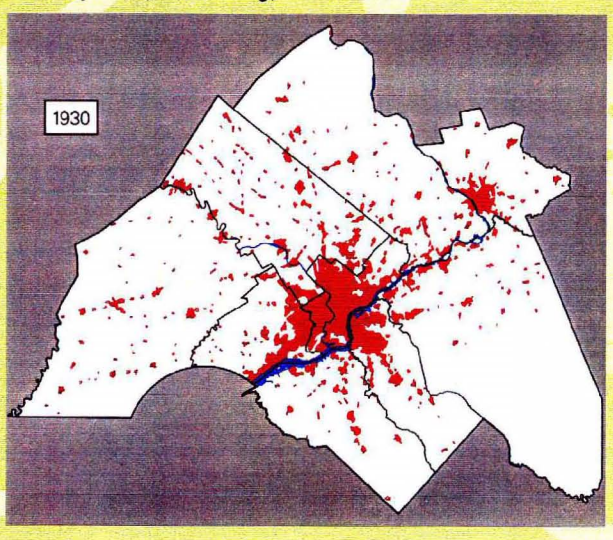
[6]Adapted from New Regionalists principles listed by William Fulton in The New Urbanism - Hope or Hype for American Communities, Lincoln Institute of Land Policy, p.22.

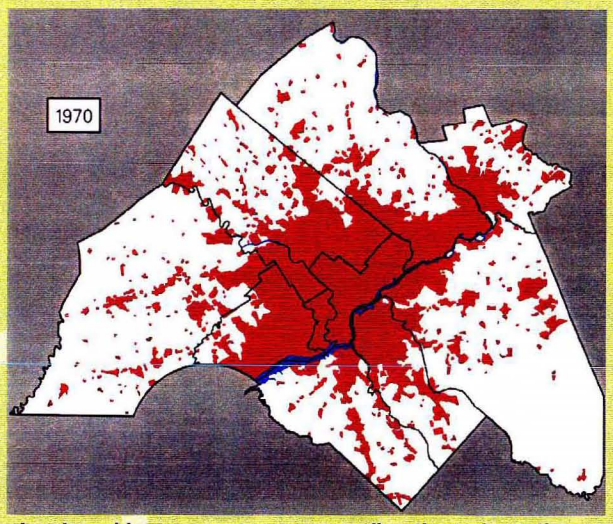
Historical Perspective on Center Development in the Delaware Valley

The historical pattern of development in the Delaware Valley is a reflection of a variety of economic, social and technological forces which shaped many of the older, urban regions in the North East. The settlement of Philadelphia developed along the Delaware and Schuylkill Rivers in the 17th century, both dependent upon and capitalizing on the water for survival and transportation. The main settlement was soon surrounded by small farms and villages, which followed the terrain and natural features and were connected by simple dirt roads.

An expanding population coupled with the beginning of the industrial age in the 19th century led to increasing urbanization and the construction of infrastructure. New and wider roads, canals, bridges and railroads were built to serve the needs of a rapidly expanding industrial base. Major towns and cities were established in Pottstown, Trenton, Camden, Norristown and Chester. Residential development was concentrated in these industrial and employment centers, surrounded by open spaces and farmlands.

The early 20th century saw the development of low cost electricity and the extension of electrified commuter rail and trolley lines. These lines were constructed radially from the City of Philadelphia out into its surrounding areas and served to encourage a dispersal of development, as housing, service and retail activities

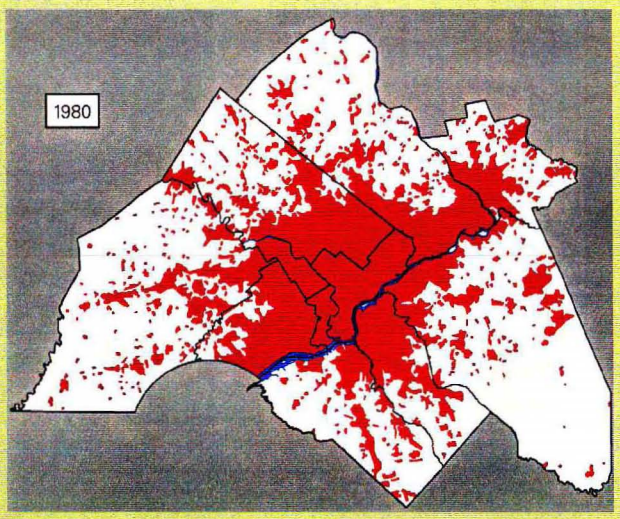


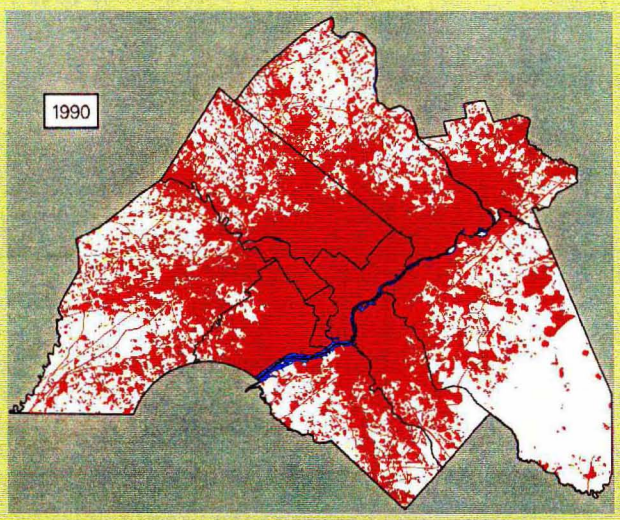


developed in new centers surrounding the train stations along each route.

As automobiles became increasingly popular, roadway construction dominated. The personal car and the network of roadways constructed to serve those cars enabled new development to locate almost anywhere in the region, and low-density, single-use development became the norm. The post-World War II building boom furthered a pattern of decentralization through the construction of suburban shopping malls, apartment complexes, large scale suburban housing developments and office and business parks. Between 1930 and 1970 the region grew by leaps and bounds, as former farmlands became residential subdivisions and roadway construction continued to encourage suburbanization and decentralization.

Since 1970, these trends have accelerated, as population and employment growth in the suburbs has been matched by population and employment losses in Philadelphia. While Center City Philadelphia remains the region's largest employment center, newer suburban centers are competing successfully with older urbanized areas for employment, housing and shopping. New development in the region continues to be primarily low-density, single-use development, often on former farmlands. Population in the older cities, boroughs and towns is either stable or declining, and older suburban commu-





nities adjacent to urban areas are now beginning to realize population losses.

Today, the Delaware Valley's identified centers tend to be located along the region's highway and transit corridors, having developed around transit stops or at major crossroads. Many of the region's older boroughs and existing centers, such as Narberth in Montgomery County or Haddonfield in Camden County, represent classic examples of "livable," neo-traditional communities, due in large part to the historical time period and economy in which they developed. Both of these boroughs are of walkable scale; are relatively compact; are easily accessible by public transit; have a logical street pattern; incorporate a variety of housing types, styles and sizes; and integrate a complementary mix of land uses as well as quality open spaces.

Goods (the land use and transportation elements of the 2020 Plan), and subsequent studies have also shown how sprawl development patterns threaten these assets, why it's important to protect them, and which specific efforts, by whom, need to be taken. Additional studies by other organizations have provided a wealth of information about the region.

3. *Rebuild and reclaim existing communities first, before building on greenfield sites, since the Delaware Valley contains a well-developed network of older villages, boroughs, cities and first generation suburbs.*

The Delaware Valley boasts an almost 400 year legacy of historic settlements. (See "Historical Perspective on Center Development in the Delaware Valley"). Not only do these villages, towns, cities and early suburbs display the heritage of the Philadelphia area, they are also more efficient to infill or redevelop than building new neighborhoods on greenfields because they already have infrastructure in place.

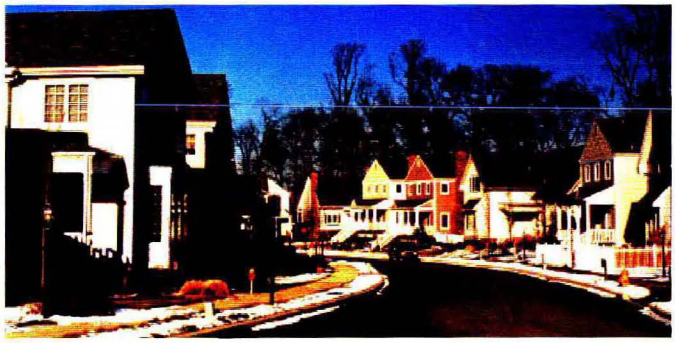
4. *Provide people with meaningful choices about where and how they live, recognizing that residents of the Delaware Valley have a wide range of needs, values and goals for themselves and their communities.*

The Philadelphia area has a rich mosaic of racial, ethnic, religious and lifestyle diversity, coupled with a variety of urban, suburban, town, village and farmstead settlement patterns. No one solution will fit everyone's, or every place's, needs. New Regionalism strategies must take into account vernacular styles and citizens' particular desires and values.

BENEFITS OF NEW REGIONALISM

Reconsidering planning at both the neighborhood and regional scale can lead to the creation of revitalized centers of activity and a more sustainable pattern of development across the region. Many benefits of implementing principles of New Regionalism are related to an improved quality of life for the region's residents, a better business climate for the region's employers, and a more sustainable pattern of development for the region as a whole.

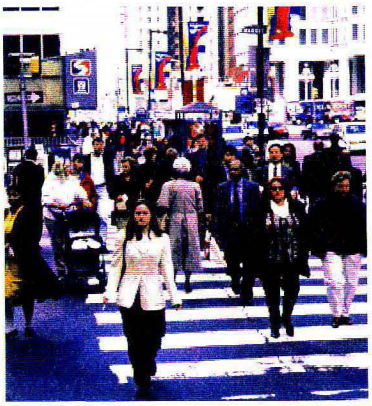
Benefits to the residents of livable communities include:



- greater diversity of neighborhood styles, housing types and lifestyle options;
- greater supplies of affordable housing provided through a range of residential densities and unit costs;
- enhanced opportunities to utilize public transit, resulting in fewer cars per household, savings from which can be reinvested into better housing;
- improved social interaction between neighbors;
- an improved environment for pedestrians and bicyclists; and
- an enhanced sense of place that promotes community identity, pride, cohesiveness and reinvestment.

Benefits of the New Regionalism to the region's businesses include:

- easy access for employees reduces stress, increases productivity, decreases tardiness and absenteeism;



• easy access for clients and customers increases market penetration and sales as well as customer satisfaction and disposable income;
• the efficient and economical distribution of goods and services results in fewer time delays due to congestion and better use of the existing infrastructure;
• high quality environments that are both aesthetically pleasing and comfortable increases customer flow, enables employers to recruit better employees, improves employee morale and improves the company's public image;
• reduced on-site parking (to encourage pedestrian and transit activity) lowers site development costs and makes more space available; and
• retention and attraction of companies and labor due to the high quality of life afforded by the sustainable pattern of development. This includes the preservation of rural landscapes, which support a cleaner environment, recreational opportunities and scenic vistas, together with well-planned communities that provide a variety of housing types and prices, transportation options, mixed uses and civic activity.

Benefits to the sustainability of the region include:

• a reduction in the number and length of automobile trips, thereby reducing traffic congestion and improving air quality and public health;
• maximizing use of existing infrastructure, thereby conserving limited public monies;
• revitalizing urban areas, making for a more prosperous and unified regional economy;
• preserving open space for groundwater recharge, protection of water quality, provision of wildlife habitat, recreational opportunities and scenic views; and

• preserving agriculture to support local economies, provide fresher products to the community, and protect the farming heritage of the area.

One analysis that quantified the infrastructure cost savings from building more compact communities was published by the Urban Land Institute in 1989.[7] A review of studies from the 1950's to the 1980's showed that higher density housing had significantly lower costs per unit than conventional, lower density subdivisions, due to reduced costs for streets, sewer and water systems, storm drainage, and the need for additional schools.

The ULI report extracted data from the studies reviewed to assemble a cost matrix showing the range of capital costs of development by a variety of densities and dwelling types, in 1987 dollars. When all capital costs were totaled for streets, sewers, water, storm drainage and schools, the total cost for low-density sprawl (3 dwelling units per acre, noncontiguous growth) was found to be slightly more than $35,000 per dwelling unit. If that development was located 10 miles from the sewage treatment plant, the central water source, the receiving body of water, and the major concentration of employment, almost $15,000 per dwelling unit was added to the cost, for a total of $48,000 per dwelling unit (excluding housing construction and land acquisition costs). Costs of infrastructure could be reduced to about $24,000 per unit (the total cost of streets, utilities, and

[7]Frank, James E., The Costs of Alternative Development Patterns - A Review of the Literature, Urban Land Institute, 1989, pp. 39-41.

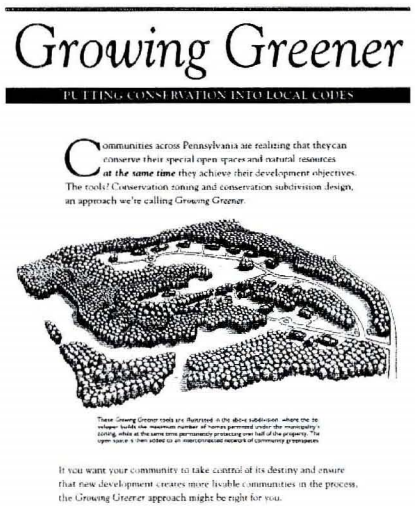
schools) for developments averaging 12 units per acre with a mix of housing types (equal numbers of garden apartments, townhouses, single-family and high-rise apartments) and by locating developments close to central facilities and employment centers. Costs could be reduced to less than $18,000 per unit by choosing a central location, using a mix of housing that is 30% single-family detached and townhouses and 70% apartments, and by planning contiguously instead of leapfrogging.

Another assessment of infrastructure needs, from the 1992 New Jersey State Development and Redevelopment Plan (SDRP), revealed that if the state continues its pattern of suburban sprawl (the trend pattern), there is a projected $20 billion shortfall in revenues that will be available to meet infrastructure needs to the year 2010.[8] However, if the state was to follow the pattern of growth that emerged from the Cross-Acceptance process and was reflected in the Interim Plan (redirecting growth into development centers, defined as existing or future compact, mixed-use communities) part of the $20 billion shortfall in revenue could be erased. The study concluded that the pattern of growth recommended in the Interim Plan compared to the trend pattern could result in the following savings for New Jersey taxpayers:

- A savings of $700 million in road costs during the planning period;
- A savings of $562 million in water supply and sewer infrastructure costs during the planning period;
- A savings of $178 million in school capital facilities during the planning period; and
- A savings to municipalities and school districts of $380 million in operating costs each year by the year 2010.[9]

Although there is currently no state plan promoting livability at the community or regionwide scale in Pennsylvania, certain state agencies have adopted policies and actions that support the principles of New Regionalism. For example, the Pennsylvania Department of Transportation's (PennDOTs) vision for transportation in the 21st century is a *"system that helps to shape and serve livable communities in all areas of the state."* PennDOT recognizes that the location of new and upgraded roads, interchanges and intersections is an important factor in overall land use, and that transportation resources must be sited appropriately to prevent sprawl and preserve farmland, open space and natural features.[10]

To help municipalities use the development process to their advantage to protect interconnected networks of open space such as natural areas, greenways and recreational land, the Pennsylvania Department of Conservation and Natural Resources (DCNR) has collaborated with the Natural Lands Trust, Inc. and the Pennsylvania State University Cooperative Extension Service to produce a how-to booklet and to run hands-on workshops. Called Growing Greener, the publication explains how municipalities can make several small, but significant changes to their comprehensive plan, zoning ordinance and subdivision and land development ordinance to preserve more than half of a subdivision site, while still protecting land owner equity. With proper planning, preserved lands can be added to an interconnected network of community green spaces. Funding for this collaborative effort is also provided by The William Penn Foundation and The Alexander M. Stewart Foundation.


Growing Greener

PUTTING CONSERVATION INTO LOCAL CODES

Communities across Pennsylvania are realizing that they can conserve their special open spaces and natural resources *at the same time* they achieve their development objectives. The tools? Conservation zoning and conservation subdivision design, an approach we're calling Growing Greener.

These Growing Greener tools are illustrated in the above subdivision, where the developer builds the maximum number of homes permitted under the municipality's zoning, while at the same time permanently protecting over half of the property. The open space is then added to an interconnected network of community greenspaces.

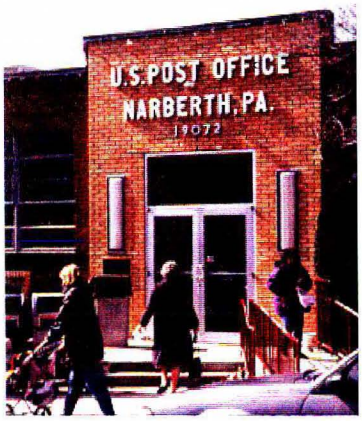
If you want your community to take control of its destiny and ensure that new development creates more livable communities in the process, the Growing Greener approach might be right for you.

[8]Rutgers University Center for Urban Policy Research, "Assessment of Infrastructure Needs." New Jersey State Development and Redevelopment Plan, 1992, p. 125.

[9]Ibid, pp. 126-127.

[10]Pennsylvania Department of Transportation, Measuring Performance, Meeting Goals, Moving Forward - Pennsylvania Policy Plan Performance Report II, August 1997, pp. 23-24.

A TALE OF TWO CITIES



Brief comparisons between two of the region's older centers (Narberth Borough in Montgomery County and Haddonfield Borough, in Camden County) and two newer, lower density townships (Worcester in Montgomery County and Moorestown in Burlington County) demonstrate the potential benefits of compact, traditional neighborhood designs.

(Data for both tables is from the 1990 census and the DVRPC 1990 land use file. Average dwelling units per acre was calculated by dividing total household units by acreage in residential uses. Average employees per acre was calculated by dividing employees by acreage in all employment land use categories).

Each pair of municipalities is similar in total population and median income, but very different in terms of population density, average dwellings per acre, average employees per acre, and access to public transit (Narberth and Haddonfield are both well served by SEPTA and PATCO/ NJT, respectively). In turn, each is significantly different in terms of vehicle ownership, the means by which most people travel to work, and potential for reverse commuting.

In both cases, the denser boroughs have a greater percentage of residents using public transit and

A TALE OF TWO CITIES

	Narberth Borough	Worcester Township
1990 population	4,278	4,686
Area in Square Miles	0.47	16.22
Households	1,981	1,735
Persons/sq. mile	**9,102**	**289**
Average dwelling units/acre	**10.6**	**1.1**
Median family income	$54,866	$55,000
1990 employment	1,812	1,916
Jobs/housing ratio	0.87	1.05
Average employees/acre	**54**	**4**
Average vehicles per household	1.53	1.97
Workers using personal vehicles to get to work	74%	93%
Workers using public transit	**13%**	**2%**
Workers using carpools	6%	6%
Workers using some other mode (e.g. walking)	8%	0%
Households with no car	**12%**	**3%**
Households with 1 car	**48%**	**28%**
Households with 2 or more cars	**40%**	**69%**

A TALE OF TWO CITIES

	Haddonfield Borough	Moorestown Township
1990 population	11,628	16,116
Area in Square Miles	2.84	14.91
Households	4,491	5,830
Persons/sq. Mile	**4,094**	**1,081**
Average dwelling units/acre	4.7	2.4
Median family income	$66,917	$64,668
1990 employment	5,810	8,102
Jobs/housing ratio	1.29	3.27
Average employees/acre	**40**	**22**
Average vehicles per household	1.76	1.92
Workers using personal vehicles to get to work	**79%**	**90%**
Workers using public transit	**13%**	**3%**
Workers using carpools	9%	6%
Households with no car	**6%**	**5%**
Households with 1 car	**35%**	**26%**
Households with 2 or more cars	**59%**	**69%**

fewer residents driving a personal vehicle to work, and residents on average own a fewer number of automobiles. In Narberth in particular, 12% of the households do not own an automobile for personal use, and an additional 48% of the households own only 1 vehicle. Compared with Worcester, Narberth has 250 more households, but at least 350 fewer cars. Both Narberth and Haddonfield also benefit from centrally located commercial areas that are walkable for most borough residents. Moorestown also has an older, pedestrian scale commercial area, but more recent suburban style development in the township makes it less walkable for most residents. In addition, in Moorestown Township, 90% of the resident workers drive their own car to work and over 45% drive 20 minutes or more to work, despite the fact that there are over 3 jobs for each occupied housing unit located within the municipality (jobs/housing ratio of 3.27).

These characteristics have obvious local and regional impacts, both in terms of reduced congestion and improved air quality and in increased disposable income available to the residents. Each automobile consumes approximately $5,000 per year in total ownership, insurance, operation and maintenance costs. Owning fewer vehicles per household provides more income for housing or other needs.

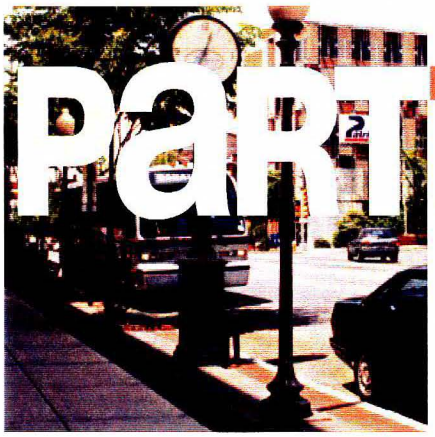
WHAT IS THE ALTERNATIVE?

From 1970 to 1990, the Philadelphia metropolitan population grew by just 1%, or 60,000 people, but developed land within the region increased by a total of 180,000 acres as the population dispersed from Philadelphia to the surrounding suburbs. This development trend - a rate of 1 acre of land developed per hour over the 20 year period - represents a significant loss of the farmland, woodland and open space resources in the region. It also reflects the movement away from the area's core and inner suburbs, the places with existing infrastructure and the communities best served by transit and pedestrian connections.

Regional forecasts prepared by DVRPC for the year 2020 show a trend of continued growth in suburban areas and slow or no growth in the region's cities. A continuation of these trends in the cities would mean a shrinking tax base, increased social costs, and underutilized infrastructure. In the suburbs, traffic congestion, limited mobility, loss of open space and farmland and a diminishing supply of affordable housing are already major concerns. As this pattern of growth continues, the City of Philadelphia's economy will become more disconnected from its suburbs, and first generation suburbs, particularly those in the inner-ring, will continue to lose their main advantage - location. The autonomy that these and other suburban localities originally considered an asset may eventually become their biggest handicap, because, on their own, these places lack resources and political power to overcome problems associated with disinvestment.

As the Delaware Valley approaches the year 2000, it teeters on the cusp of whether it will remain a region for the most part considered "livable." Today, many people still have transportation options other than the car, many neighborhoods are still vibrant with a mix of activities and social interactions, and there are still localities with a strong sense of pride in their unique identity. Will we build on these strengths, or continue the trend toward additional sprawl style development and its repercussions? New Regionalism proposes a scenario where most new growth is retained within a growth boundary, where residential, commercial and civic areas are connected in a fashion that promotes real communities, where the circulation system functions for pedestrians and bicyclists as well as cars and is supported by a regional transit system, and where open space forms a continuous network protecting valuable natural resources and providing sufficient recreational opportunities for a growing population.

The next section describes specific tools that can be used by communities to improve their design and character in the context of a regional vision. Municipal case studies are presented to highlight some local innovations and opportunities.



PART TWO

Strategies and Design Guidelines for Enhancing Livability

New Regionalism proposes an integration of transportation, land use and design strategies to enhance community and regional livability, recognizing that a person's quality of life is linked to their ability to access jobs, services and recreation. This chapter presents land use, transportation and growth management strategies, as well as specific site and unit design guidelines that support New Regionalism.

GROWTH MANAGEMENT POLICIES

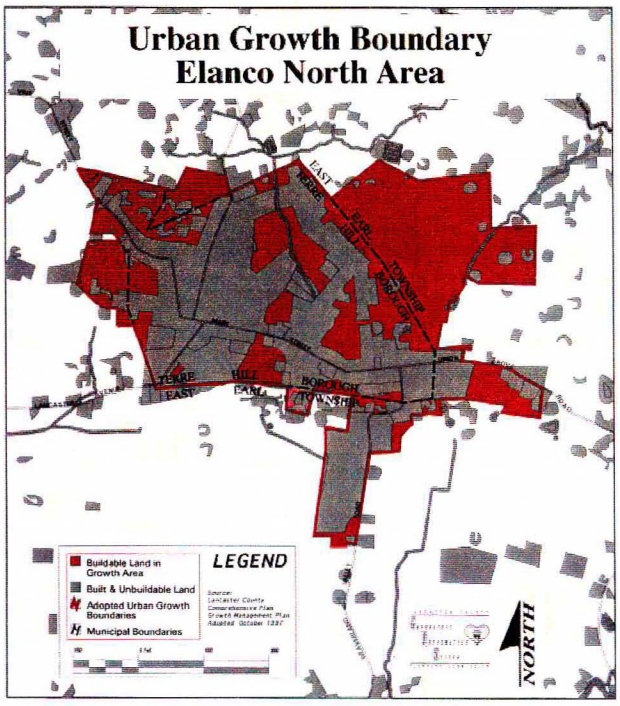
New Regionalism supports the growth of the Delaware Valley, utilizing tools that provide for an efficient and equitable growth pattern. These include identifying urban or regional growth boundaries, facilitating center development, supporting in-fill development, redeveloping "brownfields" and other sites at the urban core, and preserving inter-connected systems of open space.

Urban Growth Boundary

An urban growth boundary is a growth management tool used to concentrate growth in specific locations and prevent sprawl in others. The boundary is a geographic delineation marking the separation of urban or suburban areas where more intense development is appropriate from an area where land should remain predominantly rural or in its natural state. By limiting development outside of the growth boundary, jurisdictions must also commit to planning for the infrastructure needed to support growth within the boundary. In this way more intense development dependent on public services will be encouraged and supported within the boundary, abating development pressure outside the boundary. While some growth will occur outside the demarcation, it should be more limited and less intense than within the boundary.[11]

Portland, Oregon drew its growth boundary in response to the Oregon Land-Use Act of 1973, and average lot size has since decreased from 13,000 square feet to an average of 8,500 square feet (from 3 to 5 units per acre).[12] Closer to home, neighboring Lancaster County uses urban growth boundaries as the major growth management tool for the burgeoning county. The county plan identified 13 multi-municipality Urban Growth Areas, with each including either Lancaster City or one or more boroughs. Village Growth Boundaries separating traditional settlements and areas appropriate for future development from the surrounding rural countryside were also identified. To date, of the 26 municipalities identified for Urban Growth Boundaries, 20 have adopted measures that implement the Urban Growth Boundary, 3 are in the process of adopting measures, and the county is continuing to work with the remaining 3. In addition, 14 Village Growth boundaries have been

[11]Chester County Planning Commission, Landscapes Community Planning Handbook - A Toolbox for Managing Change in Chester County, May 1997, Tool#2-1.
[12]Dunphy, Robert T. , "Transit-Oriented Development: Making a Difference?," *Urban Land*, July, 1995.



established. Implementation measures have included new and revised municipal comprehensive plans and ordinances such as agricultural zoning and transfer of development rights programs.[13] Within the region, Chester County has prepared and adopted a Comprehensive Plan called *Landscapes* which further promotes the idea of growth boundaries, based upon an incentive program and mutually-agreed upon municipal plans. (See *Landscapes* case study on page 18.)

For the nine-county Philadelphia metropolitan area, the Delaware Valley Regional Planning Commission's Year 2020 Long-Range Plan proposes a regional growth boundary within which growth would be encouraged and supported and outside of which major investments that might support growth would be discouraged. (This is shown as "Future Growth Area" on the 2020 Land Use Plan depicted on page 29.) DVRPC and other agencies are directly implementing this policy in several ways. First, DVRPC staff and the Regional Transportation Committee utilize the regional growth boundary as guidance in the Transportation Improvement Program (TIP) ranking and selection process to better quantify how closely a proposed project meets the goals of the Year 2020 Plan. Currently, the TIP is the culmination of the transportation planning process and represents a consensus among state, county and regional officials as to what improvements to pursue. Regionally significant projects must be drawn from the region's Year 2020 Plan, and all projects in the TIP must help implement the goals of the plan. Transportation projects that would create significant new capacity and hence induce growth are not permitted outside of the defined growth boundary.

Second, DVRPC is reviewing and commenting on applications to the Pennsylvania Infrastructure Investment Authority (PENNVEST) with respect to an application's location within the regional growth boundary and its consistency with the Year 2020 Plan. PENNVEST is an independent agency of the Commonwealth of Pennsylvania which provides low-interest loans for drinking water, wastewater treatment and storm water management projects. DVRPC plays a similar role in southern New Jersey through its review authority with the Tri-County Water Quality Management Board, covering Burlington, Camden, and Gloucester Counties. This interagency coordination is significant because inappropriate projects in rural areas, with no infrastructure, transit or nearby employment centers are now much less likely to be funded, significantly reducing one of the major causes of sprawl in the Delaware Valley.

Third, DVRPC created a model to ensure that there was sufficient future growth area delineated in each municipality to accommodate the forecasted population and employment growth to the year 2020. These forecasts are being reviewed and revised in Fiscal Year 1999, as necessary. The municipal forecasts are used as inputs to determine future needs for transportation, sewer, water, schools and other public expenditures, and are used by the private sector to gauge where growth and future development is expected.

[13]Scott Standish, Chief County Planner, Lancaster County Planning Commission, telephone conversation 9/29/98, and Lancaster County Comprehensive Plan.

Chester County Landscapes

Source: Chester County Planning Commission, 1997

Chester County grew by over 41,000 people, or 11.1% between 1990 and 1997, and is expected to gain another 42,000 people in the coming decade (DVRPC). Recognizing the growth coming their way, the Chester County Commissioners directed the Chester County Planning Commission in 1995 to conduct a public opinion survey and a series of regional workshops for residents and municipal officials. By a 10 to 1 margin, residents responded that they supported concentrating development rather than continuing the pattern of sprawl that has characterized growth in recent decades.

With that mandate, the planning commission developed a comprehensive plan, entitled Landscapes, which encourages the establishment of growth boundaries in Chester County. The plan identifies growth boundaries around four types of landscapes; natural, rural, suburban and urban, and proposes key actions to protect, maintain and enhance the character of each. Since the Pennsylvania Municipalities Planning Code gives municipalities, not counties, jurisdiction over land use, the county plan serves as a framework for the county and municipalities to work together toward consistency through a "Vision Partnership."

The Vision Partnership involves municipalities signing resolutions of support for the growth boundaries and other Landscapes concepts. According to the Plan, after a municipality has joined the Vision Partnership, it is then eligible for the following technical and funding assistance from the County:

1. A thorough review of local plans and ordinances to identify changes necessary to implement the Vision.
2. Identification of growth boundaries appropriate to both the municipality and the Vision.
3. Approximately $50,000 to $70,000 is available to each municipality to fund changes to local plans and ordinances to implement the Vision, as detailed in the municipal review prepared by the County. Two or more municipalities that join together to implement the Plan through a regional comprehensive plan, zoning ordinance or transfer of development rights program will be funded at a higher level.

The County Commissioners will further implement the Plan by establishing a policy to not give other county grant money, such as the Open Space Program or Community Development Block Grants, to municipalities that have not joined the Vision Partnership.

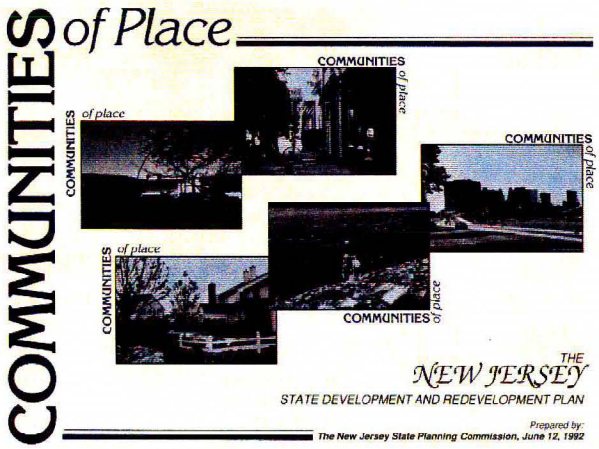
Two years after the plan's adoption in July, 1996, 68 of the county's 73 municipalities had signed the Vision Partnership. About 57 municipalities have had their plans and ordinances reviewed for consistency with Landscapes, and at least 20 municipalities have finalized contracts (funded by the county) to revise their zoning and subdivision and land development ordinances. In addition, the five municipalities within the Kennet Region are working towards a regional comprehensive plan. It is anticipated that more of the county's municipalities will utilize the county grant money to bring their local plans and ordinances into consistency with Landscapes, creating the first truly enforceable growth boundary in the Philadelphia region.

For more information, contact: Wayne Clapp or Bob Walker, CCPC, 610-344-6285
Sources: Landscapes; Chester County 2020 - 1997 Conference Report

Facilitating Center Development

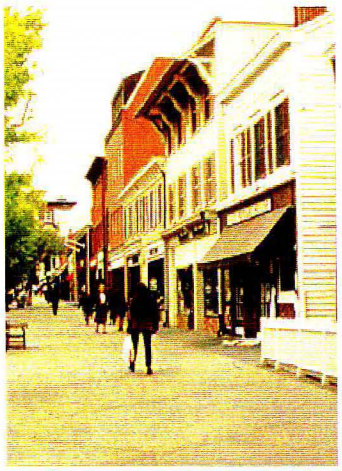
New Jersey's Centers

The New Jersey State Development and Redevelopment Plan (NJSDRP), *Communities of Place*, adopted in June of 1992, is based on the concept of development centers, defined as existing and future compact, mixed-use communities



where future growth should be focused. The policies of the Plan are designed to foster and support growth in these centers. The Plan identifies a series of five planning areas and five different types of centers, including urban centers, towns, regional centers, villages and hamlets. Over 600 centers are identified in the state, defined based on their physical size and relative densities.

Each of these centers has a core of public or private services and a community development boundary surrounding their core which delineates the geographic limit of planning for future growth. *Communities of Place* notes that each Center will develop based upon its own capacity for growth and the characteristics of the area in which it is located, and advises that all Centers should be planned and maintained so as to develop a unique character and "sense of place."[14] Table I identifies NJSDRP proposed Centers located within the Delaware Valley region. Although these centers are specifically identified in *Communities of Place*, the Plan relies on municipalities and counties to plan for their own centers' development and initiate the planning necessary to obtain formal designation by the State Planning Commission as a Center.



In an effort to assist municipalities and developers in planning for "center" development, the New Jersey Office of State Planning (NJOSP) reviewed existing codes promoting Center development both in New Jersey and elsewhere in the United States. The NJOSP noted the following core features common to all successful centers regardless of size or configuration, which support the principles of the New Regionalism:

- strong pedestrian and/or transit orientations;
- an integrated variety of housing types;
- different uses located in close proximity to each other;
- major public spaces or community facilities sited as community focal points; and,
- good circulation for all modes of transportation.

Since the plan's adoption in 1992, a number of actions by the Governor, Legislature, various State agencies, counties and municipalities have served to help implement the SDRP. The Governor has called upon her Cabinet and other state authorities, commissions and councils to incorporate the Plan into "all state agency programs, policies and decisions," and to provide her with annual reports on their progress.[15] Several key actions taken by the Legislature involve amendments to the Municipalities Land Use Law that support the State Plan's strategy of developing centers, and formally establishing the Urban Coordinating Council and the Office of Neighborhood Empowerment with the charge of addressing revitalization in New Jersey's Urban Centers. Other issues the Legislature

[14]New Jersey State Planning Commission, State Development and Redevelopment Plan - Communities of Place, 1992, page 5.

[15]New Jersey State Planning Commission, New Jersey State Development and Redevelopment Plan: Reexamination Report and Preliminary Plan, June 25, 1997, p. 44.

TABLE I
Centers Identified in the New Jersey State Plan

Center Type	Burlington County	Camden County	Gloucester County	Mercer County
Designated Urban Centers	—	Camden City	—	Trenton City
Existing Towns	Beverly; Bordentown City; Burlington City; Florence Twnshp; Maple Shade; Moorestown; Pemberton Boro; Riverton; Wrightstown	Berlin Boro; Berlin Township; Gibbsboro; Pine Hill; Sicklerville	Clayton; Deptford; Glassboro; Pitman; Swedesboro; Williamstown	Hightstown; Princeton Junction
Existing Regional Centers	Mount Holly	—	Woodbury	Princton Boro; Route 1 (West Windsor)
Planned Regional Centers	Chesterfield Township	—	Elk Township; Logan	I-295 (Hopewell Township)
Existing Villages	Columbus; Cookstown; Crosswicks; Georgetown; Jobstown; Juliustown; New Gretna; Vincentown	—	Clarksboro; Franklinville; Malaga; Mickleton; Mount Royal; Mullica Hill; Newfield; Wenonah	Edinburg; Hopewell; Lawrenceville; Pennington; Robbinsville; Titusville; West Trenton
Planned Villages	Crystal Lake; Georgetown West; Hartford Road; Route 206 (Mansfield)	—	Fairview	Marshalls Corner; Province Line Road (south of Quakerbridge Mall)
Existing Hamlets	Chesterfield; Hedding; Jacksonville; Masonville; Sykesville	—	—	Groveville; North Crosswicks; Windsor
Planned Hamlets	—	—	Route 623 (Harrison)	—

Source: New Jersey State Planning Commission, Communities of Place: The New Jersey State Development and Redevelopment Plan (Appendix C), June, 1992.

Woolwich Township – "Plans for the Environs of a Center"

Woolwich Township in Gloucester County has historically been a predominantly agricultural area, but many of the township's farmers have recently expressed a desire to sell their land and give up farming. While the farmers have shown interest in selling their lands, neither they nor the township leaders want to see their land or community completely paved over for development. Located near the western edge of the county, only 35 minutes from Center City Philadelphia and 30 minutes from Cherry Hill, its excellent access to jobs, transportation, and anticipated availability of land place it squarely in the path of spreading growth. Part of the township has, in fact, been proposed for a large planned mixed use community on the scale of Columbia, Maryland. Due to its near term expected growth, DVRPC classified Woolwich as a Growth Center in the 2020 plan.

Through a grant from the New Jersey Office of State Planning, a team of consultants was hired to prepare a plan for the area surrounding the proposed center in Woolwich Township. The plan recommended actions regarding the township's Master Plan and Zoning and Subdivision Ordinances that would create real communities in the environs of the proposed center while still preserving 75% of the farmland and open spaces. Key recommended actions included a Rural Development Overlay that would provide density bonuses to developers who build on smaller lots, and would also permit mixed uses so that real neighborhoods with retail and services could be created. To further promote the development of true communities in the environs, the plan also recommends:

1. The formation of real estate consortiums among neighboring farmers to pool their land to better deal with larger developers who may wish to build larger villages;
2. An open space plan that coordinates the preserved natural resources, village greens, roadside scenic easements, recreational areas and farmland into an integrated network;
3. A circulation plan that limits access on arterial roads, establishes design standards appropriate for village style development such as reduced street widths, and provides opportunities for walkers and bicyclists;
4. Special coordination among levels of government to deal with wastewater treatment needs of rural villages; and
5. The formation of a Places Task Force that can work with the state and county to deal with the regulations that could stand in the way of these types of developments.

Since the plan was completed in 1996, additional meetings have been held and interest and support among the township, county and state still runs high, but no actual Master Plan or ordinance changes have yet been proposed. Paying for the consultant to make the changes has been a problem for the township, and no potential grant money has been identified. Nevertheless, the consultants are moving ahead with some of the proposed changes, but, until new plans and ordinance language are actually adopted by Woolwich, the "Environs" plan concepts may be threatened by conventional developments.

For more information, contact: Chuck Romick, Director, Gloucester County Planning Department, at 609-863-6661
Sources: Plan for the Environs of a Center, 1996, and New Jersey Office of State Planning Memo volume iii, no. 4, "Planning for the Environs of a Center"

Chesterfield Township's Transfer of Development Rights Program and Village Prototype for Receiving Area

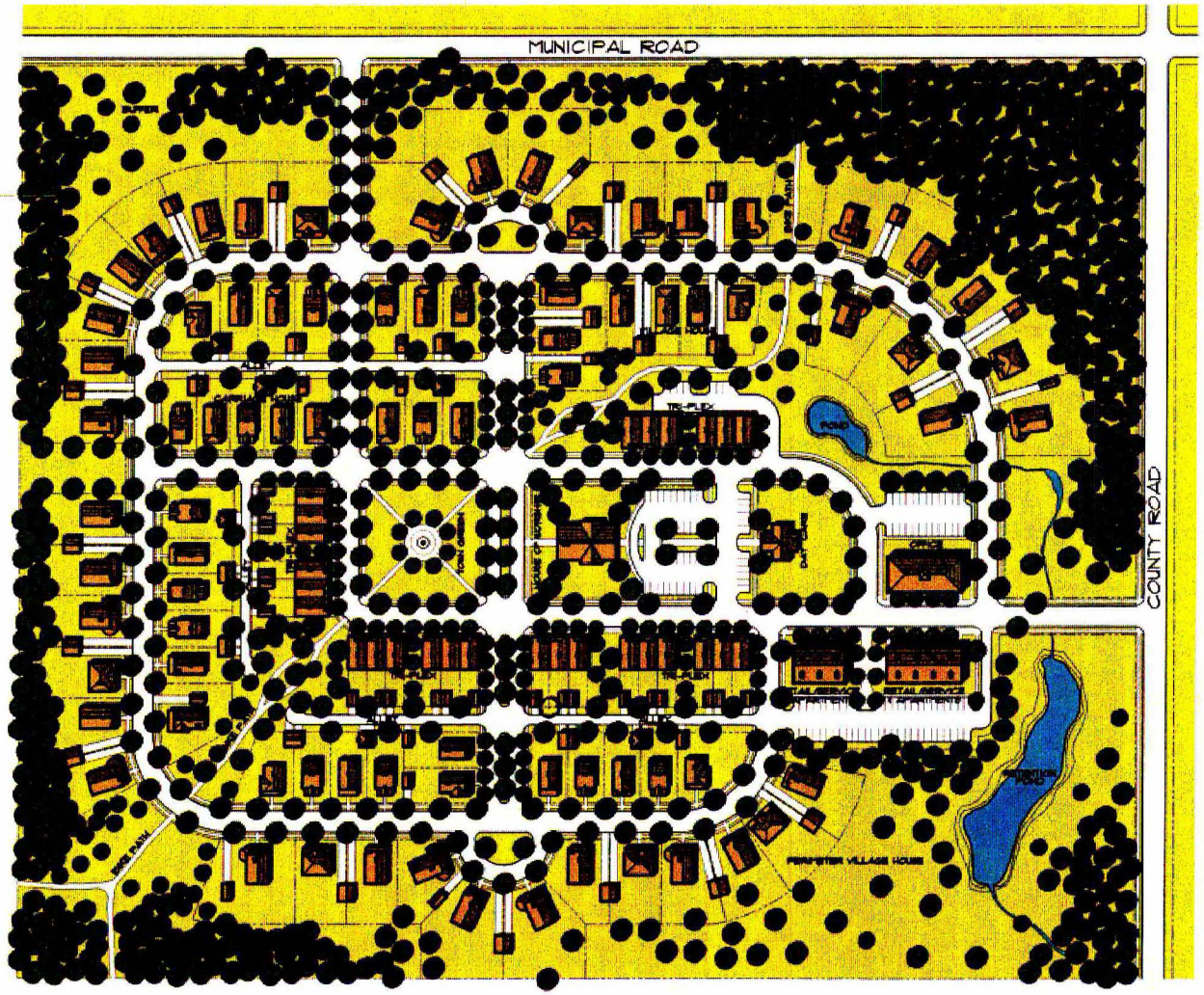
Chesterfield Township, in the northeastern agricultural portion of Burlington County, is in the process of implementing a growth management program designed to balance the preservation of farmland and the promotion of concentrated growth with the preservation of landowner equity. The township adopted a new Master Plan in the fall of 1997 that proposes a voluntary transfer of development rights program. The "sending" zone is an area in which only farming and a development density of one dwelling unit per 33 acres is proposed. The "receiving" zone is intended to become a new center functioning as a compact, mixed-residential community with a core of mixed uses serving employment, shopping, civic and recreational needs of residents of the village and its environs.

The goal of preserving the existing agricultural and rural character of the township is consistent with many of the township's features such as its lack of services, narrow country roads, lack of engineered storm drainage, and dearth of sidewalks coupled with good farming soils, productive farms and various state and regional goals for preserving and enhancing agriculture. However, if the township developed in accordance with its current zoning, a "checkerboard" pattern of housing will result that scatters and fragments farms, threatening the critical mass of land needed to continue viable farming in the area. Chesterfield farms have been very active in easement purchase programs - almost half the township's acreage was involved in either approvals of, or applications for, agricultural easements designed to preserve the farming industry. A lack of funds, not a lack of interest, precludes all interested farms' participation in the easement purchase program. The transfer of development rights program is therefore intended to supplement the limited public preservation monies available by injecting private developer funds into the process, and to concentrate the development that will take place into vibrant, mixed-use communities.

The proposed "sending" zone of the TDR program consists of major blocks of farmland. The Master Plan proposes to transfer development credits out of the agricultural "sending" zone based on soil conditions and the prior zoning. The "receiving"zone, located in the northwest quadrant of the township, was selected because of its relative proximity to the growth corridor in Bordentown and to the Route 130/206 and I-295 corridors, and the area's ability to be relatively self-contained and not negatively impact agricultural operations. Sewer service would be provided using either the State Correctional Institution's sewage treatment plant or several community septic systems. The Master Plan states that one or two smaller receiving areas may also be proposed in the future to expand the existing hamlets of Chesterfield and Sykesville. Guidelines concerning type of land uses, residential densities, non-residential floor area ratios, roads, public uses, infrastructure, vistas and views, recreation, protection of wetlands and floodplains, and preservation of historic resources are also set forth in the Master Plan in order to encourage a sense of community and a small town or village feel in the receiving area.

For more information, contact: Susan Craft, Land Use Coordinator, Burlington County Office of Land Use Planning, at 609-265-5787, and Carl Hintz of Clarke, Caton Hintz at 609-883-8383

Sources: Land Use Element, Chesterfield Township Master Plan Draft, September 1997



TRACT AREA		44 ACRES
DENSITY		2.90 / ACRE
OPEN SPACE		
PASSIVE OPEN SPACE		15.7 ACRES (33%)
TOWN GREEN		.61 ACRES (1.3%)
BUFFERS		
EXISTING DEV. BUFFER		50 FEET
FARM BUFFER		100 FEET

AMOUNT	LOT TYPE	LOT SIZE
27	TRI-PLEX	2500 SF LOT
39	VILLAGE HOUSE	5000 SF LOT
41	PERIMETER VILLAGE HOUSE	8000 SF LOT
15	APARTMENTS	900 SF EACH
6	CARRIAGE HOUSE	900 SF (APT.)
128	TOTAL UNITS	

OFFICE/RETAIL/SERVICE 18,940 SF

GRAPHIC SCALE

TOWNSHIP OF CHESTERFIELD

VILLAGE PROTOTYPE

NORTH

CLARKE · CATON · HINTZ

Source: Chesterfield Township Master Plan, 1998, prepared by Clark, Caton, Hintz

has addressed or is currently working on include county planning enabling legislation, transfer of development rights programs, and timing and sequencing of infrastructure and development.[16]

There have also been a number of cooperative initiatives between state agencies and the State Planning Commission (SPC) that are serving to implement the State Plan. Memoranda of Understanding (MOU) have been negotiated between the SPC and the Council on Affordable Housing (COAH), the Department of Transportation (DOT) and New Jersey Transit (NJT), the Department of Environmental Protection, and the Delaware Valley Regional Planning Commission to advance the Plan. Several state agencies have created or revised their functional plans or program rules and regulations to incorporate State Plan goals and policies. The Capital Budgeting and Planning Commission has worked closely with the State Planning Commission to ensure that its recommended annual Capital Improvement Program is consistent with the SDRP.

A number of state agencies have also changed their criteria for awarding financial assistance to local governments by granting priority in funding and programs to those local jurisdictions that have worked with the State Planning Commission or have implemented the State Plan in local plans. DOT was the first state agency to implement prioritized funding through the Local Aid for Centers Program, which provides funding for non-automobile related transportation improvements in designated centers only. In FY97, this program awarded $1 million to six projects. Cooperative initiatives have also included improved data development and exchange between state agencies.[17]

Many counties and municipalities have been integrating various principles of the State Plan into their master plans, ordinances and capital improvement programs since the plan's adoption in 1992. Counties have played an important role in implementing the plan by providing a regional perspective on growth management and land use issues and by connecting municipalities and the State Planning Commission during Cross-Acceptance, a process by which units of government review their own plans and ordinances for consistency with the State Plan.[18] In addition, some counties have initiated special projects that serve to implement the SDRP. For example, Burlington County is in the process of developing a strategic plan for development and redevelopment of the Route 130/Delaware River Corridor, and is assisting municipalities in developing transfer of development rights programs. (See case study on Chesterfield Township's TDR program, page 22.) Gloucester County received a State planning grant to examine implementation issues in the "Environs of a State Plan Center" in Woolwich Township. (See case study on Woolwich, page 21.)

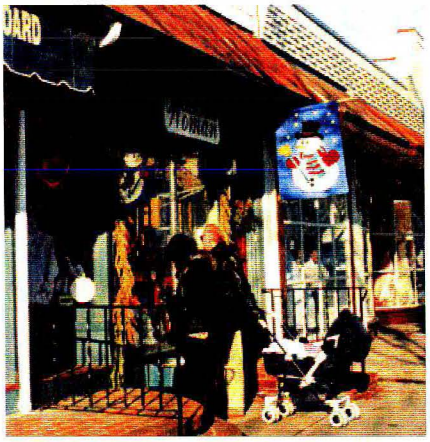
Municipalities, charged with planning and regulating development in the state, probably have the most significant role in implementing the SDRP. To date, seven municipalities have requested and received from the OSP a formal review of their Master Plan for consistency with the State Plan; 37 Centers containing 43 municipalities have been designated by the State Planning Commission, and at least 12 more centers are under review for designation (additional centers are being proposed as part of the current cross acceptance process).[19] There have also been several requests received and approved for amendments to the Resource Planning and Management Map that can enhance the compatibility of local plans with the State Plan.[20] The 1992 SDRP is currently being updated through the 1997 Reexamination Report and Preliminary Plan and the Cross-Acceptance Process.

DVRPC's YEAR 2020 Centers

Like New Jersey's SDRP, the Delaware Valley

[16]Ibid, pp 43-46.
[17]Ibid, pp. 44-51.
[18]Ibid, pp 51-57.
[19]Chuck Newcomb, Assistant Director, New Jersey Office of State Planning, telephone conversation September 25, 1998.
[20]New Jersey State Planning Commission, New Jersey State Development and Redevelopment Plan: Reexamination Report and Preliminary Plan, June 25, 1997, pp 52-53.

Regional Planning Commission's adopted Year 2020 Long-Range Plan is based on the concept of development centers. The Plan encourages growth within identified centers and corridors and discourages development outside of identified growth areas. The goals of the Plan support concentrating new development within a hierarchy of existing and emerging centers and along highway corridors that link mixed land uses with transportation facilities.[21]



Four different types of development centers have been identified for the Delaware Valley which reflect the diversity of communities in the region. The Year 2020 Plan's centers are defined based on existing physical size, forecasted growth, and social and economic conditions. The 2020 Plan identifies 96 centers located throughout the nine counties, including Regional, County, Growth and Revitalized Centers. These Centers are listed in Table II and illustrated on Map I.

By concentrating development in existing and designated growth centers and corridors, scarce resources can be better utilized and preserved. Providing economic opportunities and a diversity of housing choices in these centers will ensure the future economic health of the Philadelphia region, and support the preservation of open spaces and greenfields in rural and ex-urban areas.

In order to attract both residents and workers, these centers must have a sufficient mix of residential, commercial, employment and recreational opportunities. Densities must be sufficient to support public transit, and development must be compact enough to accommodate pedestrians and bicycles. Alternatives to the automobile will then be possible, likely resulting in reduced traffic congestion, improved air quality, and more social interactions on the street. Together, these features improve residents' and workers' quality of life, making the centers more "livable".

Many of the Delaware Valley's existing developments incorporate some but not all of the characteristics of a livable community. Many newer residential subdivisions, for example, were designed and constructed for prospective buyers who had other priorities (such as larger units or proximity to good schools). Little forethought may have been given to the overall quality of life or the future needs of the residents.

These communities may be close to good

schools, provide parks and open spaces, and incorporate quiet residential streets appropriate for recreational walking. These same developments, however, cannot be practically serviced by public transit (because of their low densities and distances from existing transit services) and provide no alternative to the automobile to access any retail or commercial services. Residents whose initial priority was the quality of the school district or the size of their home move into such developments, and only later question their lack of interaction within their community or the amount of time they spend carpooling children who have few, if any, places to which they can walk or bicycle.

Today's transportation and land use planners,

[21] DVRPC, Guiding Regional Growth, 1995, page 22.

Upper Merion Horizons

As the Philadelphia region's primary "Edge City," King of Prussia, in Upper Merion Township, Montgomery County, has far more people working during the day in its many office and industrial parks and shopping at the King of Prussia mall than sleeping in its residences at night. This surge of people arriving and departing every morning and afternoon has brought economic development and tax revenues to the township, but it has also cost the community in terms of traffic delays and the seemingly never ending need for transportation improvements. As a follow up to their 1987 Comprehensive Plan, the township began the "Horizons" study to investigate the best ways in which implementation decisions regarding land use and transportation could be more mutually supportive.

The Upper Merion Horizons plan included a series of land use and transportation recommendations. Major transportation recommendations included selected road widening projects; expanded use of transit service by reactivating passenger service on the Schuylkill Valley Metro and opening the Cross County Metro to passengers; making a connection between these two proposed lines to service the mall and major business parks in King of Prussia; and implementing travel demand management strategies. Major land use recommendations included rezoning for mixed use districts; providing improved pedestrian and transit access at the newly expanded King of Prussia Plaza section of the mall; providing sidewalks and transit connections at new and redeveloped business park locations, and offering density bonuses to developers who would provide connections to the proposed Schuylkill Valley or Cross County Metro.

Upper Merion Horizons is a dynamic process and plan, with ongoing revisions as situations change and certain planning tools and public acceptance go in and out of favor. For example, Horizons originally recommended the creation of a Planned Residential Development at one of Route 202's intersections in order to facilitate the provision of affordable housing. Four years later, the land value of that area skyrocketed precluding such development, and

former public acceptance of higher density reversed. On the other hand, where non-residential development and redevelopment has occurred, connections between land use and transportation have been improved. As the King of Prussia Plaza was expanded, the developer helped facilitate better transit usage by constructing a climate controlled shelter connected to the mall and a dedicated busway. Similarly, as several companies in the King of Prussia business park underwent redevelopment, sidewalks were installed and linkages were improved between the building and existing transit service. In addition, the Horizon's public forum process has served to raise public awareness and support for many of the recommendations in the plan. However, since the township is largely built-out, many of the proposed changes are incremental in nature. The Horizons process will therefore be on-going, true to its name, into the horizon of the 21st century.

For more information, contact: Rob Loeper, Upper Merion Township Planner, 610-265-2606
Source: Upper Merion Horizons, Public Information Meeting No. 4 - May 14, 1993 brochure

TABLE II
DVRPC Year 2020 Plan Development Centers

County	Regional Centers	County Centers	Growth Centers	Revitalized Centers
Bucks	Doylestown, Quakertown	Newtown Borough, Sellersville/ Perkasie	Oxford Valley (Middletown), Doylestown Township, Northampton, I-95/I-276 Interchange, Warrington	Warminster/ Hatboro (Montgomery County), Bristol Borough, Morrisville
Chester	West Chester	Downington, Kennett Square, Oxford	Exton (West Whiteland), Great Valley (Tredyffrin), Uwchlan/Eagle	Coatesville, Phoenixville
Delaware	Media, Radnor, Upper Darby	Newtown Square	Painters Crossroads (ChaddsFord/Concord), Middletown, Springfield	Chester, Darby Boro, Industrial Waterfront
Montgomery	King of Prussia (Upper Merion), Willow Grove (Upper Moreland), Fort Washington/ Ambler	Jenkintown, Bryn Mawr/ Ardmore, Souderton/ Telford (Bucks County)	Upper Providence, Plymouth, Montgomery, Limerick, Conshohocken	Pottstown/West Pottsgrove, Norristown, Lansdale
Philadelphia	Center City, University City/30th Street Station, Airport, Sports Complex/ Naval Shipyard	Bustleton/ Roosevelt Byberry/ Franklin Mills, Broad/Olney	Central Waterfront	North Phila., Central Germantown, American Street, So. Waterfront, Naval Depot
Burlington	Mt. Holly, Moorestown	Bordentown, Browns Mills (Pemberton), Medford, Wrightstown	Mt. Laurel, Evesham	Burlington City, Route 130 Industrial Corridor
Camden	Cherry Hill, Haddonfield, Berlin Boro/Township	Lindenwold	Voorhees, Winslow, Gloucester	Camden, Gloucester City
Gloucester	Glassboro/Pitman Woodbury	Swedesboro, Clayton, Williamstown	Logan/Woolwich, Deptford, Washington, Elk	Paulsboro, National Park
Mercer	Trenton, Princeton Borough	Pennington, Hightstown	East Windsor, Hopewell, West Windsor (Route 1)	South Trenton

Transportation Improvements at the Exton Town Center

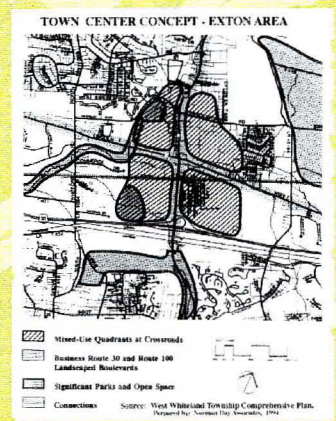
Exton, at the crossroads of the Lincoln Highway (Business Route 30) and Pottstown Pike (PA 100) in West Whiteland Township, Chester County, has experienced increasing suburban development since the 1950s, first as a bedroom community and more recently as a center of retail, office and industrial development. The township's employment base is forecast to increase by almost 13,000 jobs between 1990 and 2020 (DVRPC). Much of the township's growth will occur in the Exton area, and the area has consequently been designated as a Growth Center in DVRPC's DIRECTION 2020 Plan. In order to manage this growth, one of the township's goals is to achieve a concentration of planned, physically integrated multiple-use facilities in its town center at Exton.

One of the most significant issues facing Exton is ever increasing traffic congestion. To help alleviate the congestion, the Exton By-Pass (US 30), an east-west limited access highway crossing the township, was opened in December, 1995. Although the by-pass has reduced traffic congestion on Business Route 30, additional development in Exton and the surrounding communities is expected to continue straining the existing transportation network. In response to these and other factors, West Whiteland Township began updating its 1983 Comprehensive Plan in 1993. At the same time, developers of large scale projects, such as the Exton Square Mall expansion, have been required to perform traffic impact studies. In 1997 the township completed a Pedestrian Circulation Plan that identified potential pedestrian connections to and within the Exton Town Center, including the Chester Valley Trail, a pedestrian and bicycle route now being implemented from Downingtown to Valley Forge. These plans and studies have together produced an evolving set of recommendations on how to manage increasing travel demand in Exton. In addition to limited road widening to handle increased traffic volumes, the township is also pursuing two more innovative techniques:

- Roadway Loop System: In order to reduce the bottleneck situation at the crossroads of PA 100 and Business Route 30, alternative linkages utilizing both new and existing roadways are proposed for each quadrant of the intersection. These proposed loop roads would not only provide alternative routes for drivers making turns from one highway to another, but it also provides a secondary means for shoppers to travel between the retail centers in each of the quadrants. The loop connections are being implemented through the development approval process.

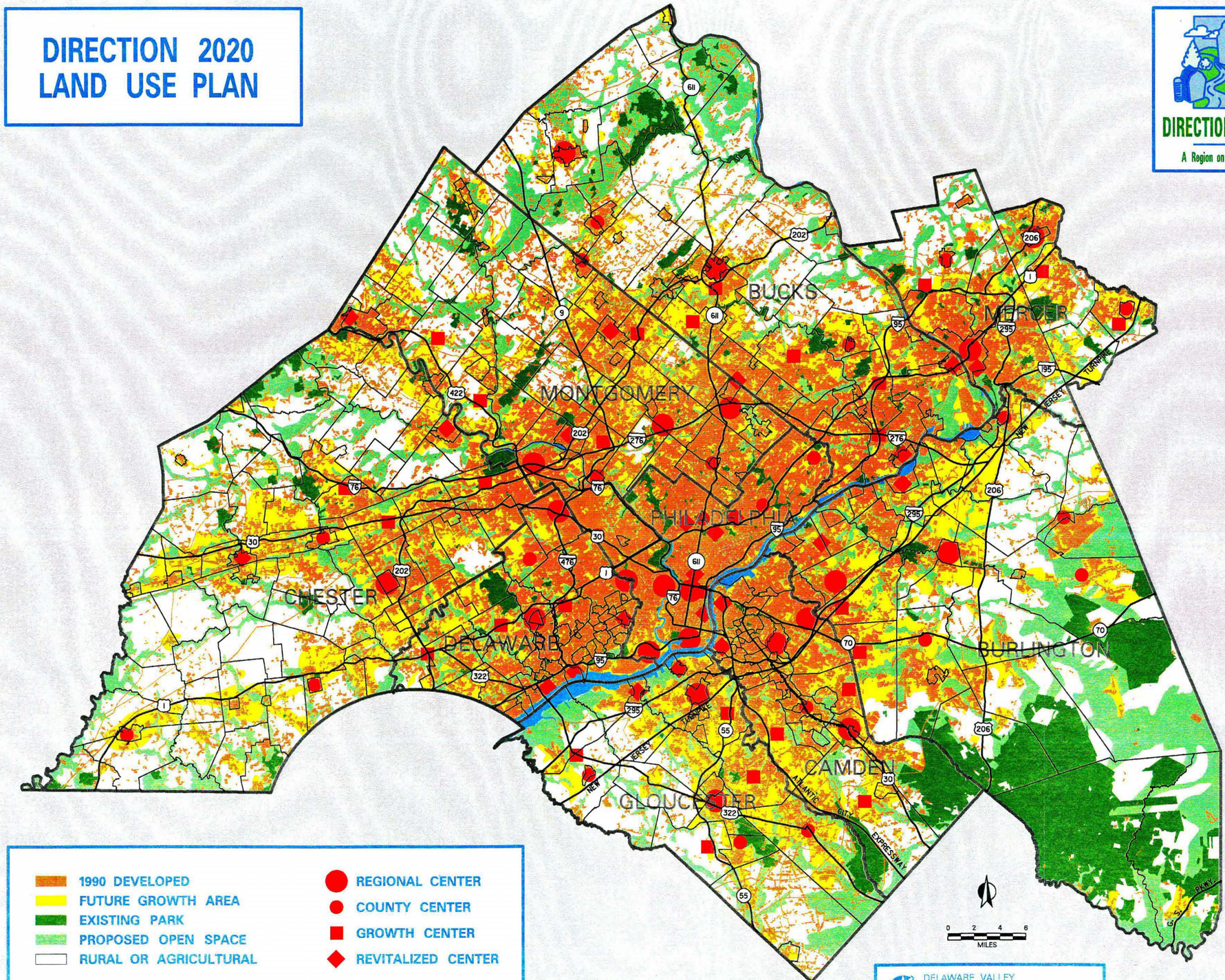
- Jitney Service: To further reduce traffic congestion at the Exton town center, the township has been awarded $250,000 for the two year operation and maintenance of a circulator bus service connecting major destinations (including the Exton and Whitford SEPTA stations) and neighborhoods throughout Exton. Funding is provided through Congestion Management and Air Quality (CMAQ) funds, which require a 20% local match. Although the services's exact operating plan is still being developed, one proposal would charge $1 for an all-day pass, with two paratransit type vehicles seating 20-28 passengers each operating in opposite directions at 30 minute headways. Start-up is targeted for late 2001, when the majority of new construction at the Exton town center will be completed. If successful, the township will attempt to continue the service, which may involve subsidies from the businesses being served.

For more information, contact: Joe Roscioli, Township Engineer, at 610-363-9525
Sources: W. Whiteland Twp. Comp Plan and Pedestrian Circulation Plan, DVRPC PA 100 Corridor Study



DIRECTION 2020 LAND USE PLAN

DIRECTION 2020
A Region on the Rise



- 1990 DEVELOPED
- FUTURE GROWTH AREA
- EXISTING PARK
- PROPOSED OPEN SPACE
- RURAL OR AGRICULTURAL

- REGIONAL CENTER
- COUNTY CENTER
- GROWTH CENTER
- REVITALIZED CENTER

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DELAWARE VALLEY
REGIONAL PLANNING COMMISSION
JANUARY 1998

municipal officials and planning board members, and developers and engineers should carefully consider the quality of life and accessibility to jobs and services that the community offers (or, in the case of new developments, will offer) to its residents when making planning, land use and infrastructure investment decisions. While no center is identical to another, both existing and new developments can and should incorporate appropriate elements that will enhance community livability, depending on the needs and priorities of the residents.

In existing regional and county centers, development policies should focus on selective in-fill of uses that complement the existing land use mix. Design should foster compact, walkable communities with bicycle and transit facilities and amenities. Growth centers, already facing strong market demand, must channel imminent growth to create new communities that are compact and provide a broad range of housing types and employment opportunities for their residents. New developments should incorporate elements that improve accessibility and interaction within the community in the initial planning phases, including mixing uses; creating densities that will support public transit; reserving common open spaces; integrating a logical highway network that meets the needs of the surrounding land uses; and supporting pedestrian and bicycle activities.

Revitalized centers, defined as existing areas that have realized recent losses of residents and jobs, should strive to rebuild their residential and employment base through selective in-fill, redevelopment and new development. In order to attract new residents, and particularly middle and upper-income residents, urban communities must become more attractive as places in which to live, raise children and retire. Recommendations to enhance the livability of urban communities may include enhancing public safety, improving public schools, expanding public services, encouraging the development of a full range of housing unit types and prices, and providing necessary retail and commercial services in urban neighborhoods, such as grocery stores.

LAND USE PRACTICES

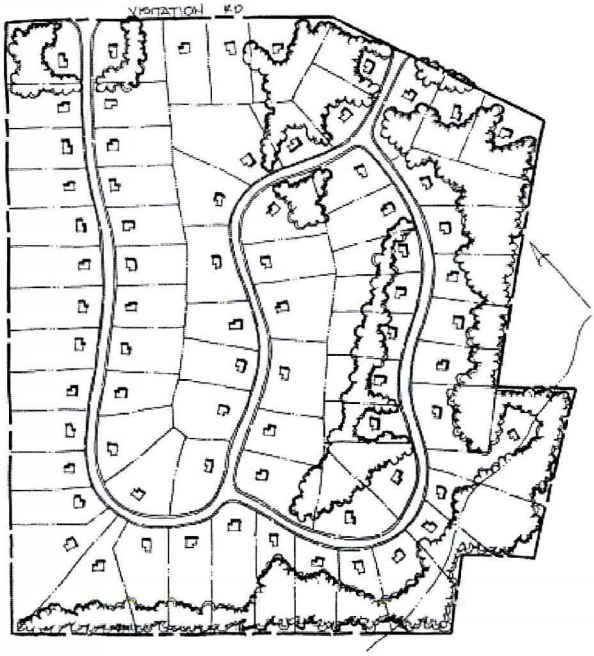
When building or rebuilding neighborhoods within designated growth areas, New Regionalism stresses three basic land use practices: clustering, mixing land uses, and creating a town center. A fourth practice - developing a social infrastructure - is also recommended to elicit interactions among residents. In combination, these techniques are the most likely to foster communities that have pedestrian connections and more human interactions, transit potential, common open space and protected natural resources interconnected to a greenway system, and a stronger community identity.

Clustering

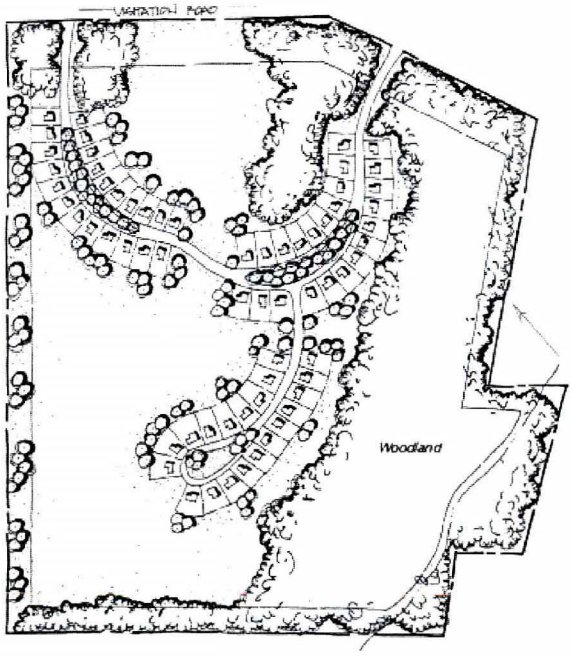
Clustering supports the creation of quality open spaces while providing the densities necessary to support walking and public transit as alternatives to the car. Functional sidewalks and efficient and viable transit service require that its users access specific destinations (such as employment or commercial centers) from relatively concentrated origins, which are naturally created through clustering. Lot averaging (in which lot sizes are averaged rather than all being required to be one size) provides design flexibility to developers by allowing them to incorporate different sized lots to protect environmentally sensitive areas, mix housing types, and create diversity within the neighborhood. An enhanced sense of community within the development can be achieved by setting aside passive and/or active recreational areas that provide a common place for neighbors to interact.

Clustering results in fewer environmental impacts than conventional development because less of the site is disturbed, and less impervious surface is needed to service the development, reducing the

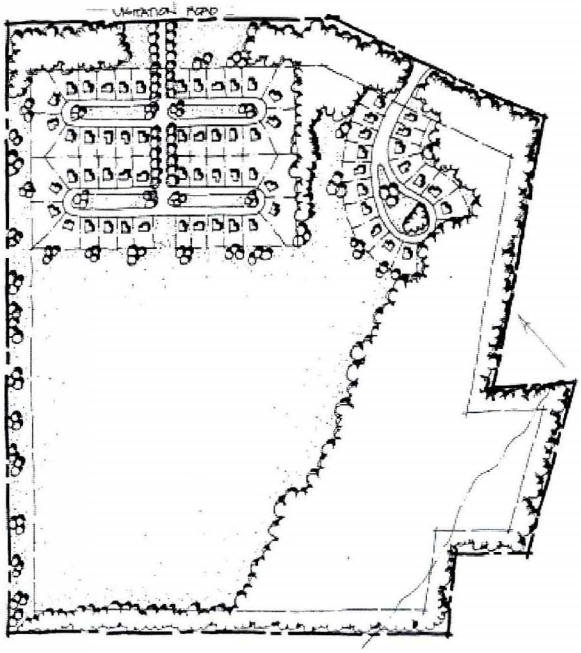
CONVENTIONAL SUBDIVISION



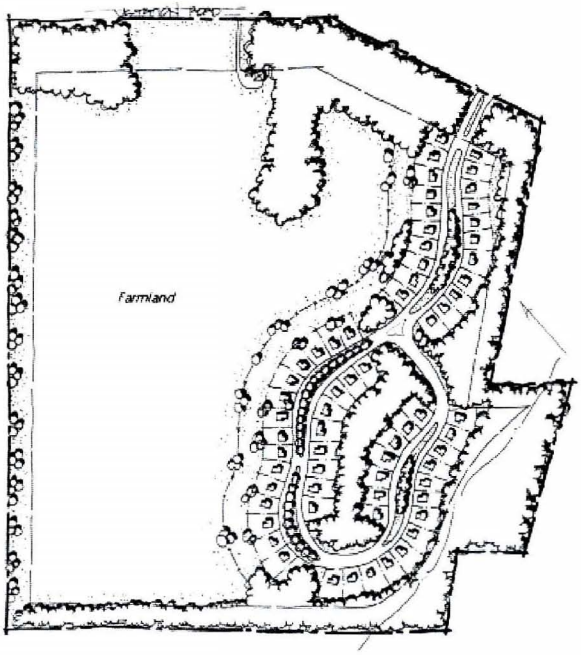
CLUSTER SAVING WOODLANDS



CLUSTER CREATING NEIGHBORHOODS WITH CENTRAL GREENS



CLUSTER SAVING FARMLAND



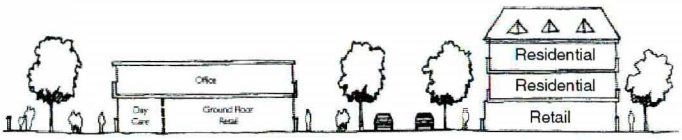
Source: Montgomery County Planning Commission, October 1990

runoff, erosion, and nonpoint source pollution reaching ground and surface water. Clustering can also be designed to protect special places like stream valleys, wildflower meadows, deep forests and farming landscapes, to provide views of these resources from the road or for residents, and, to link these remaining open spaces into an interconnected network of protected lands in the region.[22] According to the Land Preservation District Model Ordinance created by the Montgomery County Planning Commission, clustering should retain a minimum of 75% of the site to be effective in preserving functional open space, whether it be farmland, woodlands, or meadowlands.

Living next to protected open space is valued by many property owners, as reflected in higher real estate values and increased marketability for properties located near open lands. Even homes on smaller lots in cluster developments with significant protected land can be worth more than conventional large lots with no common open space. A 1991 study of market appreciation for clustered housing with permanently protected open space in Amherst and Concord, Massachusetts found that clustered housing with open space appreciated at a significantly higher rate than conventionally designed subdivisions. In 1989 dollars, the clustered homes sold for an average of $17,100 more than the conventional, considerably larger-lot subdivision homes.[23] In addition, increased property values generally result in increased property revenue for the local government. A study of the impacts of greenways on neighborhood property values in Boulder, Colorado showed the aggregate property value for one neighborhood with a greenbelt was approximately $5.4 million greater than if the open space had not been preserved. This resulted in about $500,000 additional potential property tax revenue annually.[24]

Mixing Land Uses

Mixing land uses, including residential, commercial, institutional, recreational and limited industrial activities, is also key to building livable communities. Land uses should complement each other; for example, employment opportunities could be mixed with day care services, dry cleaners, retail services and restaurants. Along the community's main streets, first floor commercial activities should be combined with second floor residential units, to create a sense of place, enhance community safety and create active night-time spaces.



Source: Slightly modified from Creating Transportation Choices in Montgomery County, Montgomery County Planning Commission, Montgomery County, PA 1995

Mixing land uses provides the residents with access to necessary services and can also link work to home. Work places should be integrated into communities; livable communities are not simply bedroom communities. Although people may not choose to work in the same neighborhood in which they live, workers should be able to walk to a park, midday shopping, restaurants, services and day care in a neighborhood setting. All uses in a true mixed use community should be interconnected, not separated into adjacent "pods."

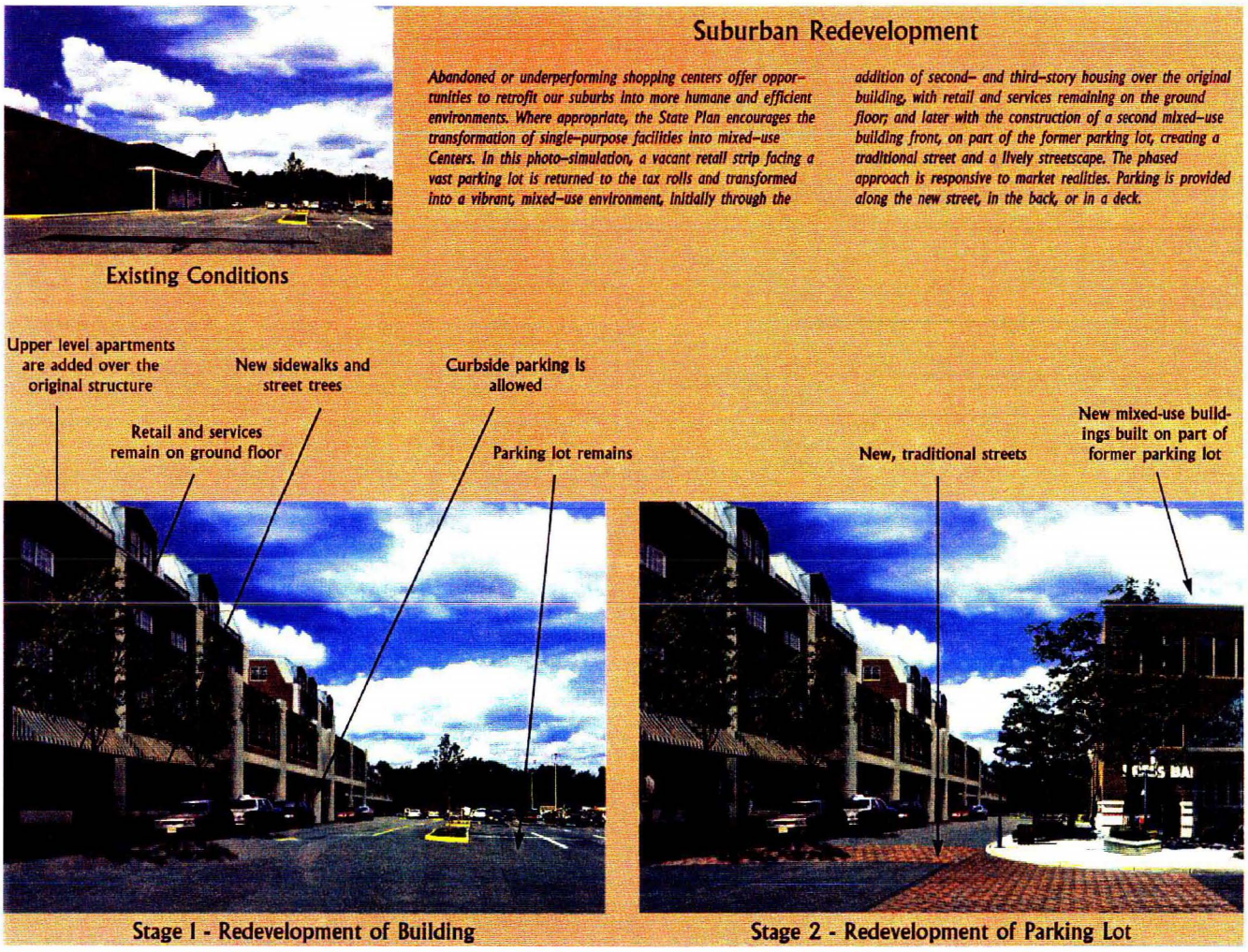
Neighborhood retail services in the form of the old-fashioned "corner store," offering certain basic necessities (such as milk, bread, eggs and newspapers) should be encouraged. Retail uses should also be developed along main streets, within walking distance of a majority of the residents. Limited parking should be located in the rear, with access from a limited number of driveways, and storefronts located directly along the sidewalk. This supports both pedestrian access and the provision of transit service, which requires specific, concentrated destinations.

Mixing housing types and styles within each community should also be encouraged, to accommodate varied income levels, life styles and ages, and thereby create the diversity characteristic of a thriving community. Residential developments should include a logical mix of sizes (including

[22]Arendt, Randall, Conservation Design for Subdivisions - A Practical Guide to Creating Open Space Networks, Island Press: Washington DC, 1996.

[23]Ibid, p. 156, from study by Lacy, 1991, which Conservation Design for Subdivisions excerpted from "Economic Impacts of Protecting Rivers, Trails and Greenway Corridors", National Park Service, 1993.

[24]Ibid, p. 157, from study by Correll, Lillydahl and Singell, 1978, which Conservation Design for Subdivisions excerpted from "Economic Impacts of Protecting Rivers, Trails and Greenway Corridors", National Park Service, 1993.



Source: A Citizen's Guide to the New Jersey State Development and Redevelopment Plan, New Jersey Office of State Planning, October 1997

one, two and three-bedroom units), styles (including both multi-family and single-family units, traditional up-and-down styles as well as ranchers for aging residents, and accessory apartments for both the elderly and young singles) and price ranges.

Creating a Town Center

Creating a town center, in the form of a town square, plaza or some other focal point located in the geographic center of the neighborhood, also enhances the livability of the community. Many communities use an institutional anchor as their center, such as a park, transit station, meeting hall, post office, town hall, library, or fire company. An alternative may be a corner store or other type of retail establishment located at the town's crossroads. The community's focal point should ideally be positioned along a main street, so that it is easily accessible as a place to meet.

Existing suburbs can also benefit from creating town centers. Ideally, the suburban center location should contain a mix of retail and office uses, public services, schools, and residential uses with an identifiable central green, and should provide pedestrian and bicycle connections, and access to transit, where feasible. The most successful town

centers incorporate well-defined spaces where people feel a satisfying sense of enclosure, as they would in classic urban settings.[25] Suburban town centers can reduce the number and length of car trips needed, provide opportunities for residents to work and shop near where they live, provide alternatives for non-drivers to access jobs, services and recreational facilities, and, perhaps most importantly, create a community focal point where residents and neighbors can interact.[26]

Criticized for being sterile and soulless, dozens of suburbs born without town centers are now trying to recreate them. These suburbs typically attempt to remake rundown shopping centers into town centers by developing pedestrian environments with a mix of retail, office, restaurants, hotels, and civic gathering places such as libraries, central greens, and outdoor amphitheaters for concerts.[27]

The most successful remakes, such as Redmond Town Center in Redmond, Washington, break up otherwise enormous mall-like parking lots with two-story buildings facing narrow streets, creating a Main Street atmosphere. Mashpee Commons on Cape Cod uses on-street spaces to satisfy some of the parking needs. Less successful remakes, like Schaumburg, Illinois' Town Square, incorporated some of the elements of traditional downtowns like a mix of uses, outdoor amphitheatre and central clock tower, but, due to the surrounding low density development pattern and the insistence of retailers, they are surrounded by acres of free surface parking.[28]

Within the Delaware Valley, efforts are underway to transform a 56 acre derelict open air shopping mall along Burlington County's Route 130 corridor in Willingboro Township into a new town center. The development, called Willingboro Town Center, is being developed in phases over the next five years and is to ultimately have up to 1.2 million square feet of new and renovated retail, light industrial, office and civic space, 240 town houses, and 3,000 parking spaces. At least 14 acres are to be converted to green space. The project is being made possible through a joint effort of the Township and the developer, and is part of a larger plan by the county (with technical assistance from DVRPC) to remake the ailing Route 130 corridor into a patchwork of light industrial, office, retail, recreational and residential uses where people can live, work and play. The county has submitted the corridor plan to the New Jersey Office of State Planning for approval, which would result in priority from state agencies for approvals and financing for infrastructure improvements.[29]

Many of the new town center makeovers in suburbia have been faulted for being places that people drive to for the simple pleasure of being able to stroll around. Creating a bonafide town center amongst decades of sprawl development is a very difficult task. Still, most would agree that even the new town centers encircled by parking are an improvement over the predominant highway oriented development typically found in American suburbs.[30] (See case study on Exton, page 28.)

Developing a Social Infrastructure

According to a 1995 poll of almost 2,000 people conducted by the Regional Plan Association and Quinnipac College Polling Institute of Hamden, Connecticut, satisfaction with a community has a major effect on perceived quality of life. Yet, poll results showed that only one-quarter to one-half of

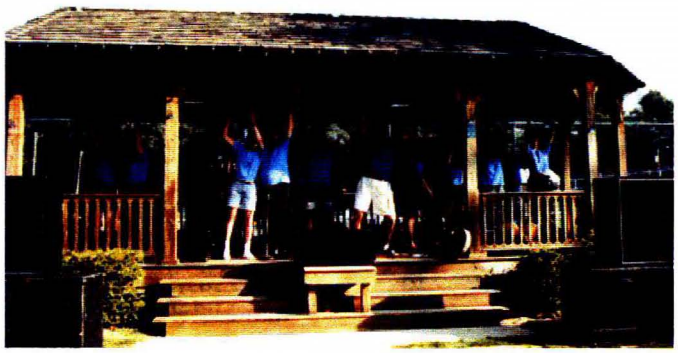
Source: Courtesy of 'Sally's Music Circle"

[25]Langdon, Philip, "In Search of a Center," *Governing,* June 1998, p. 27.
[26]Chester County Planning Commission, Landscapes Community Planning Handbook, 1997, Tool#7-1.
[27]Langdon, Philip, "In Search of a Center," *Governing,* June 1998, p. 24.
[28]Ibid, p. 25-27.
[29]Garbarine, Rachelle, "Failed Shopping Plaza Becoming a Town Center," *New York Times,* December 20, 1998.
[30]Langdon, Philip, "In Search of a Center," *Governing,* June 1998, p. 27.

the residents surveyed in various metropolitan areas (not including Philadelphia) were satisfied with their community. It seems that most people are still looking for a better quality of life. Perhaps that elusive satisfaction with community and quality of life is more related to personal interactions and feelings of belonging than only the physical attributes of the home or a neighborhood's amenities. While it is essential to provide the places for people to interact, it may also be necessary to have *programmed* activities, in the form of sports training and competition, educational classes, volunteer corps, parades and festivals that draw in and engage residents.[31]

The Walt Disney Corporation is strongly embracing this notion in their new town, Celebration, by creating a not-for-profit organization, the Celebration Foundation, to nurture the civic infrastructure of the town. The Celebration Foundation will function as a clearinghouse for clubs and organizations, will establish alliances with school districts, health care providers, environmental organizations and public agencies, and will coordinate volunteer efforts to serve both the local and the broader community.[32]

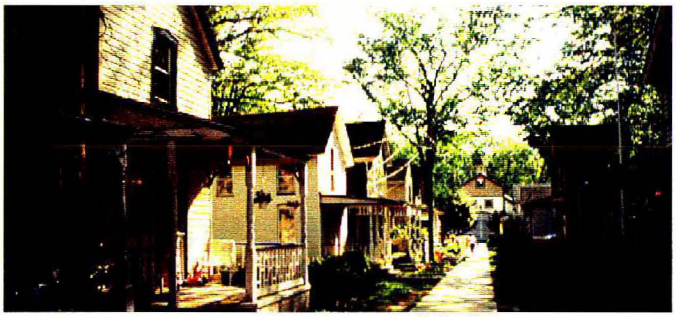
Within the region, Narberth Borough (see Tale of Two Cities) is one of the communities well-known for its small town appeal, which probably has as much to do with the panoply of events constantly take place there as with the town's charming old fashioned appearance. Civic activities include



Source: Courtesy of 'Sally's Music Circle"

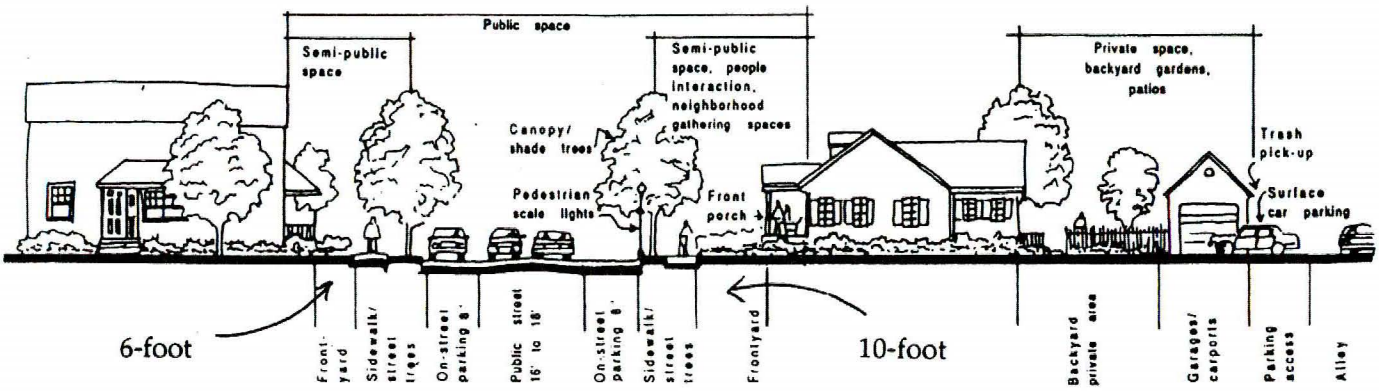
weekly concerts at the park pavillon in summertime, July 4th fireworks, a Halloween parade, scarecrow contest and pumpkin painting, easter egg hunt, Narberth Earth Day, Memorial Day parade, circus under the big top, athletic competitions, arts and crafts camp and annual five mile run through town. Most of these events are sponsored by volunteer groups such as the 4th of July Committee, Narberth Civic Association and Narberth Athletic Association, along with some assistance from the Borough. Another volunteer group, Narberth Improvement Clean-up Endeavor, locally known as N.I.C.E, has received nationwide attention for beautifying the SEPTA train station and grounds parallel to the tracks with public gardens and planted walkways complete with fish ponds, a bird sanctuary, and picnic tables.

PROMOTING SITE DESIGN STANDARDS THAT ENHANCE NEIGHBORHOOD LIVABILITY



Livable communities can be distinguished from standard suburban designs by the way in which they encourage interaction between neighbors, support pedestrian and bicycle activities, provide access to public transit, incorporate parks and greenways, and emanate a unique character that gives the community a strong sense of identity. For example, communities of place may incorporate narrower residential streets, a grid street pattern, on-street parking and stop signs. Traffic calming measures force cars to slow down, and the street pattern offers logical alternative routes if one route becomes congested. Air quality is thereby improved, and pedestrian and bicyclist safety are enhanced. Like many traditional neighborhood developments, livable communities include features such as sidewalks, front porches and rear

[31]Reagan, Judith H., "Avenues for Social Programming,", *Urban Land* February 1997, p. 30.
[32]Middleton, D. Scott, "Celebration, Breaking New Ground,", *Urban Land* February 1997, pp. 54-55.



Source: Courtesy of Redman Johnson Associates, Easton, MD

garages to move cars to the back and bring people back to the front. Smart communities provide quality open spaces that provide both protection of critical environmental features and recreational opportunities appropriate for the neighborhood.

Strong, albeit anecdotal, evidence cited by New Urban News, a newsletter covering traditional town planning and development, suggests that the New Urbanism encourages social interaction to a far greater degree than conventional suburban development. Interviews with residents of Kentlands in Gaithersburg, Maryland, Celebration in Orlando, Florida, and Harbor Town in Memphis, Tennesee, showed that people felt that they knew many more of their neighbors and felt more connected to their community due to the traditional neighborhood design of their community. Andrew Ross, a cultural anthropologist who spent a year living in Celebration, reported that "social relationships are built on proximity and do arise from the physical design of the town. Nobody would attest differently in this town."[33]

In contrast, typical suburban subdivisions incorporate separated land uses, deep setbacks, fragmented open land, numerous cul-de-sacs, broad collector streets, no on-street parking, few if any sidewalks, and front garages that can make homes look like they are more for cars than people. These patterns create traffic congestion at key locations, cannot support viable public transit service, discourage pedestrian and bicycle activities, inhibit natural resource protection and limit community diversity and interaction.

Local and county planners and private developers should incorporate the following design strategies into new neighborhoods or infill and redevelopment when possible to create livable communities:

Setbacks

- **Encourage shallow setbacks.** Smaller side and front yards create a more human scale, help create well-defined street space, and, with front porches, facilitate social interaction with passersby. Large lawns separate houses; are seldom used, wasting valuable land; require longer roadways; necessitate longer drives for school buses and other services; and require longer sewer, water and electric utility lines. Wide front yards defeat the goal of fostering a "walkable" community, while deep set backs make the streetscape desolate and less inviting for pedestrians and bicyclists.

Unit design

- **Allow and encourage small residential lots clustered around common open spaces.** Housing units placed on small lots clustered around public spaces allow the creation of quality open spaces, create a more walkable community, represent an efficient use of land area, limit and help manage stormwater runoff, pro-

[33] "Design Promotes Social Interactions," *New Urban News*, November-December, 1998.

duce the compact pattern and densities necessary to support public transit and allow the most efficient delivery of services.

- **Incorporate rear garages.** Garages should be in the rear of properties, accessible through a side yard or opening to an alley, rather than dominating the front of the house. The double garages located at the front of the typical subdivision unit create a desolate streetscape, particularly when combined with automatic garage openers that open just long enough for owners to enter or exit their houses.

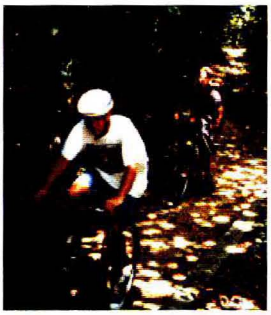
- **Design units with front porches.** Houses should have front porches or porticos, which provide shade, create cozy places for socializa-

tion or for time alone, promote interaction between neighbors, encourage pedestrian activity and serve as a transition between the building and the street. Front porches can also increase neighborhood security by providing, in the words of Jane Jacobs in The Death and Life of Great American Cities, "eyes on the street."

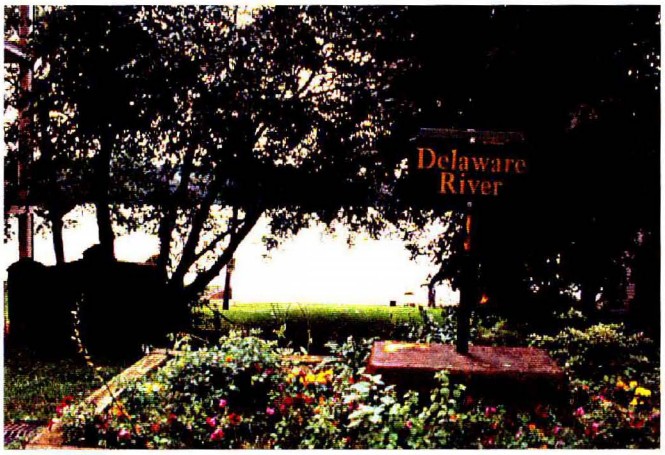
- **Incorporate a variety of housing types and sizes within the community.** The livable community should incorporate varied housing types and sizes, to facilitate a mix of incomes and life styles and foster community diversity. This will include a mix of traditional large lot singles, small lot singles, townhouses, apartments, and accessory apartments above retail and residential garages.

Open space

- **Develop parks and greenways.** Livable communities incorporate parks and greenways that promote community interaction and foster pedestrian and bicycling activities. A "village green" may serve as the community's town center. Green "edges" around a community also separate and define neighborhoods, and delineate hamlets and villages from surrounding rural landscapes. Green spaces also provide ground-water recharge and can reduce energy costs by providing natural cooling through shade trees.



- **Create an interconnected network of protected lands.** Beyond serving the immediate neighborhood, interconnecting parks with regional



greenways augment the functions of open space by further linking people with places they want to go and by creating a unified system protect-

ing critical natural features such as steep slopes, riparian corridors and wildlife habitat. For the Delaware Valley, DVRPC's Open Space Element of DIRECTION 2020 proposes an open space network linking many of the 2020 development centers, existing protected public park lands and remaining natural resource areas. (See Map, page 29.)

Streetscapes, plantings and lighting

- **Provide and preserve shade trees along the streets.** Curbside trees will eventually provide

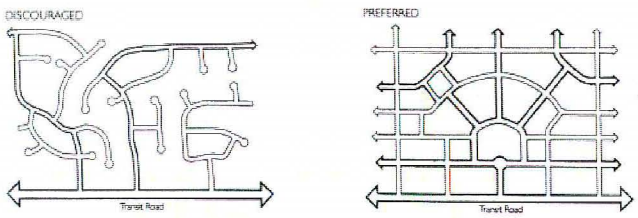
an overhead canopy and create an "outdoor room" reminiscent of older small towns.

- **Provide appropriate street lighting**. Street lighting should be bright enough to provide security and definition, but not so bright as to be overwhelming and stark.

- **Provide street furniture.** Street lamps, benches, planters, gazebos and pavilions support pedestrian and bicycle activity, encourage neighborhood interaction and reinforce a sense of community.

Street patterns

- **Incorporate a logical network system of streets, generally in a grid pattern.** A generalized grid street pattern organizes the blocks and patterns of lots; promotes through traffic; efficiently utilizes space; and can be integrated with alleys, lanes, streets, avenues and boulevards. A hierarchical grid pattern allows for the efficient movement of buses on main streets through the neighborhood. However, the gridded street pattern should include some "T" intersections and curved roads to slow car traffic, create focal points and otherwise break up the monotony of completely uniform grid patterns.



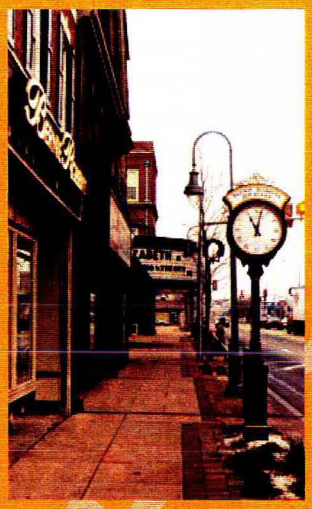
Source: Creating Transportation Choices in Montgomery County, Montgomery County Planning Commission, Montgomery County, PA 1995

- **Avoid cul-de-sacs, branch roads and curving roads.** In the case of pre- existing cul-de-sacs, walkway easements and paved pedestrian paths should be used to shorten the distance between residential clusters and the nearest bus stop or shopping areas. Cul-de-sacs, typical in many suburban developments, eliminate through traffic, but by doing so compel everyone living in the subdivision to use the same roads at approximately the same time. Research from the Institute of Transportation Engineers (ITE) shows that cul-de-sac subdivisions can actually add about 50% to traffic congestion.[34] Streets should instead follow predictable routes and be interconnected to give people options as to which route to take.

- **Modify roadway designs so as to reflect needs of the local users.** In commercial areas, for example, narrower street dimensions encourage slower speeds and greater visibility for the shops; on-street parking creates a buffer between pedestrians and traffic; and expanded

[34]Mayor John Norquist of Milwaukee, "Mayor's Forum: Bringing Community Back to the City," *Urban Land* March 1997, p. 13.

Ardmore Business Improvement District



The Ardmore central business district along Lancaster Avenue in Lower Merion Township, Montgomery County, has the essential ingredients of a thriving Main Street: a mix of stores, restaurants, services, offices and a movie theater, a wide range of housing types within walking or short driving distance, and excellent train and bus service. However, over the years a number of changes have occurred, such as incompatible facade reconstructions, a less diverse mix of uses, and a deteriorated pedestrian environment, that have made the business district less inviting and successful than the adjacent Suburban Square outdoor mall.

In order to undertake revitalization, Ardmore joined Pennsylvania's Main Street Program and formed a Business Improvement District, called Ardmore 2000, which has the authority to levy a special tax on businesses in the area that will be applied directly back into the district. Forming the BID required approval from at least two-thirds of the number of businesses as well as businesses representing two-thirds of the overall total assessment of the district. Individual business's payments range from $110 to $11,000, which raises about $135,000 annually. Funds are used for administrative purposes, including the Executive Director and other office staff salaries, as well as streetscape improvements and publications. Approval must be renewed every five years.

The Ardmore Main Street Program and subsequent BID have been successful in enhancing both the streetscape and buildings' appearance. The Ardmore Commercial District was designated a local historic district under Act 167, permitting the township to regulate the private use, maintenance, alteration and demolitions of almost 80 historic buildings in the district. The formerly barren bus pull-in area on Lancaster Avenue has been transformed into a pocket park. A $400,000 streetscape improvement demonstration project provided brick with tinted mortar sidewalks, street trees and shrubs, bollards and period street lamps on one block of the business district. Another $200,000 is being spent on installing 39 new period street lights in the historic district, special lights at the gateways to Ardmore, and on replacing 80 existing lamp poles with taller poles. Over $500,000 more is slated for additional streetscape improvements in the business district. Funding for the projects is provided by the Pennsylvania Department of Community and Economic Development, Transportation Enhancement funds from the Intermodal Surface Transportation Efficiency Act (ISTEA), private funds from Ardmore 2000, and from Lower Merion Township. Ardmore 2000 is also working on directional signage for pedestrians and transit users, and on encouraging local banks to create a special low interest rate revolving fund for facade and interior improvements that could be matched with state money.

To date, more than $1 million has been spent improving the district's image, which has resulted in a number of positive changes for the business community. Ardmore previously had a dearth of real restaurants, which bring patrons back to the area at night to stroll, window shop and go to the movies. Fifteen restaurants have either newly opened or been converted from former pubs, which drew a more limited crowd. The movie theater has extended its lease for another 3 to 5 years, guaranteeing a presence of people in the evenings. In addition, a number of new boutiques have opened. Altogether, the vacancy rate in the Ardmore business district has dropped from about 10% to 6%.

For more information, contact: Ralph Krau, Executive Director, Ardmore 2000 at 610-645-0540
Sources: The Ardmore Business District Study, 1989

street crossing opportunities encourage pedestrian activity.

- **Consider the use of traffic "calming" techniques** in residential areas where traffic volumes and speeds are interfering with or endangering pedestrians and bicyclists. These techniques include the creation of physical impediments to speeding, such as speed bumps, narrow lanes, wide sidewalks, diagonal or parallel street parking and central medians complete with tree plantings or other landscaping.

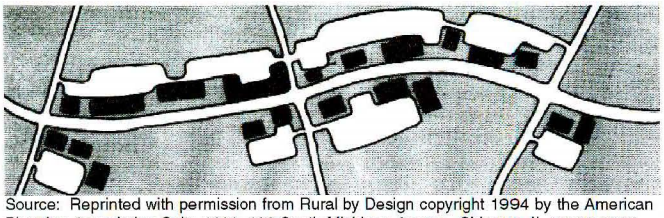
- **Encourage the use of service lanes and alleys,** which preserve street frontages and move vehicular access, parking and deliveries to the rear of buildings.

Street width

- **Allow narrower streets.** Many newer subdivisions are built to be driven, not walked. Streets are typically 36 to 40 feet wide, with big sweeping curves. Narrower streets (26 feet wide) with right-angled corners force drivers to slow down and are thus safer for pedestrians and bicyclists. Communities that are harder to drive through, with narrow, sometimes one-way streets, have also been shown to reduce neighborhood crime.[35]

Parking

- **Encourage the use of smaller, shared parking lots.** Large parking lots around commercial centers act like a moat to keep pedestrians out, and also represent an extremely inefficient use of valuable land area. One solution (although expensive) is to put parking underground or in structures. A less expensive alternative is to develop shared lots, where businesses whose customers come at different times (an office and a movie theater, for example) share the same parking space.



Source: Reprinted with permission from Rural by Design copyright 1994 by the American Planning Association Suite 1600, 122 South Michigan Avenue, Chicago, IL 60603-6107

- **Move parking to the rear of commercial buildings,** preferably in shared lots. Parking lots located in the front of buildings discourage pedestrian, bicycle and transit access.

- **Allow on-street/parallel parking**, which separates moving traffic from sidewalks and pedestrians. On-street parking is an example of an effective traffic "calming" technique, buffering pedestrians from automobiles and bicycles and forcing traffic to reduce their speed.

Sidewalks and other pedestrian accommodations

- **Require the provision and maintenance of safe and secure sidewalks,** pathways and walkways. The pedestrian system should be designed to promote pedestrian safety and encourage interaction between residents. Sidewalks and pedestrian pathways should be well-lit and designed utilizing the concepts of "defensible space."[36] Visibility from the surrounding community should be unobstructed, and plantings and street furniture should be designed to not create isolated or secluded areas.

- **Incorporate features that encourage pedestrian activity.** In livable communities, the presence of front porches, narrow roads, shade tree canopies and safe street crossings encourage and support pedestrian activity.

- **Develop logical linkages between points.** Sidewalks, crosswalks and walking paths should link common origins and destinations, such as residential areas and employment, community or educational facilities.

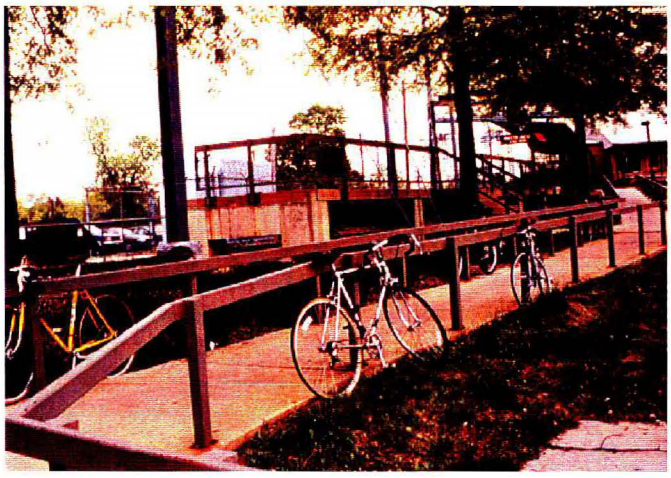
[35]Cisneros, Henry. Defensible Space: Deterring Crime and Building Community, page 14.

[36]New Jersey Transit, Planning for Transit-Friendly Land Use, page 41.

Bicycle facilities and amenities

- **Create improved opportunities for bicycling.** These may include improvements to bridges and tunnels and the designation of bicycle routes throughout the community.

- **Provide bicycle parking, lockers and other bicycle amenities** at transit stations, employment centers, schools and universities, recreational opportunities and retail centers.



- **Designate bikeways and bike paths.** The development of bikeways along rail corridors and greenways should be encouraged.

TRANSPORTATION STRATEGIES AND INITIATIVES

This section describes how transportation planning strategies and initiatives can be implemented to enhance community and regional livability. These include mobility strategies; locally implementing the Federal Transit Administration (FTA) initiative "Transportation for Livable Communities;" and incorporating transit oriented design into new, or existing development.

Mobility Strategies

One method of enhancing community livability is the implementation of mobility strategies to improve access to jobs, health care facilities, social services, shopping and recreational opportunities. Mobility strategies to enhance the livability of communities include the expansion or improvement of services using available technologies and the promotion of Transportation Demand Management (TDM) techniques. These strategies are perhaps most appropriate in already developed communities.

In developing these strategies, an emphasis must be placed on community participation in the transportation decision-making process and the needs of the potential consumer. Mobility strategies to enhance community livability include:

- **Improve access through the use and coordination of new technologies,** such as smart traveler technologies (which make information about routing options, costs, scheduling and transfer opportunities more readily available to the public), smart vehicle technologies (which monitor and automatically relay vehicle mechanical problems and roadway conditions) and pre-paid fare options as well as better fare integration. The Pennsylvania Department of Transportation sponsors "Smart Traveler" which gives real time information on traffic and transit conditions throughout the Delaware Valley accessible to the

DVRPC Office of Commuter Services

The DVRPC Office of Commuter Services, established in 1994, is responsible for the strategies and promotion of the Mobility Alternatives Program (MAP), the related Share-A-Ride program, and administering and marketing TransitChek, a commuter voucher program. MAP is a Congestion Management and Air Quality funded outreach and education program designed to teach workers, largely through their employer's personnel department and job fairs, about alternatives to the single occupant commute. For example, one alternative is for an employer to enlist the free assistance of DVRPC's computerized Share-A-Ride Program. Combined with detailed geographic data in the system, it processes employee work trip information to provide efficient commute alternatives for employees who are currently driving alone, including transit, carpooling, vanpools or even bicycling. Over 50 companies, many of them large corporations with multiple sites within the region, have used the Share-A-Ride program to date. In FY 1998, the Share-A -Ride program was modified to process individual commuter match requests, in addition to groups of commuters from one work site.

TransitChek is another program designed to encourage more commuters to take transit to work in order to reduce traffic congestion, air pollution, and the need for more highways and larger parking lots. Vouchers in denominations of $15, $30 or $65 are offered to employees by their employers, who pay for the dollar amount of the voucher, plus nominal check processing and shipping and handling fees. The cost of the program is tax-deductible to employers, and they pay no payroll taxes on it. Employees receive the checks as a tax-free benefit, up to an amount of $780 per year. All the major transit providers in the region participate by both partially funding the program and accepting the vouchers as payment toward fares. Under the Transportation Equity Act for the 21st Century, employees can now elect to pay for these vouchers through a pre-tax, payroll deduction. This reduces the employer financial commitment but still saves employees money on transit fares.

Last year, annual TransitChek sales held steady at over 122,000 checks sold for a total of over $3 million. Largely due to the promotion of the new TEA-21 option, sales through the 3rd quarter of fiscal year 1999 were 50% higher than the same period last year. Even more significant, a 1996 TransitChek user survey showed that 15% of the employee respondents said they never took transit before TransitChek, and 17% who only rode occasionally before, now take transit every day! DVRPC's Office of Commuter Services aggressively markets the program to both existing transit riders, who may then request their employers to offer the benefit, and directly to company decision makers.

New "Welfare-to Work" legislation presents an opportunity to further expand TransitChek because so many of the new employees that need to be placed will not have access to cars and will likely have difficulty meeting commuting costs. Groundwork is being laid to work with employers hiring new welfare-to-work staff to provide this benefit.

For more information, contact: Stacy Bartels, DVRPC Marketing Manager of Commuter Services, at 215-238-2861.

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public by telephone and on the Internet. The DVRPC coordinates and distributes "Travel Smart," a comprehensive and continuously updated listing of construction projects and special activities affecting transportation facilities in the Philadelphia region. Travel Smart is made available to the public through DVRPC's website, and is transmitted via fax to truck and automobile associations, visitor's bureaus and others concerned with efficient route planning.

- **Expand the availability of non- traditional services,** including demand- responsive transit, paratransit services, and taxi and van services.

- **Enhance TDM strategies,** including ride-sharing, alternative work arrangements (such as flex time and telecommuting), priority treatment and incentives for transit users, and transit-user subsidies (see case study on DVRPC Office of Commuter Services); and,

- **Develop new institutional coalitions** within which transit services will be provided, such as business alliances and Transportation Management Associations (TMAs).

Federal Transit Administration's Transportation for Livable Communities Initiative

A Federal Transit Administration (FTA) initiative, "Transportation for Livable Communities," recognizes that transportation plays a key role in a person's quality of life. Every resident of a livable community should have an opportunity to utilize a variety of transportation alternatives, including public transit, to access employment and necessary services, such as shopping, restaurants, schools, day care, job training and social services.

The primary goals of FTA's Livable Communities initiative are to achieve the greatest possible public participation in the development of transit projects; to enhance personal mobility; to increase transit usage; and to improve the quality of life in communities around transit stations. The initiative promotes a strong link between transit and community needs, and supports capital projects that strengthen the relationship between transit and community development and increased access to community services and jobs.[37] Making communities more livable is reflective of the goals and principles of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and the 1990 Clean Air Act Amendments.

Specific recommendations to improve access to transit facilities and increase ridership in livable communities include the following:

- **Improve pedestrian access to the community's transit station**. In a livable community, the physical connections between the transit station and the community should be enhanced, by providing sidewalks and pedestrian pathways; improving directional signage; enhancing lighting; providing adequate seating, street furniture and other amenities; and enhancing the station area's landscaping.

- **Provide a safe and secure transit station or stop.** The station area should be designed to provide safety and security for passengers, incorporating the concept of "defensible space."[38] Direct and unobstructed views to major destinations should be maintained; buildings adjacent to the station or bus stop should be encouraged to incorporate large windows into their design; and plantings and street furniture should not create isolated or secluded areas. Where appropriate, provide a local police substation within or adjacent to the transit center.

- **Increase the number and visibility of people in the area,** particularly during off-peak times, to further enhance safety. This might be accomplished by developing activity-generating services around the station (such as a restaurant);

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[37]Federal Transit Administration, Transit Planning and Research Programs: Fiscal Year 1995 Directory, March, 1996.
[38]New Jersey Transit, Planning for Transit-Friendly Land Use, page 56.

The Chester Transportation Center

The Chester Transportation Center is a multi-modal station, serving one SEPTA commuter rail line and several suburban bus routes. Using grant funds from both the FTA and the Commonwealth of Pennsylvania, SEPTA began to work with the community of Chester in 1995 to plan, design and construct renovations for the Transportation Center. Working through four community workshops and a survey of riders, residents, workers and business people, SEPTA sought input from the community to identify services which would encourage them to use transit more often, enhancements that would make the Center easier to use, and potential new uses within the station.

The identified project goals included strengthening the links between public transit and the needs of the community; improving access to community services such as day care, housing and commercial conveniences; developing land use policies and design standards that encourage and reinforce the use of public transit; and enhancing pedestrian circulation in and around the stations. Additional community goals included developing the station as a community focal point; stimulating the economy and creating jobs for residents; and making the station and the surrounding neighborhood safer.

Basic improvements planned as a part of the renovation included site improvements (such as landscaping, lighting, pedestrian circulation and weather protection); accessibility improvements; code compliance; systems upgrades (including electrical, mechanical and storm water management); passenger conveniences (including interior and exterior seating, telephones, information and parking); and station security. Input from the community was used to assess potential new commercial and community uses at the center and additional desired improvements.

The community proposed several potential commercial uses, including a restaurant, farmers market, dry cleaners, coffee shop, bank or ATM facility, gift shop or a newsstand. Proposed community or social service uses included a day care facility, meeting rooms, a boys and girls club, a senior center, town watch space, an employment office or an information center.

In addition to proposing potential uses for available space, the community requested certain station improvements that would encourage increased ridership and usage of the station, including enhanced security, a working elevator (which was planned as a part of SEPTA's compliance with ADA requirements), longer hours, improved landscaping, well-maintained rest rooms, the availability of information and first aid, and improved bus circulation around the transportation center. These recommendations were incorporated into the final plan, presented in October of 1995.

After a review of both available space and funding limitations, the preferred alternative included a mix of retail uses and town watch headquarters on the ground level of the station and a community resource center with meeting rooms on the second floor. Completion of the project is anticipated for December 1999, at a total cost of $7.5 million.

For more information, contact: J. Michael Olderman at SEPTA, 215-580-7646
Sources: CTC Motion Bulletins and working materials coordinated by Portfolio Associates, Inc.

concentrating off-peak passengers in a common location by establishing a defined off-peak waiting area; and scheduling routine maintenance activities for off-peak times.

- **Improve general maintenance of transit stations.** One alternative is the creation of maintenance and management entities for transit facilities apart from transit authorities (for example, non-profit or community-based groups that could share the responsibility for maintaining stations and adjacent public spaces).

An important characteristic of a livable community is the creation of a neighborhood center. In many livable communities, the local transit center can serve as that center, facilitating access, incorporating retail and commercial services and providing community facilities such as meeting spaces, community watch offices or community bulletin boards. Such is the case in the City of Chester, where the Southeastern Pennsylvania Transportation Authority (SEPTA) conducted community workshops in the fall of 1995 using an FTA Livable Communities Initiative grant. (See case study on Chester, page 45.) A similar "livable communities" planning process was initiated in the spring of 1996 and is currently underway in North Philadelphia.

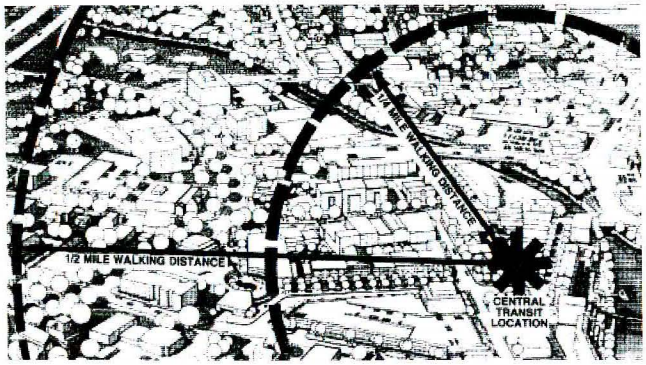
The North Philadelphia study area is broader than the Chester study, encompassing the North Philadelphia SEPTA/Amtrak Station; the North Broad/North Philadelphia Subway Station; and the intersection of Broad and Lehigh, a stop for numerous SEPTA bus routes. The total FTA grant for the North Philadelphia project is about $7 million, with approximately $6.6 million available for construction. Again, community participation was solicited to determine preferences and priorities for potential uses and improvements to the area.

Transit-Oriented Development

Transit-oriented developments are higher-density, pedestrian-friendly mixed-use communities located within close proximity to a transit station. This type of development focuses the community around a central transit facility, enhancing the ability of residents to access the service. Municipalities should be encouraged to plan and zone for transit-supportive development around stations. Both New Jersey Transit (NJT) and SEPTA have developed guidelines for transit-oriented development and encourage municipalities to plan for such development around transit stops. NJT prepared a handbook specifically designed to assist communities interested in improving the relationship between land use planning and transit, titled *Planning for Transit-Friendly Land Use.* SEPTA has developed a model Transit Oriented Land Use Overlay District as part of a study on transit options for Western Delaware County, as well as model parking standards for transit stations across Southeastern Pennsylvania.

Transit-oriented development should be promoted within a defined service area, generally within one-quarter to one-half mile of a transit station and necessitating no more than a 5 to 10 minute walk. Local zoning and land use controls should encourage relatively dense settlements with a variety of uses in these areas, together with financial and tax incentives to encourage such development. Land uses around transit stations should include a

mix of residential, commercial and retail services, to combine multiple trips into one single trip. Similarly, moderately dense residential development, neighborhood commercial uses and recreational uses should be encouraged within a 10-



Source: Planning For Transit-Friendly Land Use: A Handbook for New Jersey Communities, prepared for New Jersey Transit by Skidmore, Owings and Merrill, 1994

minute walk of each of the stops along major bus lines.

Transit stations within livable communities often incorporate additional uses during non-commuting hours, such as dining or retail services or community watch offices, to create a "round-the-clock" activity center. These activity centers can provide an enhanced sense of security, make the center more attractive and increase ridership.

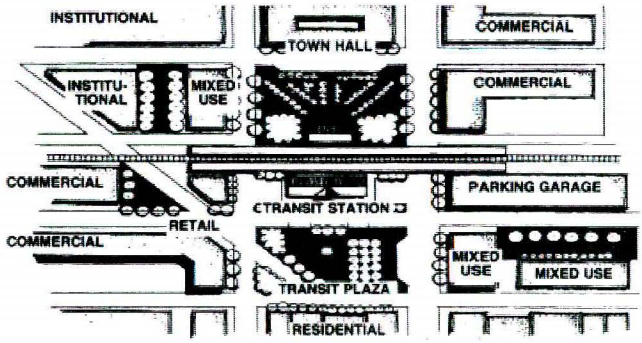
Specific recommendations for transit-oriented developments include the following:

- **Plan and zone for the appropriate densities necessary to support transit service** in areas surrounding the transit center. Generally accepted residential density guidelines are 7 units per acre to support bus service every 30 minutes; or 30 units per acre to support service every 10 minutes. If the employee base is 10,000 or more, the threshold density for employee-based transit service is 50 to 60 employees per acre.[39] The density should gradually decline with distance away from the transit stop.

- **Concentrate pedestrian-generating activities within walking distance of transit facilities.** Since people will generally walk no more than one-quarter of a mile, new developments should be located within one-quarter mile of a transit stop.

- **Allow a complementary mixture of uses,** including residential, commercial, industrial and recreational uses around transit centers, and discourage large single-use zones.

- **Permit and encourage compatible uses within buildings near the transit facility.** This might include, for example, retail uses on the lower levels and office or residential uses on the upper floors of buildings adjacent to transit facilities.



Source: Planning For Transit-Friendly Land Use: A Handbook for New Jersey Communities, prepared for New Jersey Transit by Skidmore, Owings and Merrill, 1994

- **Incorporate sidewalks which radiate from the transit facility outward to outlying areas,** to facilitate pedestrian access. The distance between the transit stop and the main entrance of each building should be minimized. Pedestrian areas should be designed with safety in mind; ground floors of buildings, for example should have windows which provide an unobstructed view of sidewalks and walkways linking the buildings.

Due to its extensive rail network, future development in the Delaware Valley could be transit-oriented along existing freight lines that could serve passengers as well. Such TODs would support the New Regionalism by facilitating concentrated mixed use developments with town centers and

[39]Cervero, Robert. Transit-Supportive Development in the United States: Experiences and Prospects, page 46.

Public Opinion Survey and Real Estate Market Assessment of Transit-Oriented Developments

To fill a gap in knowledge, the Pennsylvania Environmental Council organized a CMAQ-funded public opinion survey and real estate market analysis of transit oriented developments. The public opinion survey (POS) on TODs in the area surrounding the Schuylkill Valley Metro and Cross County Metro consisted of three parts; a telephone survey, focus group, and executive interviews with developers/realtors and local government officials. Key findings from the telephone survey of 401 area residents showed that about 1/3 favored the TOD concept, 1/3 opposed it and 1/3 were neutral. Crowding/congestion was the main reason for opposition; "many buildings on smaller lots" was a feature of TOD considered extremely unpopular by an absolute majority of respondents; and, surprisingly, seniors were the demographic group to most likely strongly oppose a TOD near their home and to have unfavorable opinions of the generally popular TOD features "convenient for walking" and "convenient public transportation."

Findings from the focus group revealed that residents felt the strains of traffic congestion, but carpooling or taking transit were thought of as "drastic" alternatives that "nobody" would support. Perceptions of transit were poor, although few participants had any recent experience with it. However, residents seemed ready to accept transit if it was efficient, attractive and dependable. TODs were viewed positively in that the higher density and more interactive living pattern they foster helps create a better sense of community, but residents had severe reservations about crowding, loss of privacy and "urbanization" that they associated with TODs.

Highlights from the interviews with developers/realtors showed that they were generally satisfied with zoning and subdivision regulations which typically require them to build single family homes on large lots, because they have no difficulty finding buyers. They are driven far more by the profit motive than by any aesthetic or ideological concepts. However, if there were a market demand for clustered housing that could be satisfied profitably, they would be quite happy to build it. Interviews with municipal officials revealed that they are very concerned with problems of sprawl and are generally supportive of experimenting with the TOD concept. However, they feel overwhelmed with day-to-day work and find it difficult to look at broader issues, such as updating their comprehensive plans.

The real estate market assessment was conducted by a team of consultants in conjunction with PEC, SEPTA, DVRPC and the Montgomery County Planning Commission. Within the Montgomery County portion of the Cross County Metro (CCM), nine proposed stations with a one-half mile radius catchment area were studied under a time frame extending to 2020. Based on current and anticipated real estate market conditions and trends affecting the CCM Corridor and Montgomery County as a whole, the study suggested that with appropriate zoning and municipal support, strong markets for office, retail and higher-density residential uses would exist within TODs at proposed CCM station areas. The addition of rail or other transit service was viewed as either very positive in that it would improve access to employment and offer an opportunity for residents to be less dependent on automobiles, or it was deemed to have no impact. The study identified lack of support from municipal officials and area residents who oppose increases in density as the major inhibitors.

Findings from the studies are being incorporated into an educational program on TODs that so far has included a symposium, a TOD packet of information, and a TOD video that will be targeted to developers, bankers, and residents and municipal officials in selected communities ripe for TOD. PEC will also be seeking additional funding to offer technical planning assistance to municipalities who wish to incorporate TOD elements into their plans and ordinances.

For more information contact: Patrick Starr, Southeast Regional Director, Pennsylvania Environmental Council at 215-563-0250

Sources: Research Inc., "Transit-Oriented Development - A Study on the Feasibility of Clustered, Mixed-Use Areas Being Constructed Adjacent to Existing and Proposed Rail Stations," Phase I - 3/6/98 and Phase III - 7/20/98; Donna Vitale, Strategic Focus, Inc., "Exploring Public Attitudes Toward Transit-Oriented Development in Suburban Philadelphia," 9/97; and Real Estate Strategies, Inc, Donald J. Pross, and The Waetzman Planning Group, "Executive Summary for the Real Estate Market Assessment for Transit-Oriented Development in the Montgomery County Section of the Cross-County Metro Corridor," 1/14/98; all prepared for Pennsylvania Environmental Council.

access to transit within the regional growth boundary. Restoring passenger service on the Schuylkill Valley Metro (from Norristown to Reading) and introducing passenger service on the Cross County Metro (from Glenloch in Chester County to Morrisville in Bucks County) have been proposed and feasibility studies have been completed. However, until recently, the real estate market for TOD development and the public's opinion of TODs within the region were unknown. In order to study these two significant components to the success of a TOD, the Pennsylvania Environmental Council (PEC) received a Congestion Mitigation and Air Quality grant, administered by DVRPC, to conduct a public opinion study on TODs in the area surrounding the Schuylkill Valley Metro and Cross County Metro, and a real estate market assessment for TOD along the Cross County Metro within Montgomery County. Both studies yielded enlightening results with regionwide application. See case study on previous page.

LIVABILITY IN URBAN COMMUNITIES

Redevelopment of the region's urban centers is a major goal of The Year 2020 Plan, and is critical to ensuring the economic health of the region as well as helping to preserve the region's remaining "greenfields." The region's urban areas, and particularly its major cities, must continue to implement programs and policies that support redevelopment and poverty alleviation to make the areas more livable for existing residents, and to attract middle and upper class residents to city living. The practice of community-based development has produced numerous successes in building affordable housing, reclaiming vacant land, and developing urban retail and small-business establishments. However, despite the financial and human resources invested in community based urban revitalization projects, Philadelphia and the region's other cities have witnessed a decline in jobs and people, and an increase in the number of poor. For example, Philadelphia lost 500,000 people and 225,000 jobs over the last 25 years; during the same period, the percentage of the city's population living below the poverty line rose from 15% to 24%, and Philadelphia's share of the regional tax base declined from 27% to 18%.[40]

Because cities represent the symbolic, social and economic heart of metropolitan areas, and substantial investment has been placed in them over the years, allowing that symbolism, investment and accompanying social fabric to deteriorate is wasteful and morally wrong (to most people), and it threatens the vitality of nearby places to where it can easily spread.[41] A positive future for Philadelphia and the entire Delaware Valley requires a multifaceted strategy that incorporates regional (and even global) economic realities, metropolitan land use patterns, and effective urban revitalization policies and programs. Such policies should include developing infill housing, reusing vacant land and buildings, providing public amenities to attract people back to the city and raise the quality of life for those in urban neighborhoods, reducing crime through environmental design, and connecting inner-city residents with the regional economy.

Developing Infill Housing

The development of infill housing projects is an essential component in the spectrum of activities needed to strengthen urbanized areas and to minimize the consumption of productive open land elsewhere within the region. Diane Suchman explains the numerous benefits to infill housing in her article "Urban Change and Infill Housing Development" in ULI on the Future - Creating More Livable Metropolitan Areas, 1997. Most obviously, she writes, such developments can help improve existing city neighborhoods and the environments in which existing residents live. Providing needed new rental and homeownership housing choices helps retain (or attract back to the

[40]Nowak, Jeremy, "Neighborhood Initiative and the Regional Economy," Economic Development Quarterly, Vol. 11 No. 1, February 1997, which cites Craig R. McCoy, Lea Sitton and Thomas Ferrick, "Vital Signs," The Philadelphia Inquirer, September 24-28, 1995.

[41]Suchman, Diane R., "Urban Change and Infill Housing Development," ULI on the Future - Creating More Livable Metropolitan Areas, Urban Land Institute, 1997.

city) middle-income taxpayers. In turn, a more diverse resident population promotes additional investment by creating demand for more goods and services. Infill development raises tax revenue by putting vacant land and buildings back on the tax rolls. Development of infill parcels can also help retain a community's character by preserving historic structures and eliminating neighborhood eyesores. As part of a regional strategy, reuse of infill parcels preserves greenfields, while simultaneously reducing the total reliance on the automobile, the long commutes, the added pavement, and the consequent air and water pollution typically caused by low density development on the metropolitan fringe.

Suchman explains how cities can encourage infill housing by targeting areas appropriate for infill development, fostering cooperation and collaboration among city agencies, streamlining the development process, ensuring regulatory flexibility as needed, making public investments and infrastructure improvements in targeted areas, assisting developers with land assembly and acquisition, remediating environmental problems, helping gain community acceptance for projects, offering various incentives or financial assistance, and comprehensively addressing the various other physical, social and economic needs of neighborhoods designated for infill housing.

Strategies for successful infill housing developments include creating the critical mass needed to demonstrate significant positive change is happening in the neighborhood; designing the infill to reflect vernacular architecture, street patterns and scale; and locating projects near strong, viable areas or institutions as opposed to siting them in the middle of distressed areas.[42]

As the major anchoring institution of West Philadelphia, the University of Pennsylvania (Penn) has been involved in community building activities for decades. In 1997, Penn, together with Drexel University, helped create the University City District, a special services district based on the successes of Philadelphia's Center City District (see case study page 56). More recently, in April of 1998, Penn began offering new financial incentives to faculty and staff who buy homes or improve existing homes in West Philadelphia. By the end of 1998, 84 people had signed up for the Homeowner Incentive Program, which offers either $3,000 per year for seven years, or $15,000 up-front, to be spent on housing expenses, provided the homebuyer commits to residing in the house for a minimum of seven years. A total of 53 faculty and staff have taken advantage of the Home Improvement Loan Program, which offers existing University City homeowners up to $7,500 in matching funds towards exterior home improvements. In addition, Penn is also offering new options on financing through their Guaranteed Mortgage Program, such as 120% financing for faculty and staff buying homes in West Philadelphia needing rehabilitation. Since its inception in 1965, over 1,500 faculty and staff have used this program, helping to create the critical mass of middle-income housing needed to significantly improve the community.[43]

In Center City Philadelphia, the Central Philadelphia Development Corporation (CPDC) has been working to increase the residential population through an advertising campaign, by helping draft and supporting the 10 year tax abatement ordinance for residential conversions (see next page), by recruiting developers for the downtown area, and by making recommendations to streamline the regulatory process. CPDC's "Make Your Move to Center City" residential attraction campaign ran in 36 publications in 1997, a 10 page "Shop, Dine and Live" advertising insert appeared in the 1998 real estate issue of Philadelphia Magazine and is now being routinely distributed at retail events and festivals, and a 20 page full-color brochure for new residents, "Live in the Center of Everything!" features a map and descriptions of neighborhoods, shopping, restaurants, schools, cultural institutions, and residential parking permit and public transit

[42]Suchman, Diane R., "Urban Change and Infill Housing Development," ULI on the Future - Creating More Livable Metropolitan Areas, Urban Land Institute, 1997, pp. 17-18.

[43]Wormly, DL, Director of Community Housing, University of Pennsylvania, telephone conversation January 5, 1998, and website: www.upenn.edu/evp/communityhousing

information.[44]

To help close the gap between construction costs and market rents and sales prices in Center City, CPDC recommends that the City of Philadelphia coordinate and clarify the roles of the multiple agencies who have oversight responsibility, establish a specific, mandated timetable for review and application approval, and create the position of a Downtown Housing Coordinator (funded through a public/private partnership) who can act as a "one-stop shop" or liaison between the developer and all levels of city government. Additional recommendations include establishing a shared-risk loan pool among financial institutions; creating a tax increment financing district for infrastructure improvements and affordable parking in the distressed area east of Broad Street; extending the ten year tax abatement for rental residential conversions to condominiums and new residential construction; changing Commonwealth law to extend the tax abatement period for improvements made converting vacant buildings to residential use from ten to fifteen years; and creating new state tax credits to offset the extraordinary costs of environmental, Americans with Disability Act and historical code compliance constraints in older buildings.[45]

Converting Vacant Land and Underutilized Buildings

Given the amount of vacant urban land and buildings, reclamation of vacant land, building rehabilitation programs and proactive property code enforcement are priorities to make the region's cities more livable. The City of Philadelphia has proposed combining scattered vacant lots into land development packages for reduced-density infill housing and private open space. Other City proposals addressing vacant land issues include accelerating the disposition of vacant lots through a reinvigorated sideyard sales program, encouraging and supporting community based adopt-a-lot programs, supporting community-based entrepreneurial efforts on vacant parcels, and assembling strings of contiguous vacant properties into larger development sites that can be aggressively marketed for new development.[46] Creative ideas for Philadelphia's underutilized spaces and unemployed people have recently been proposed that combine transforming vacant lots and buildings into agricultural enterprises growing vegetables, trees, mushrooms and fish hatcheries.[47]

In addition, the City of Philadelphia is spurring the adaptive reuse of underutilized office and warehouse buildings for rental apartments (and attracting middle-income residents back to the city at the same time) by allowing 10 year tax abatements of any increase in real estate taxes due to improvements made in converting vacant buildings to residential use. Eligible buildings must meet certain vacancy and use criteria.[48] Since the ordinance's adoption in the summer of 1997, 38 projects totalling more than 1,500 units and the

[44]Central Philadelphia Development Corporation, Increasing the Residential Population of Center City, June 1998.
[45]Ibid.

[46]Philadelphia City Planning Commission, Vacant Land in Philadelphia - A Report on Vacant Land Management and Neighborhood Restructuring, 1995, pp 2-3.
[47]Goodman, Howard, "Down on the Farm in Philadelphia," *Philadelphia Inquirer,* October 12, 1997.
[48]Philadelphia Ordinance 970274 criteria for eligible properties:
a) Building has not been used for commercial residential use within last 10 years; and
b) Building has been 66.7% or more vacant for last 2 consecutive calendar years or, building is 66.7% or more vacant and was first occupied more than 50 years ago.

Neighborhood Transformations — The Implementation of Philadelphia's Community Development Policy

Many of the New Urbanist remedies for creating livable communities or retrofitting existing suburbs already exist in Philadelphia and the region's other cities or neighborhoods. While these older urban neighborhoods have some of the features of livable communities such as mixed uses, higher densities, interconnected pedestrian and street networks, and excellent transit, they are often lacking in other elements such as pleasant, usable open spaces, and they suffer from physical problems of deteriorating housing stock, vandalism and unsafe and unsanitary places. According to the Office of Housing and Community Development, Philadelphia must address two fundamental design and planning issues that are not part of new-urbanist thinking or practice to date:

1. Determining how best to apply good design principles in an older neighborhood environment containing a mix of existing conditions - not only vacant houses and lots, but also owner- and renter- occupied housing that should be preserved, not demolished for new construction; and

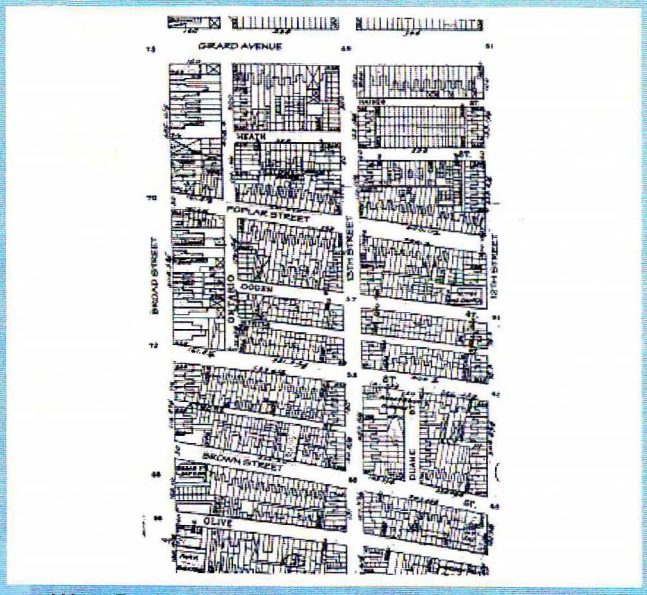
2. Finding the most effective way to design significant changes in the physical environment of a neighborhood, without access to the substantial level of public funding that subsidized large scale renewal projects such as Society Hill and Yorktown during the 1960s.

Despite these two challenges, Philadelphia has been able to implement some creatively designed projects:

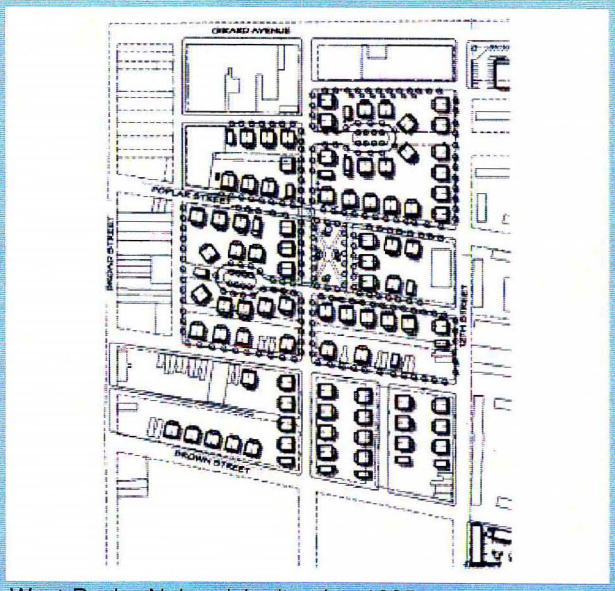
- Poplar Sales Housing - Years of abandonment, deterioration and demolition in an area in Lower North Philadelphia are giving way to the construction of a new neighborhood of 205 homes. The design approach for Poplar includes the following:

a. Reducing former 1950 densities of 45 units/acre to 13 units/acre;
b. Increasing lot sizes from the previous 800 - 1,200 SF to 1,200 to 1,800 SF;
c. Increasing house sizes from the traditional 2-story row house average of 950-1,150 SF to a range of 1,260 to 1,320 SF;

Completed West Poplar Townhouses
Source: City of Philadelphia Office of Housing and Community Development



West Poplar, 1895
Source: City of Philadelphia, Office of Housing and Community Development

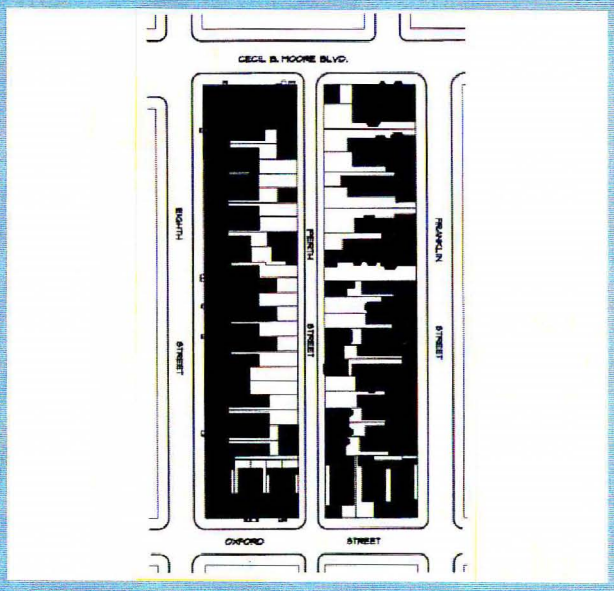


West Poplar Nehemiah site plan 1995
Source: City of Philadelphia, Office of Housing and Community Development

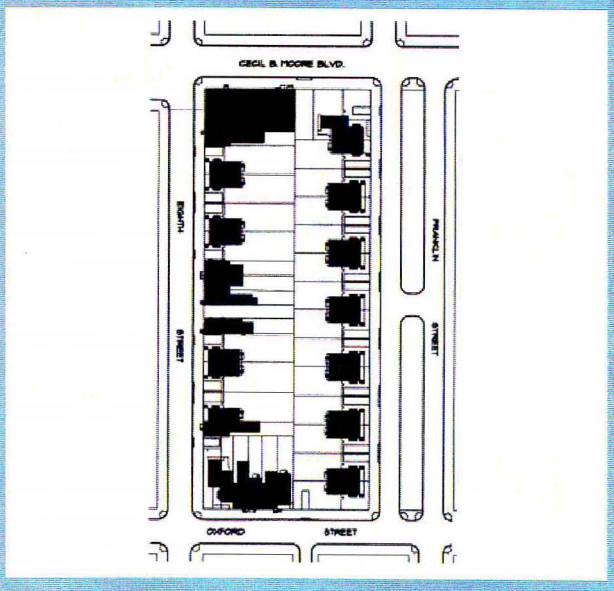
d. Designing attractive exteriors with distinctive elevations and front entrances;
e. Reconfiguring some streets into cul- de-sacs, which had proven successful in creating an attractive, secure environment for small streets in the nearby Yorktown neighborhood.

• Ludlow Village - The initial phase of the plan for the Ludlow neighborhood in Lower North Philadelphia includes lowering housing density and closing a small alley-like street to provide more rear yard space for the new houses. North Franklin Street, a major street in the community, will be widened and a landscaped median constructed.

For more information, contact: City of Philadelphia, Office of Housing and Community Development, 215-686-9750
Source: Neighborhood Transformations - The Implementation of Philadelphia's Community Development Policy, 1997.



Eighth and Oxford area, 1895
Source: City of Philadelphia, Office of Housing and Community Development



Site plan Ludlow Village development, 1996
Source: City of Philadelphia, Office of Housing and Community Development

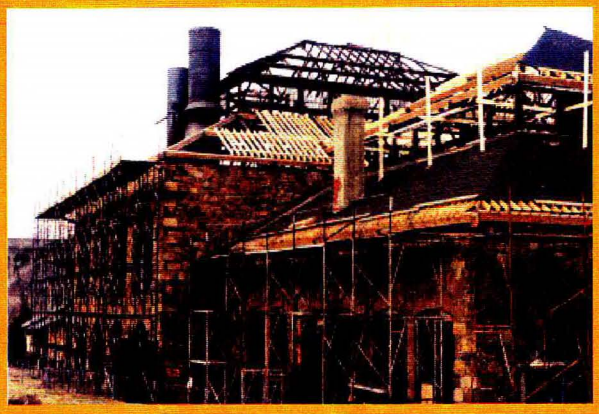
Phoenixville Renaissance

The Borough of Phoenixville is a community of almost 20,000 situated 25 miles west of Philadelphia at the confluence of the French Creek and Schuylkill River in Chester County. The Phoenix Iron Works, established there in 1829, produced rails and structural support for bridges and aqueducts, and continued to be owned and operated by the same family until the late 1970's. In its heyday the company employed over 2,000 workers. By the 1990's, almost 50 acres of the former company site, located next to the once thriving historic downtown business district, had become a barren, desolate landscape, burdening the town by physically dividing it, and by the fear of the potential pollutants left behind.

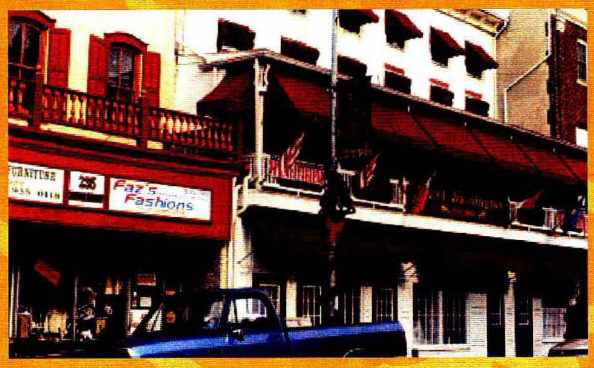
Recognizing opportunities for revitalization, a number of groups formed the Phoenixville Community Renaissance Coalition to develop Vision 1999, an agenda for action to make Phoenixville into a tourist, shopping and recreational destination for both regional and national visitors. The plan includes a number of initiatives to turn the brownfields site into the town's centerpiece, preserve the historic atmosphere of the town, develop a thematic speciality shopping district, create a hospitality district, restore passenger rail service on the Schuylkill Valley Metro, become a major tourist receptor center on the Schuylkill River Heritage Corridor, and provide other various attractions based on the borough's unique assets.

A number of projects are currently underway in Phoenixville, paving the way for the town to become a new destination in Chester County:

- The EPA awarded a $200,000 Brownfields grant ($150,000 for environmental risk assessment, $29,000 for feasibility and market study, and $21,000 for project administrative costs) as part of their Brownfields Economic Redevelopment Initiative to clean up the Phoenix Iron Works site.
- The Chester County Commissioners allocated $300,000 to the Phoenixville Area Economic Development Corporation to acquire the Foundry Building. An additional $950,000 has been raised through grants from the Pennsylvania Historical Commission, Department of Conservation and Natural Resources and private donations and commitments to rehabilitate the structure, which has been officially designated a Schuylkill Valley Visitors Center along the Schuylkill River Heritage Corridor. It will also house restaurant and retail space.
- The Rails-to-Trails Conservancy awarded grant money to conduct a feasibility study of bike trails throughout the 130 acre former Phoenixville Iron and Steel Company property.



- Active marketing has attracted numerous new businesses to Phoenixville's downtown - empty store fronts have been reduced from 30 when Vision 1999 was released to 3 vacancies three years later.



- $50,000 in grants have been received toward restoring the Colonial Theater, a 700 seat theater with a rare 34-rank theater organ which can present live theatrical productions in addition to its primary use as a first-run movie theater. Reopening is expected in 1999.

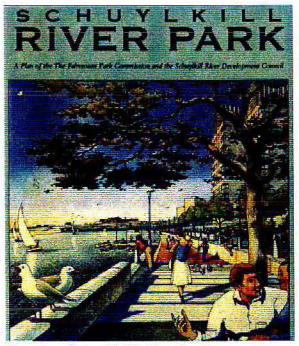
For more information, contact: Barbara Cohen, Executive Director, Phoenixville Area Economic Development Corporation, 610-933-3070.

Sources: Historic Phoenix Iron and Steel Company Site, Adaptive Reuse Initiative 1995, Phoenixville Renaissance Vision 1999 Agenda for Action, 1994.

conversion of more than 2 million square feet of underutilized or vacant floor area have been proposed, and at least four projects totalling more than 450 units have been approved.[49]

Provision of Public Amenities

Another important factor in improving livability and bringing people back to experience the city is the provision of public amenities like riverwalks, parks and other green spaces. Reestablishing such amenities can not only stabilize neighborhoods at risk, but can attract newcomers to city life. In Philadelphia, many open space reclamation projects are currently underway. For example, in Center City, implementation of the Schuylkill River Park will create a promenade, marina and waterfront dining experiences for urban residents and visitors alike. This urban greenway will connect with the 22 mile trail to Valley Forge National Park, providing further linkages between people and places in the city and suburbs.



Source: John R. Collins for the Schuylkill River Development Council

Other projects are succeeding in reclaiming dilapidated, unsafe and unsightly parks and open spaces located in urban neighborhoods. Maintenance of these urban open spaces becomes especially challenging as municipal budgets decline or tighten. Under a grant from the William Penn Foundation, the Pennsylvania Horticultural Society's Philadelphia Green Program Parks Revitalization Initiative developed self-sustaining, community-based stewardship organizations that have served to transform three neighborhood parks - Norris Square in North Philadelphia, Vernon Park in Germantown and Wharton Square in South Philadelphia. The key to reclaiming these neglected and deteriorated urban green spaces was developing collaborative partnerships and innovative approaches to new programs, activities and physical improvements.[50]

Crime Prevention Through Environmental Design

Crime, whether real or perceived, is a critical issue for cities seeking to attract tourists and new residents and to retain existing households and businesses. Philadelphia, despite favorable crime rates compared to other large cities in the country, is still perceived by many in the region as a dangerous place. One solution that is gaining recognition and support across the county is "crime prevention through environmental design," or CPTED. CPTED practitioners focus on how to design or redesign the built environment to reduce opportunities for criminal activity. The major design principles of CPTED involve placing physical features, activities and people to maximize visibility; judiciously placing entrances, exits, fencing, landscaping and lighting; using buildings, fences, pavement, signs and landscaping to express ownership; maintaining and managing properties well; and encouraging positive activities and land uses where undesirable activities are likely to occur.[51] Some municipalities establish interdepartmental teams consisting of police, planning, public works and human services to jointly review development and redevelopment plans for safety issues.

Zoning regulations, subdivision codes, sign controls, lighting regulations and landscaping requirements can also be used to enhance community security. For example, many municipalities mandate tall, opaque screens between land uses to shield residential areas from glare, noise, odors and unpleasant views. Yet such barriers can also conceal criminal activity. Shorter, less opaque installations can meet aesthetic appearances and pose less security risks. The potential glare and disturbance of brightly lit commercial and parking areas to residential areas must be balanced against the safety advantages. Accessibility, visibility and security must be considered when planning public and

[49]Philadelphia Department of Commerce, "Proposed Residential Conversion Projects (10-year tax abatement)", December 1998, and telephone conversation with Indira Scott, Philadelphia Department of Commerce, 1/7/98.

[50]Pennsylvania Horticultural Society, Philadelphia Green Program, Parks in Progress - Management Plan for Norris Square, Vernon Park and Wharton Square, June 1997.

[51]Brennan, Dean and Zelinka, Al, "Safe and Sound," Planning, August 1997, pp. 5-6.

University City District

University City's concentration of education, medicine, technology and science make it an important engine of economic growth for Philadelphia. However, to continue to thrive and reach its full potential, the economic core must be surrounded by attractive, clean, safe and vibrant neighborhoods. Towards this goal, the institutions, businesses and community of University City formed the University City District (UCD) to improve the quality of life for its residents, workers, students and visitors. The UCD is a non-profit organization that began operating in August of 1997, funded by five-year contributions from University City institutions and businesses.

The UCD oversees a variety of services, programs and public relations to accomplish its mission. Through its efforts, 40 uniformed, unarmed safety ambassadors with two-way radios now patrol University City streets to assist pedestrians and act as a deterrent to crime. A team of 25 uniformed cleaning personnel supplement property owners' responsibility in keeping sidewalks clean.

Capital programming by the UCD focuses on creating streetscapes and public spaces that invite, interest and thrive. The banner program highlights events and places in University City, and newly created murals will celebrate the unique assets of University City. Projects along 40th Street will include streetscape improvements, an 8 screen Sundance Cinema Center, a 20,000 square foot specialty food market and a parking garage, turning this distressed commercial strip into a regional shopping, dining and entertainment destination.

Source: Courtesy of University City District

To ease traffic congestion and parking shortages and facilitate transit connections for the over 50,000 workers of University City, the UCD is coordinating University City shuttles - six brightly colored buses carrying up to 30 people, with 15 minute headways, circulating riders between 30th Street Station and the major employment centers of the district. Start-up is scheduled for spring of 1999.

UCD marketing aims to attract people to University City to partake in the district's world-class food, theatre, dance, film, music, and museums; to shop at the Clark Park Farmers' market featuring locally grown and organic produce; and to live in its charming, tree-lined neighborhoods of 19th and early 20th century architecture. Efforts include producing The Quest, a quarterly newsletter, maintaining a website with calendar of events (see sources below) and coordinating "Go West! Go International!" third Thursdays, a nine month long series of events throughout University City.

Although less than a year and half old, UCD initiatives have apparently already had significant impact. Apartment building owners who had been afflicted with empty units and depressed rents are reporting their strongest rental season in years. Many landlords are even working as a group to encourage higher standards for security, lighting and sanitation. At the same time, University City realtors report that they are experiencing the best home sales market in a decade. Although a major factor is the University of Pennsylvania mortgage program (see page 50) the agents add that much activity is also from buyers not affiliated with Penn but who were attracted to University City's wonderful housing stock.

For more information, contact: Paul Steinke, Executive Director, University City District at 215-243-0555
Source: www.universitycitydistrict.org and www.upenn.edu/evp/communityhousing

common open spaces, even in small towns, suburbs and rural areas. Incorporating safety concerns into all municipal land use regulations can help instill a measure of security in the region.[52]

Regional Strategies for Improving Urban Livability

Community-based efforts can assist urban revitalization in numerous ways as shown above, but without regional strategies aimed at growth management and economic growth, local efforts will be overwhelmed by collective public policies that encourage out-migration.[53] An urban revitalization approach that incorporates the principles of New Regionalism (see page 7) by expanding the focus of local redevelopment initiatives into a regional context is needed. Jeremy Nowak, Executive Director of the Delaware Valley Community Reinvestment Fund, provides a framework for addressing this issue in his article, "Neighborhood Initiative and the Regional Economy". In the article, he differentiates *neighborhood revitalization* - rebuilding the physical and civic assets of a locality, the residential and commercial real estate, and the schools, congregations and voluntary associations that hold places together, from the *alleviation of poverty*, which has to do with household income security, job location, workforce preparedness, and the capacity of families and social networks to link to nonneighborhood sources of economic opportunity. He shows that neighborhood revitalization helps alleviate poverty, but that it can also reinforce the segregation of the poor by, for example, building housing in the worst employment markets.

Community-based organizations with an insular focus end up as *managers of decline* more than catalysts for significant renewal. In this respect, Nowak demonstrates that *sustainable* community revitalization is perhaps more the end result of poverty alleviation than it is the *means*. Nowak writes that the future of a more effective community development approach requires an explicit emphasis on poverty alleviation, which in turn requires linking the inner city to the regional economy. This involves questions of housing deconcentration, transportation policy, and workforce readiness. Since dispersing low income residents into suburban Philadelphia is unlikely to occur on any significant scale due to land values, subsidy scarcity, zoning, and public opposition, advancing reverse commute initiatives and job training initiatives will be most effective.[54]

This is all the more paramount in light of recent federal and state welfare reform. Passed by Congress and signed into law in August, 1996, the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) restructured the welfare system primarily by placing a five-year lifetime limit on eligibility for cash entitlements. States are charged with enacting and meeting a schedule of worker participation from state caseloads. For FY 1998, at least 25 percent of all welfare recipients must be in allowable work activities at least 20 hours per week, a standard which rises to 50 percent of all participants and 30 hours a week by FY2002. Failure to meet benchmarks outlined in PRWORA results in fines deducted from a state's total block grant from the federal government. Pennsylvania and New Jersey have responded by establishing work rules for welfare recipients that require them to participate in allowable work activities (typically defined as working, looking for work, job training, community work or subsidized work) to maintain their eligibility status.[55]

While time-limited welfare has raised the stakes, widespread job decentralization and limited auto ownership among welfare recipients combine to complicate the task of commuting between urban neighborhoods and suburban job centers. Although the majority of poor reside in cities, welfare-to-work is a *regional* challenge. New workers must be willing and able to use the regional transit network to commute to job opportunities throughout the regional labor market, which may include crossing the Delaware River. To address this need, DVRPC has been working with transportation providers,

[52]Gann, John L., "Building Crime Prevention into Land Use Codes," *Urban Land* February 1997, pp 41-44.
[53]Suchman, Diane R., "Urban Change and Infill Housing Development," ULI on the Future - Creating More Livable Metropolitan Areas, Urban Land Institute, 1997, p. 18.
[54]Nowak, Jeremy, "Neighborhood Initiative and the Regional Economy", *Economic Development Quarterly,* vol 11, No1, February 1997.
[55]Delaware Valley Regional Planning Commission, "Access-to-Jobs: Addressing Barriers to Bi-State Commuting," July 1998, pp 5-6.

transportation management associations, job developers, state and local welfare officials, persons involved with Empowerment Zones, and economic development officials to develop a Regional Access-to-Jobs Strategy. One product of this ongoing effort was the July 1998 report Access-to-Jobs: Addressing Barriers to Bi-State Commuting. In June 1999 , DVRPC published Access to Opportunities in the Delaware Valley Region, which serves as the Regional Job Access and Reverse Commute Transportation Plan, as required under the Job Access and Reverse Commute Competitive Grant program of TEA-21.

Current efforts include organizing and participating in programs to educate human service providers, job trainers and welfare recipients about available transportation services, working with a range of transportation, labor, economic development and human services organizations to improve inter-agency coordination and to create effective access-to-jobs partnerships, and preparing additional plans and studies on access to jobs strategies for specific corridors and job centers.

The Philadelphia metropolitan area has undergone a tremendous transformation in the post World War II era, perhaps most characterized by the decentralization of the population and job market to the surrounding suburbs, and the segregation of the poor to the inner city. Neighborhood initiatives have improved the urban environment but urban decline is still accelerating at an alarming rate. With the clock ticking on time-limited welfare, a new regional approach, linking community based efforts with the regional economy, is needed. Public officials, regional institutions, and the private sector must respond in cooperative, collaborative and creative ways. (See Philadelphia Jobs Initiative case study on following page.)

The Philadelphia Jobs Initiative

Source: Robert Bell, Ogontz Avenue Revitalization Corporation

The Philadelphia Jobs Initiative is a coalition of public agencies, non-profit organizations, educational institutions and private sector employers working together to connect inner-city residents with jobs in the regional economy. Primarily funded by the Annie E. Casey Foundation, this 8 year effort is being coordinated by the Delaware Valley Community Reinvestment Fund and administered in the impact community by the Ogontz Avenue Revitalization Corporation (OARC). The Jobs Initiative is comprised of a one-year planning period, a three-year Capacity Building phase, and a four-year implementation phase.

The planning process (completed February 1997) involved identifying regional economic growth opportunities appropriate for the target population, assessing work skills and barriers to employment for residents of the impact community, and developing a workforce strategy. The Initiative found manufacturing, hospitality and health care as the three industries offering the best opportunities for earning a family-wage (above minimum wage with potential for increases that can be expected to support a family), along with a growing source of employment in "back-office" services that link computers and telecommunications, such as order-taking and claims processing. On the supply side, the Initiative discovered a mismatch between the self-perceptions of prospective participants' work readiness and the perception of employers. Transportation and child care, surprisingly, were not perceived as major barriers by prospective participants.

Based on the findings, two workforce strategies were identified: Rapid Attachment Plus (RAP) and Job Investment. RAP requires 4 to 16 weeks of "intervention" and is expected to yield jobs with earnings in the $6-$10/hour range. The programs focus more on job readiness skills than technical training. Job Investment Programs are generally 4 to 12 months and are designed to result in placements earning $10/hour or more. These focus on technical training and are highly dependent on employer participation. Some examples of Job Investment programs are the Philadelphia Area Accelerated Manufacturing Education (PhAME), a 53 week education program in technical manufacturing whose graduates will be eligible for jobs earning $9-$14/hour, and the Campus Boulevard Corporation(CBC), which trains medical secretaries who may earn $8-$12/hour. CBC had a 100% placement rate last year.

The role of the Ogontz Avenue Revitalization Corporation is to recruit,orient, assess, refer and follow-up on participants in the program. Over an 18 month period beginning April, 1997, almost 1,500 people made contact with the program in the OARC office, 924 showed up for orientation, 728 had their skills assessed by job counselors, 429 showed up for training, 275 are still in training, and about 100 have been placed in jobs. According to the OARC Workforce Program Manager, apathy, fear of success, lack of role models, and various other personal problems are responsible for the "funnel" effect of so many initial contacts resulting in so few placements. However, the Initiative is still in the capacity building phase, and is continuing to assess outcomes and redesign strategies as needed. By its third year of operation, the Initiative hopes to be placing 500 people annually.

For more information, contact: The Delaware Valley Community Reinvestment Fund at 215-925-1130 and Robert Bell, Workforce Program Manager, Ogontz Avenue Revitalization Corporation at 215-927-5452

Sources: Philadelphia Jobs Initiative Strategic Plan, the Philadelphia Jobs Initiative Reporter

PART THREE

Implications for New Regionalism in the 21st Century

LESSONS LEARNED

This report identifies a range of growth management policies, land use and design practices, and transportation strategies and initiatives that can enhance the livability of a community and the region. The case studies presented throughout the report demonstrate how individual communities in the Delaware Valley, and the region as a whole, are applying these policies and techniques to make themselves more livable.

Growth management policies include the use of a growth boundary and infill development in existing centers. DVRPC's Year 2020 Plan promotes the use of a regional growth boundary, which is currently being used by DVRPC to guide regional transportation investments and to advise the Pennsylvania Infrastructure Investment Authority where low interest loans for sewer, water and storm water management systems should be awarded.

Within the region, Chester County recently adopted a county comprehensive plan titled Landscapes that encourages the establishment of municipal growth boundaries through an incentive program and mutually agreed upon municipal plans and ordinances. Two years after the plan's adoption, 93% of the county's municipalities have joined the "Vision Partnership," signing resolutions of support for growth boundaries and other Landscapes concepts. Demonstrating infill possibilities within the growth boundary, Phoenixville Borough in Chester County has developed a plan to transform its centrally located brownfields site into the town's centerpiece, and to develop a thematic speciality shopping district based on the town's unique assets to attract tourists.

Livability can also be enhanced in existing centers by creating safer, more attractive and vibrant neighborhoods. Efforts of the University City District, a special assessment district in West Philadelphia, have resulted in safer and cleaner streets throughout the district, a revitalization project along distressed 40th Street, a new jitney service for University City's 50,000 employees, a nine month long series of events called "Go West! Go International!" third Thursdays, and the strongest rental and home sales market in a decade.

Both new development and redevelopment should consider the principles of New Urbanism, but utilize those design elements that will be most applicable in each community. For example, as the case study on Philadelphia's Neighborhood Transformations revealed, two formerly deteriorated and largely abandoned neighborhoods were transformed by *decreasing density* to provide larger

lots and housing units, *closing an alley* to offer more rear yard space, and *reconfiguring some grid patterned streets into cul-de-sacs,* which had proven successful in creating attractive, secure environments in other urban neighborhoods. Recognizing individual community needs rather than imposing standard planning solutions is key to effectively implementing the New Regionalism.

Along with the rehabilitation of housing and commercial real estate revitalization, linking urban residents with jobs in the regional economy is mandatory to alleviating inner city poverty. Time-limited welfare has raised the stakes, making collaborations such as the Philadelphia Jobs Initiative workforce strategy to place 500 people a year in family-wage jobs all the more important.

Land use practices which support the development of livable communities include residential clustering, mixing compatible land uses, mixing housing unit sizes and styles, and creating a town center. Rural Woolwich Township in Gloucester County is promoting the creation of clustered housing with mixed uses and town focal points to create real communities while preserving surrounding rural character. Chesterfield Township in Burlington County is implementing a transfer of development rights program to preserve agricultural land and rural character, and has proposed a village prototype design plan for the receiving area. At the crossroads of Business Route 30 and PA 100 in West Whiteland Township, Chester County, a town center at Exton is being created by employing a roadway loop system, a jitney service, and pedestrian connections to lesson increasing traffic concerns.

Good design also has a role in creating livable communities. Community mobility, character and cohesiveness can be enhanced by incorporating a logical street pattern; narrow streets; traffic calming techniques; less parking in smaller, shared lots at the rear of commercial establishments; safe, well-maintained sidewalks, crosswalks and other pedestrian amenities; bicycle facilities and amenities; improved access to well-maintained transit facilities; smaller side and front yards; unit designs that encourage community interaction; quality streetscapes and parks; and interconnected open space networks. The Ardmore Business Improvement District in Lower Merion Township, Montgomery County, has leveraged a significant amount of funds and applied them towards streetscape and transit stop improvements. These beautification efforts have resulted in a better mix of commercial facilities and fewer vacancies along Ardmore's main street, Lancaster Avenue.

Transit-oriented development (higher-density, pedestrian-friendly, mixed-use communities located within close proximity to a transit station) also enhances livability. Using grant funds from the FTA's Livable Communities Initiative and the Commonwealth of Pennsylvania, SEPTA has been working with the City of Chester to plan, design and construct renovations of the Chester Transportation Center that will encourage greater use of transit by also serving other community needs. Suburban localities facing traffic congestion are also made more livable by improving access to transit. In the King of Prussia area in Upper Merion Township, Montgomery County, new bus shelters, dedicated busways and improved pedestrian connections for bus riders are increasing transit usage to the King of Prussia mall and business park, thereby reducing traffic and providing an easier opportunity for lower income people without cars to access jobs in these two employment centers. Two studies on transit oriented developments (TODs) spearheaded by the Pennsylvania Environmental Council revealed that those surveyed are not opposed to the concept, and there is a strong market for office, retail and higher-density residential uses at proposed station areas along the Montgomery County section of the Cross County Metro, but widespread fear of higher densities associated with TODs is a major inhibitor.

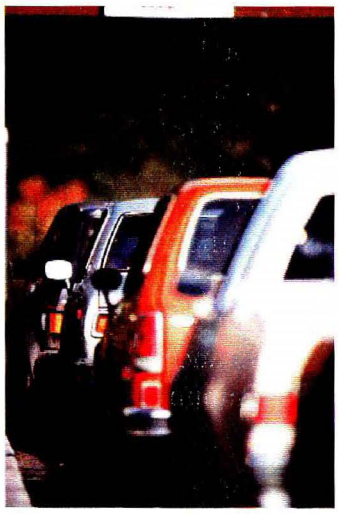
Characteristics that make a community "livable" should be incorporated into newer developments

as well as existing centers. No center is identical to another, though, and planners and local officials should consider the impact of any transportation or land use proposal on the livability of the community and consult with members of the community on their particular priorities and needs prior to making final planning, development and investment decisions.

THE CHALLENGES AHEAD

Building and rebuilding strong local communities is the heart of New Regionalism. The Philadelphia metropolitan area grew as a collection of communities, in the city and surrounding suburbs, each containing the mix of uses, compact character, and sense of place now being sought by the New Urbanism movement. If these communities work in the Delaware Valley, how do we affirm these principles and change the trends of continued sprawl?

One major impediment to the development of livable communities is the continued reliance of the American consumer on the automobile as the primary mode of transportation, and their choice of a residence based on this preference. Even when provided with travel alternatives, most people continue to choose their own car whenever possible. As long as this is the case, developers will continue to build auto-dependent communities, often at the expense of pedestrian access or other transportation modes.



Due to continued suburbanization and sprawl, practical alternatives to automobile travel now do not exist in many areas. Existing transit service often fails to meet the needs of today's consumer. Many employees now work flexible shifts or part-time hours, which do not correspond to traditional peak hour services offered by SEPTA, NJT and PATCO. More employees also now live in the suburbs and commute to suburban job locations, which runs counter to traditional suburb-to-city services well established by the Delaware Valley's major transit providers. Improved maintenance and enhanced amenities at transit stations may improve ridership in some locations. For example, the air-conditioned comfort and smooth ride of the new subway cars replacing the circa - 1961 vehicles on the Market Frankford El may lure certain commuters back to this line, but the key challenge for transit agencies is the need for flexible services to address the suburban market.

Land-use, design and transportation policies also need to be better coordinated, or efforts to increase transit usage will not achieve their full potential. For example, many employers encourage employees to carpool or use transit, but still offer free automobile parking and fail to provide shuttle services between the transit station and their site or to shopping and restaurants at lunchtime.

Another obstacle to planning for livable communities in many suburban townships are existing local zoning ordinances which do not allow or encourage neotraditional design. Builders, planners and local officials are often reluctant to abandon typical subdivision designs so common in today's market in favor of more "livable" designs. Local officials fear that narrower residential streets will not accommodate fire trucks, snow plows and sanitation trucks (although tests have in many cases proven them wrong). Planning for livable communities, which advocates mixing uses within the community, does not fit the standard pattern of development; developers, lenders and insurance providers tend to specialize in one type of project, not mixed uses.

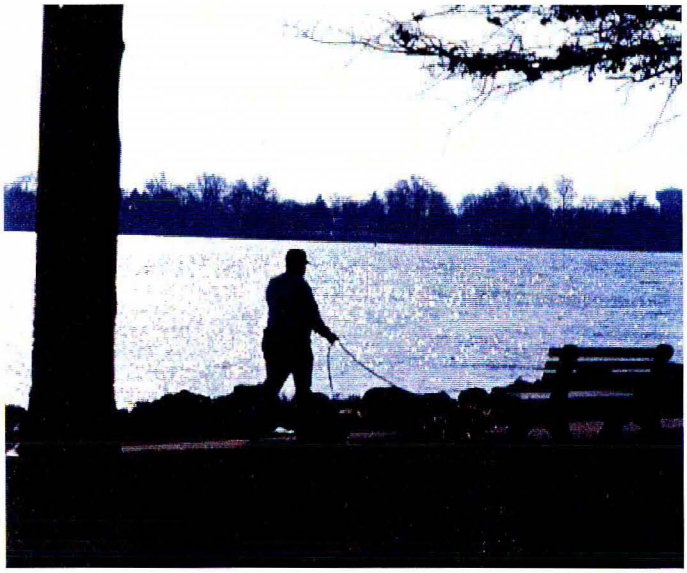
Many traditional retailers and commercial institutions have specific parking requirements and

refuse to relocate into existing downtowns or new town centers without large, street-side parking lots. Municipal development regulations may also be an obstacle to center development; local planning commissions and boards are often hesitant to incorporate new techniques or ideas, instead supporting typical, "tried-and-true" suburban designs.

Additionally, problems often occur with obtaining the necessary financial backing for neotraditional projects. Developers and lenders often do not understand the values, risks and market for projects which incorporate transit-oriented, small lot, pedestrian-oriented, mixed-use and grid developments with common open spaces. Appraisals fail to account for the economic value of a higher quality of life, adjacent services, access to transit and pedestrian and open space amenities of the community, instead focusing on the housing product. Appraisals for individual units in livable communities may therefore be no higher than the appraisals for similar units located in subdivisions with none of these amenities, even though development costs (and, ultimately, sales prices) are often higher. There is also a lack of market and demographic research to justify treating the development of livable communities differently than typical subdivisions. Planners and developers need to research the demographics of people attracted to livable communities as opposed to typical subdivisions. Since sales prices in these communities are often higher, one might assume that income levels are higher and household sizes may be smaller, reducing the demand on the municipality for services. Such data would provide a financial incentive for local officials to support the development of livable communities.[56]

Princeton-based planner/author Anton Nelessen has shown in "Visual Preference Surveys" both locally and across the country that people strongly prefer images of streetscapes and landscapes promoted by New Regionalism than of conventional suburban development[57]. Changing people's apparent visual preferences into actions implementing the tenets of New Regionalism will require a variety of actions by a number of players. Change may be incremental, but it is already happening, as evidenced by the case studies described in the report.

As a next step, DVRPC will be updating and



revising the Year 2020 Plan in fiscal year 2000 to reflect the changing and emerging trends within the region and to maintain a 20 year planning horizon. New policy from the Transportation Equity Act for the 21st Century, or TEA-21, the Governor's 21st Century Environment Commission report in Pennsylvania and the New Jersey State Development and Redevelopment Plan Reexamination Report will be incorporated into Horizons: The Year 2025 Plan for the Delaware Valley. Appendix A lists some policy recommendations and suggested roles to further the agenda of New Regionalism to maintain, enhance, and increase the mosaic of livable communities making up the Delaware Valley.

[56] "Overcoming Obstacles to Smart Development", *Landlines*, Lincoln Institute of Land Policy, July, 1996: volume 8, number 4.
[57] Nelesson, Anton Clarence, Visions for a New American Dream, Planners Press, American Planning Association: Chicago, IL 1993.

APPENDIX A - RECOMMENDATIONS

The following is a list of suggested actions and roles to help implement New Regionalism in the Delaware Valley:

Recommendations for Commonwealth of Pennsylvania

1. Develop a statewide policy plan for growth and redevelopment, and coordinate with the governor, legislature, state agencies, counties and municipalities for implementation.

Recommendations for State Agencies

Departments of Transportation should:

1. Assign priority for infrastructure funding to urban centers and designated growth areas in accordance with State, regional and county plans.

2. Program public infrastructure improvements to avoid development pressures on prime farmland.

3. Support local efforts to create an integrated transportation network that includes a generalized grid pattern, traffic calming techniques, lighting and plantings, and narrower streets.

4. Promote transportation demand management techniques and alternative services and technologies.

5. Provide facilities for bicycle access on state roads and bridges, such as paved shoulders and wider curb lanes.

6. Increase funding for public transportation.

Other State Agencies should:

1. Provide priority funding for infrastructure improvements and locate public offices in urbanized areas.

2. Prohibit expansion of water and sewer services into inappropriate areas as defined on State, county and regional plans.

3. Link welfare reform with job training, economic development, transportation, and provision of social services efforts.

4. Increase funding for housing rehabilitation and affordable homeownership programs, including rent-to-own and sweat equity programs.

5. Reduce red tape, overlapping agency requirements, time delays and excessive standards for infill and redevelopment.

Recommendations for Regional Agencies

1. Continue promoting a regional perspective and regional cooperation.

2. Work with counties to consider the options and impacts of tax reform to reduce the reliance on local property taxes and improve equity throughout the region.

3. Utilize the regional plan and the Transportation Improvement Program (TIP) to support growth in appropriate areas.

4. Document the economic value of protected open space and alternative forms of development within the Delaware Valley.

Recommendations for Transit Providers

1. Become more proactive in increasing ridership by advocating for municipalities to require transit provisions in their ordinances.

2. Consider joint development proposals with municipalities or developers at rail stations and surrounding areas.

3. Develop new routes to better serve emerging urban and suburban employment centers and other destinations, and utilize jitney services or other flexible services as appropriate.

4. Provide bicycle parking facilities at stations and transport capabilities on vehicles.

5. Increase security through the presence of uniformed police at stations and aboard vehicles; and emergency telephones, monitors and telecommunications equipment, and adequate lighting at all stations.

Recommendations for Counties

1. Update county comprehensive plans to include growth boundaries and provide incentives for municipalities to follow the county plan. Such an effort requires strong political backing from county elected officials.

2. Retain the existing population and employment base by promoting well designed infill development to meet current and future needs, retool existing development where it no longer suits today's needs, and reinvest in infrastructure as needed.

3. Suburban counties should support measures that ensure the vitality of Philadelphia, as their prosperity is tied to the city's.

4. Identify potential future bicycle facilities to create an integrated network.

5. Utilize preferential tax assessment programs to preserve farmland, open space, historic properties and districts.

6. Encourage and support joint municipal planning, zoning and transfer of development rights (TDR).

Recommendations for Municipalities

1. Be more flexible in zoning and subdivision and land development ordinances to allow for more mixed use, traditional neighborhood design features, and transit oriented developments.

2. Grant density bonuses for developer improvements at transit centers.

3. Utilize site design standards and the local capital program to provide pedestrian and bicycle access and facilities.

4. Establish local community transit services in areas surrounding employment centers, and work with transit agencies to establish a compatible mix of land uses around existing transit stations.

5. Revise local ordinances to require pathway connections among and between residential and commercial activities.

6. Revise local ordinances to allow and encourage affordable housing alternatives and reduce housing construction costs.

7. Reduce red tape, overlapping agency requirements, time delays and excessive standards in urban municipalities desiring promotion of infill.

8. Develop collaborative partnerships between volunteer park groups, neighborhood residents, businesses, and municipal park and recreation departments to revitalize and reclaim dilapidated parkland.

9. Ensure consistency of local plans with state, regional, and county plans.

Recommendations for School Systems

1. Incorporate regional land use, transportation and environmental issues, as well as neighborhood design concepts into school curricula.

Recommendations for Developers

1. Strive to build communities that incorporate elements that enhance accessibility and interaction with the community, including mixing uses, providing common areas and/or buildings for programs and activities, providing densities that will support public transit, integrating a logical street network that meets the needs of its surrounding uses, supporting pedestrian and bicycle activities, and preserving natural and historic resources on the site.

2. Research consumer preferences for type of community living.

3. Suburban developers should also be involved in initiatives that will improve the city such as the quality of city schools, which affects the workforce and therefore impacts suburban prosperity.

4. Pursue infill development in cities, which can also be profitable.

Recommendations for Private Sector Businesses

1. Recognize the competitive advantages of urban areas including strategic location, unmet market demand, and supply of labor force, and invest accordingly.

Recommendations for Non-Profit Organizations

1. Continue to provide educational and informational resources for municipal officials and the development community on the advantages and goals of transit-oriented development.

APPENDIX B - RESOURCE GUIDE

The following is a list of how-to guides, many locally produced, for implementing New Regionalism within the Delaware Valley.

Comprehensive Planning and Growth Management

***Landscapes* Community Planning Handbook - A Toolbox for Managing Change in Chester County, Chester County** Planning Commission, May 1997. Copies are available for $25.00 by calling the planning commission at 610-344-6285.

Tools and Techniques - Bucks County Land Use Plan, Bucks County Planning Commission, 1996. Call the planning commission at 215-345-3400 for more information.

Guiding Growth - Building Better Communities and Protecting Our Countryside, A Planning and Growth Management Handbook for Pennsylvania Municipalities, by Robert Coughlin, Joanne Denworth, John Keene, John Rogers and Robert Brown, 1991. Copies can be purchased by calling the Pennsylvania Environmental Council at 215-563-0250.

Guiding Regional Growth - Land Use Element of the DVRPC Year 2020 Plan, 1995. Delaware Valley Regional Planning Commission. Call DVRPC at 215-592-1800.

The Land Use/Transportation/Air Quality Connection Resource Manual, 1994. Lincoln Institute of Land Policy and 1000 Friends of Oregon. Call the Lincoln Institute of Land Policy at 617-661-3016.

Communities of Place - The New Jersey State Development and Redevelopment Plan: Reexamination Report and Preliminary Plan, New Jersey State Planning Commission, 1997. Call Office of State Planning for more information: 609-292-7156.

Save Our Land, Save Our Towns - A Plan for Pennsylvania, 1995, by Thomas Hylton. Call publisher, RB Books at 717-232-7944.

Guidebook for Creating a Municipal TDR Program, 1995. Montgomery County Planning Commission. Call MCPC at 610-278-3722.

New Urbanism Tools for Good Community Development

The New Urbanism - Toward an Architecture of Community, 1994, by Peter Katz. McGraw-Hill Publishers.

Visions for a New American Dream - Process, Principles, and an Ordinance to Plan and Design Small Communities, 1994 by Anton Clarence Nelessen. Call American Planning Association Planners Book Service at 312-786-6344.

Mobility Friendly Design Standards, Draft, 1997. Wilmington Area Planning Council. Call WILMAPCO at 302-737-6205.

Re-Creating the Neighborhood - Model Ordinance for Single-Family Development, 1996. Montgomery County Planning Commission. Call MCPC at 610-278-3722.

Village Planning Handbook, 1989. Bucks County Planning Commission. Call BCPC at 215-345-3400.

Best Development Practices - Doing the Right Thing and Making Money at the Same Time, 1996, by Reid Ewing. Call American Planning Association Planners Book Service at 312-786-6344.

Creating Transportation Choices

Planning for Transit Friendly Land Use - A Handbook for New Jersey Communities, 1994. New Jersey Transit. For information on NJT's cooperative efforts in transit-friendly land use planning, call NJT at 201-491-7814.

Creating Transportation Choices in Montgomery County, 1995. Montgomery County Planning Commission. Call 610-278-3722 for copies.

Transit Oriented Development for Southeastern Pennsylvania Handbook, 1997. Pennsylvania Environmental Council. Call 215-563-0250.

Traditional Neighborhood Street Design Guidelines, 1997. Institute of Transportation Engineers. Call ITE Bookstore at 202-554-8050.

Conservation Design and Open Space Planning

Conservation Design for Subdivisions - A Practical Guide to Creating Open Space Networks, 1996, by Randall Arendt; Natural Lands Trust, American Planning Association and American Society of Landscape Architects, Island Press. Call Natural Lands Trust at 610-353-5587.

Growing Greener - Putting Conservation into Local Codes, 1997. Natural Lands Trust. Call NLT at 610-353-5587 or DCNR at 717-772-3742.

Land Preservation District Model Zoning Provisions, 1991. Montgomery County Planning Commission. Call MCPC at 610-278-3722.

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DELAWARE VALLEY REGIONAL PLANNING COMMISSION

Publication Abstract

TITLE	
NEW REGIONALISM **Building Livable Communities** **Across the Delaware Valley**	**Date Published:** **July 1999** **Publication No.** **99008**

Geographic Area Covered: Nine county DVRPC region

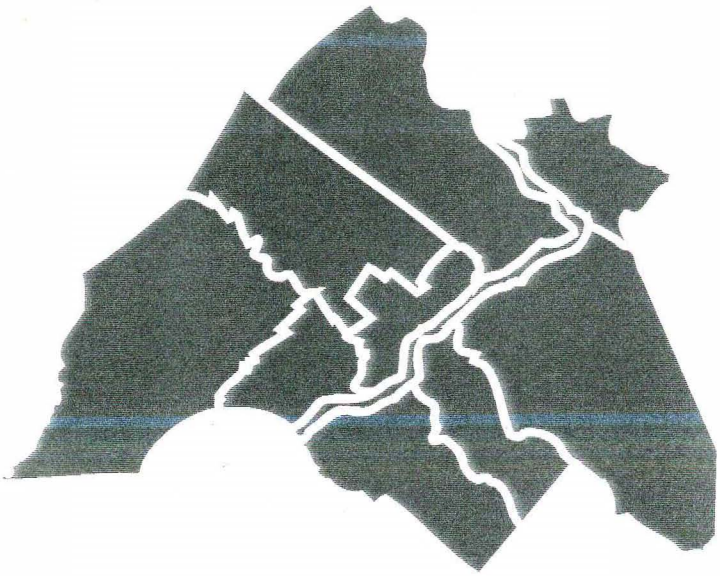
Key Words: New regionalism, new urbanism, traditional neighborhood design, neo-traditional planning, transit oriented development, center development, livability, design guidelines, growth management, urban revitalization, suburban redevelopment, interconnected open space network

ABSTRACT

New Regionalism expands the concept of New Urbanism to include 1) limiting new development to designated growth areas, 2) fostering suburban development based on traditional neighborhood design principles, 3) encouraging infill development and urban revitalization, and 4) preserving an inter-connected regional open space network. This report explains key strategies and design principles for enhancing livability at both the neighborhood and regionwide scale, and presents local case studies of how various communities in the Delaware Valley are applying these principles to make themselves more livable.

For More Information Contact:

Delaware Valley Regional Planning Commission
Regional Planning Division
The Bourse Building
111 South Independence Mall East
Philadelphia, PA 19106-2515
(215) 592-1800
Fax: (215) 592-9125
website: http://www.dvrpc.org



DELAWARE VALLEY REGIONAL PLANNING COMMISSION

The Bourse Building

111 South Independence Mall East

Philadelphia, PA 19106

Ph: (215) 592-1800

Fx: (215) 592-9125

Website: www.dvrpc.org