TAKE CARE OF YOUR COMMUNITY

The Citizen's Guide to Community Planning Self-Care

CIRCL

- Easy-to-Use Symptom and Diagnosis Descriptions for 20 Common Planning Ailments
- Dozens of Treatment Ideas
- Examples from Other Communities
- Detailed Discussions of Six Key Planning Concepts

Central Indiana Regional Community League

Introduction

Purpose
The purpose of this handbook is to help residents, developers and elected officials identify planning-related problems in their communities and explore potential solutions to the problems. The Central Indiana Regional Community League has prepared this handbook as part of CIRCL's ongoing efforts to help Central Indiana's residents implement better planning in their communities. This handbook is intended to be a "living document," so that new materials and planning concepts can be added as needed, without changing the underlying goals of CIRCL's Vision Plan.

Structure
This handbook is divided into three distinct sections:

Part One: Basic Issues
"How to Understand the Issues and this Handbook"

Part Two: Communities and Common Complaints
"Specific Advice for 20 Ailments"

Part Three: Planning Your Community
"In-Depth Explorations of Six Planning Issues"

This handbook structure, combined with its common-sense planning advice and easy-to-use navigation tools, should help readers quickly find helpful information for the issues they find most important. In order to make this handbook as user-friendly as possible, it has been written to mimic a medical handbook.

CIRCL

VISION PLAN
STEWARDING LAND - TRAVELING WELL

The CIRCL Vision Planning Guide has been funded by:

- *CIRCL – Central Indiana Regional Community League*
- *Indiana Department of Transportation*
- *Indianapolis Metropolitan Planning Organization*
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Section ONE:

Basic Issues

How to Understand the Issues and this Handbook

Introduction

At its heart, planning is a simple exercise, one that is carried out by a variety of actors in multiple settings. The planning process is easy and intuitive – figure out what is wanted (or needed), consider options for achieving those wants/needs, select and modify the best option, and marshal the resources necessary to achieve the resulting plan. This process holds for activities as simple as planning a weekend vacation to complex ones like launching a spacecraft into orbit.

When we try to plan our communities, however, things become more complicated. From such activities as ferreting out community values and determining planning stakeholders to technical work like travel demand forecasting, community planning is an enterprise that is surrounded by uncertainty. The subject matter and goals of community planning – be they mobility and accessibility (transportation), affordable housing, water and sewer (infrastructure), police and fire (community services), economic development, social justice, etc. – are fundamentally different from most issues faced in other areas of our lives. Indeed, they are "wicked problems" – issues that defy formal definition, and for which no absolute solution can be achieved. Wicked problems are also unique – Central Indiana's transportation issues, for instance, while similar to those faced in other communities, have their own qualities that are not shared by anyplace else.

Despite these issues, people tend to have high, often unrealistic expectations of community planning, and the resulting tension can result in cynicism and frustration. "There is no planning here" and "planning is not working" are common exhibitions of this viewpoint.

Community planning therefore demands collective intelligence, or more precisely, *shared understanding* and *shared commitment*. Studies, surveys, and meetings are not enough; understanding the problems of community planning means collectively making sense of the situation and coming to a common perception about *who* wants *what*. Planning in this sense can be viewed as a continual dialogue about problems and solutions.

Entering into this dialogue is a rewarding experience, as well as for the community that benefits from their participation.

This guide was developed with this aim in mind – and also to help Central Indiana's citizens, planners, developers and elected officials explore ways to

implement CIRCL's Vision Plan. This Section provides background information about:

- How to determine your "ailment" and an appropriate treatment
- What types of treatments are available
- How the various planning processes work
- How to work with other interested stakeholders

Finally, this introductory section includes a summary of CIRCL's Vision Plan, so that readers can become familiar with the goals and strategies developed to help Central Indiana's citizens.

Background Information:

CIRCL Vision Plan

This Planning Guide is written to help you and your community.

Starting in 1997 and continuing through 1999, CIRCL undertook a region-wide effort to research and predict future growth patterns for Central Indiana. Then CIRCL went out to the citizens, communities, cities and counties of Central Indiana to listen to the concerns and suggestions from all interested and affected residents. The result was CIRCL's Vision Plan for Central Indiana, an outline of the region's future concerns and a broad framework for addressing these concerns.

Why does this matter to you?

> *Because you, your family, and your community will be the ones enduring*
>
> - *increased congestion,*
> - *fewer open spaces to enjoy,*
> - *complete dependence on automobiles for simple daily needs, and*
> - *numerous other avoidable inconveniences.*
>
> *You can ignore or endure the problems, or you can work to solve them. This Guide is for those who want to solve the planning ailments facing their community.*

The potential future problems identified in the Vision Plan can already be seen and felt. But it is not too late to make a difference. This guide explores twenty planning ailments related to those identified in the Vision Plan and it discusses various potential treatments. This is a discussion of some key issues, not an instruction manual. If readers use this Guide as a starting point, to arm themselves with the vocabulary of planning, and then modify its suggestions and examples, or seek out new ones, they will be able to individually or together affect the land development and transportation policies that most dramatically affect their communities.

Vision Plan Elements

CIRCL uses the Vision Plan's seven "Points" and eleven "Strategies" to outline a citizen-based vision for Central Indiana's future. The Vision Plan was developed with input from Central Indiana's residents and focused on solving future problems with research, analysis and citizen direction. CIRCL's "Points" and "Strategies"

came from the concerns, guidance and direction from your neighbors.

The Vision Plan process identified six critical issues that will affect Central Indiana's future. These are the problems that will affect you and your community if no action is taken to change how development and growth will occur in Central Indiana:

Congestion
Congestion means that current roadway systems intended to move a reasonable number of vehicles through the area safely and efficiently become dangerously overburdened with more traffic than the system can accommodate without significant delays.

Growth
Steady population growth in the nine-county region is being dramatically outdistanced by vehicle miles traveled and vehicle hours traveled. In other words, the amount of time you'll spend in your car will increase *faster* than the rate of population growth.

Costs
Automobile travel and the congestion that results from rapidly growing amounts of it are quite expensive. Without significant changes, auto travel around Central Indiana will become more costly for you. Based on current growth forecasts, you and your neighbors will increase your combined spending on travel from $4.8 billion in 1990 to $8.3 billion in 2020!

Transit
By national standards, Central Indiana is not well served by public transportation systems. Central Indiana has a rich history of transit use – in 1950, with an extensive system of trolleys and buses, 85 million transit trips occurred. In 1996, Metro/IndyGo offered just over 10 million rides. Setting a clear goal to attract new riders and decrease congestion can help potentially move millions of annual trips from the roads to transit.

Bicycle & Pedestrian Facilities
Although there are still relatively few completed bicycle and pedestrian facilities in Central Indiana, interest in bicycle and pedestrian strategies has been increasing in recent years. There are numerous plans for new facilities in the region. Short trips (to convenience or grocery stores, for example) are easy to convert to bicycles or walking when safe routes are available.

Land Use Connection
In general, land use policies in Central Indiana do not promote the kinds of development patterns that can help reduce traffic levels – partly because they are not intended to. Common development

practices such as low-density residential subdivisions, distance from other neighborhoods, separation from commercial areas, and absence of sidewalks or paths all contribute to heavy reliance on autos for even minor trips.

Vision Plan Seven Points:

(These descriptions are directly from the April 1999 Executive Summary of CIRCL's Vision Plan.)
(The following list includes all seven of the Vision Plan points, although not all seven are addressed in this Guide. Each ailment and treatment identifies the relevant Vision Plan elements.)

Vision One:

Multi-Modal Transportation

The focal point of the Vision Plan is a transportation system that integrates good roadways with efficient mass transit options to help more citizens travel well in years to come.

While self-driven vehicles will remain the *primary* way we get around Central Indiana, they will not be the *only* good choice people have. Light rail trains, express bus service, and park & ride options will become some of the everyday choices available to citizens. This combines safe and efficient highways with a modern transit system. It ensures that each transportation mode makes the best use of the others. And it will reduce congestion and pollution as we grow. Citizens will be able to travel conveniently, comfortably, and safely throughout the region without *totally* depending on roadway travel.

Throughout this guide, there are references as below that show you which elements of the Vision Plan are addressed by that section:

CIRCL Vision Plan Elements:

- Paths, Trails and Sidewalks

Vision Two:

Easier Access

Easier access to the places people want most to go will be possible through a variety of transportation alternatives.

Access expands opportunity. Access is critical for workers, as well as for senior adults and youth. As job opportunities expand throughout the region, options like express and local bus service and light rail trains with convenient routes will help workers get to the jobs they want. Citizens will also be able to more readily access cultural, education, entertainment, and shopping venues throughout the region without relying completely on cars. Access not only has to do with availability of convenient options, but with reliability and affordability.

Vision Three:
Transit Corridors
Public transit will be available along corridors of places where many Central Indiana residents want to go.

Helping many people get where they want to go from where many people dwell is the crux of this Vision Plan point. In order to accomplish this, public transit will move Central Indiana citizens between major travel destinations and origins. These "transit corridors" are veins of travel which many people already use daily. *Existing* transit corridors will be developed with multiple choices of transportation, And *new* transit corridors will be identified and developed as needed to better serve citizens. Less time spent in traffic and cleaner air – along with cost-effectiveness – will be the result for all Central Indiana citizens.

Vision Four:
Mixed-Use Development
Neighborhoods will be developed that make walking and biking a more likely way of getting to nearby stores, schools, services, and workplaces.

Central Indiana will offer a range of residents the options of living in community developments that place quality homes in close proximity to convenient businesses, schools, and workplaces. These mixed-use, compact residential and commercial neighborhoods combine small-town accessibility with land saving development design. They will maximize convenience and minimize dependency on auto travel. One of *many* living options available to Central Indiana's citizens, these neighborhoods will contribute to a reduction in road congestion and air pollution.

Vision Five:
Urban Centers
A benefit of convenient and time-saving transit options will be the enhanced vitality of Central Indiana's urban centers.

As the region grows, rapid transit and well-stewarded land will contribute to the renaissance of areas already considered centers of commerce, culture, entertainment, and government. With transit options permitting visits to several destinations during one trip, residents and visitors will enjoy an even greater range of shopping and entertainment opportunities. Investment in transit will complement the major investments made in downtown Indianapolis and other commercial centers across the region.

Vision Six:
Open Spaces
Open spaces and farmland – a part of the serene landscape valued for generations – will be creatively preserved as the region grows.

Through the use of land trusts, open spaces and farmland considered critical will remain part of the landscape and

environmental richness of Central Indiana. Community land trusts are used to purchase such properties or development rights from owners at market value. In this way, future generations of residents will be able to enjoy the benefits of open space and parkland. Open spaces will also be preserved through compact and environmentally sensible development options. Green space preservation is an important component of a good growth strategy for Central Indiana's future.

Vision Seven:
Local Plans
As the Vision Plan is integrated into local planning, citizens throughout Central Indiana will enjoy all the benefits of efficient transportation and sensitive land use.

Model zoning ordinances and development options will be utilized in individual communities and counties – plans that realistically demonstrate the cost-effectiveness and environmental soundness that is described throughout the Vision Plan. Integrating the Vision Plan into local planning strengthens the fabric of the region's commitment to sensible growth, efficient transportation, and land preservation to the benefit of all Central Indiana's citizens.

Eleven Strategies

Strategy One:
Light Rail
Light rail trains (or LRT's) are short, electrically powered trains that run along separate rights of way or city streets.

Light rail is contrasted to the heavier, longer commuter trains that are typically used for longer distances. A light rail system can extend from Indianapolis to nearby communities to increase accessibility, alleviate congestion, and reduce commute times. In addition, light rail will contribute significantly to air quality by reducing dependence on vehicles – by far the largest contributor to air pollution in the region.

Strategy Two:
Park & Ride Lots
Park & Ride lots will help people transition effectively from one mode of travel to another as they get where they want to go.

A network of conveniently located park & ride lots adjacent to transit corridors will be developed that complement auto, but, and light rail travel. Commuters will be able to drive, park, and then carpool or use transit to reach their workplaces or other destinations. Park &

ride options will reduce congestion and improve air quality for all Central Indiana citizens.

Strategy Three:
Comprehensive Bus Service

Bus services will be upgraded to transport residents region-wide with reliable local and express routes.

Buses have been a standard in urban mass transit for years, but service has been limited and sometimes unreliable. New technology and service systems will increase bus capacity to serve more citizens effectively throughout Central Indiana. Existing *local* service will be expanded and new routes will be developed to shuttle citizens efficiently within and between communities. Express buses, making only a limited number of stops, will serve *longer-distance* riders. Comprehensive bus service is a vital component of an integrated multi-modal transportation system that will meet Central Indiana's growth challenges.

Strategy Four:
Transit Plans

As Central Indiana grows, its critical transportation needs shall be met through a mutually developed, coordinated cross-community transit plan.

In the face of increasing congestion, deteriorating air quality and the challenge to help the region's citizens travel well, Central Indiana communities will *cooperate together* to achieve the maximum possible transportation outcomes. Rather than piecemeal and disconnected efforts, a transit system as big as the heart of Central Indiana will be developed to better serve each community. In this manner, the transportation needs of each community will be addressed and its citizens better connected to their neighbors and opportunities across the region.

Strategy Five:
Adequate, Stable Funding

As growth occurs, stable and adequate funding will resource the integrated transportation options that will relieve congestion, improve air quality and preserve Central Indiana's quality of life.

Roadway and transit development represents a major investment for which publicly acceptable levels of resources will be necessary. As Central Indiana plans for doing its best future and counts the cost of various options – including the cost of doing nothing – stable funding strategies dedicated solely to transit will be chosen. The most effective manner utilized in other metropolitan transportation systems is a dedicated local or regional sales or gas tax combined with user fees. And this is a preference Central Indiana citizens have thus far indicated in the Vision Plan process.

Strategy Six:
Zoning for Transit
Residential and commercial development along transit corridors and around transit stations will be of higher intensity than other areas.

Residential and commercial development along transit corridors and around transit stations will be of higher intensity than other areas. This higher capacity and density of facilities along transit corridors will maximize the convenience and cost-effectiveness for citizens and commerce. Zoning ordinances will reinforce this priority particularly around transit stations.

Strategy Seven:
Mixed-Use Options
Mixed-use, compact development combines the accessibility of small-town amenities with land conserving development design.

Commercial and residential areas planned in close proximity to each other will encourage walking and biking as viable options for neighbors who choose to rely less and less on their vehicles for convenience and transportation. Accessibility of small-town amenities and nearby commercial and industrial facilities is combined with land-conserving development design in such planned communities. This is one option Central Indiana neighbors will be able to choose as the region grows.

Strategy Eight:
Infill & Brownfields
Communities will develop homes and businesses on in-town properties that have been left vacant or abandoned.

Infill means "filling in" vacant or bypassed lots with quality homes or rehabilitating abandoned housing. Brownfields development gives financial incentives to redevelop properties that have been left contaminated or merely abandoned. As an alternative to outward-bound growth, areas already served by good urban infrastructure, including transit, will become home to new residential and commercial neighbors.

Strategy Nine:
Preserving Land
A nine-county plan will be developed to preserve some existing open spaces and farmland through land trusts.

Land trusts are private or public funds designated to purchase land that is valuable to the region in its native habitat or historic use. Land trusts will be used to acquire open spaces or development rights at market rates so that the aesthetic and environmental quality of Central Indiana will be maintained as the region grows.

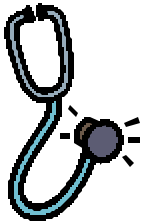
Strategy Ten:
Paths, Lanes and Sidewalks
Paths, lanes and sidewalks will be included in existing and new residential and commercial development.

Such lanes reduce dependency on autos for short trips – a significant contributor to surface-level ozone – and connect neighbors and neighborhoods to each other. Biking and walking paths create options and improve safety for citizens, as well as contribute to the aesthetic and desirability aspects of communities across Central Indiana.

Strategy Eleven:
Model Planning

Communities across Central Indiana will cooperate together to consider and utilize model zoning strategies.

Communities across Central Indiana will cooperate together to consider and utilize model zoning strategies that optimize the capacities of transit and growth-sensitive land use. A cross-community planning guide based on proven examples can inform local units of government regarding land use and development. The efficiencies that come from such cooperation will contribute to an increased quality of life as the region grows.



Diagnostic and Treatment Process

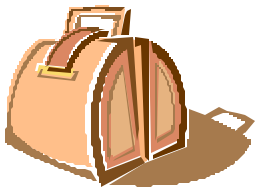
1. **Determine what problem you need to fix**
   The "ailments" in this guide are divided into five categories, based on the underlying issue (Transportation, Residential Development, Open Space, Smart Growth and Model Planning). Within each category, there are from two to seven primary symptoms described, and many other similar or related symptoms. You might not find the exact symptom you are encountering, but there should be one that is close.

2. **Understand the Diagnosis**
   Each symptom lists at least one diagnosis (in some cases, multiple diagnoses are presented, but they are usually inter-related.) Further down the page, there is a discussion, called "Details" that provides more information describing what usually causes the symptom and what needs to happen, in broad terms, for a treatment to succeed.

3. **Examine the Available Treatments**
   Read each of the potential treatments. These have been provided not only because they treat the symptom you describe, but also because they somehow advance one of the CIRCL Vision Plan elements. Keep in mind that the treatments suggested are meant to provide information and help point readers in the right direction. They do not usually contain a step-by-step guide for implementing the treatment – this guide is introductory in nature. Once readers understand the treatment, they can expand their research to determine how best to implement a solution. (Note: The CD-ROM version of this guide will contain expanded resources, including model regulatory language, documents and plans that supplement case studies, links to internet resources, etc.)

4. **Examine Available Case Studies**
   Many treatments provide an example from a community similar to those in Central Indiana. These examples each provide information about how a potential treatment works and was implemented by a community encountering the same issues you do. These examples can be shown to developers, planners and elected officials in your community to help them evaluate alternatives.

5. **Set a Goal for Treatment**
   All good planning-related enterprises have a desired outcome. This means that you should determine what result you want. It might be simply to take away the symptom that led you to this guide, or it might be to create a more



comprehensive or broad result that also affects other symptoms.

6. **Understand the Process**
   Before you can effectively implement any potential treatment, it is important to understand the planning-related process that you will need to follow. Although this guide tries to include at least one "self-treatment" (see below) for each symptom, most recommended treatments require some type of organization with others and an ability to work within the planning process or system. Understanding the details of your community's process will allow you and those you are working with to effectively advance your issues and concerns. Planners in your local planning department will usually help you understand the process, although you might also want to ask outside sources for assistance.

7. **Develop an Action Plan**
   Once you understand the symptom, cause, desired outcome, potential treatments, and the process with which you are dealing, you should develop a strategy and plan that will help you reach your desired outcome. The necessary complexity of this plan will vary greatly, based on your specific conditions, but you should generally seek to keep your strategy and plan as simple as possible.

Treatment Strategies

Most planning-related symptoms have more than one potential treatment, and the nature of these potential treatments can vary greatly. The two broad categories are described below:

Self-Treatment

Self-treatment strategies are those that will require you to change your activities in order to cope with the symptom. Although these might seem like placing a band-aid on the symptom, rather than curing it, these treatments should be understood and considered.

Treat Yourself

Work with Others

The main shortcoming of self-treatments is that they do not actually solve the underlying cause of a symptom. They might work to help an individual feel less impacted, but they are unlikely to help the greater community. CIRCL seeks to help Central Indiana's citizens with the citizen-developed Vision Plan, and the most effective long-term solutions will usually involve working to change your community.

Work With Others

The more effective treatments almost always involve working with others who share your concerns. This might mean that you will need to spend some time explaining the symptoms and causes in order to get others involved.

This guide does not recommend starting a massive citizen uprising, but it does strongly encourage citizens to participate and take an active role in their community's planning activities. This requires working with other stakeholder interests. Later discussions in this Section should help readers determine how to understand and approach fellow stakeholders.

Understanding Treatment Types

There are two basic types of "treatments":

- Direct treatments – those suggested treatments that are directly related to solving or "treating" the symptom being described. An example is adding traffic calming devices (speed bumps, etc.) in direct response to traffic speeding through a neighborhood.

- Indirect treatments – those suggested treatments that are generally intended to change the circumstances that cause the symptom. An example could be changing the traffic signal phasing on an adjacent arterial route in order to make that route more attractive to drivers, thereby reducing the amount of cut-through traffic on the neighborhood street.

Both direct and indirect treatments have advantages and disadvantages, and it is up to the community (residents, elected leaders and planning staff members) to examine the likely benefits and costs of a potential solution and then determine the appropriate course of action. Ideally, more than one potential solution can be examined, so that different effects can be evaluated.

It is important to learn the distinction between these types of treatments, so that you can better explain them to novices. For example, if in response to your hour-long morning and afternoon congested commutes, you propose adding a high-occupancy vehicle lane, most people will understand the cause and effect. But if you propose modifying the zoning on a large undeveloped parcel near your neighborhood to allow a mix between residential, commercial and office activities, many people won't immediately see the link between the two. But it is there - rezoning land as described would potentially allow those you share your commute with to work there and stay off the freeway. It might also reduce the length of some of your shopping-related trips after work or on weekends.

Without an understanding of the indirect effects of a potential solution, it will be difficult to build support.

Important Note:
You should also understand that direct treatments might help alleviate that problem, but might also create new, unintended problems. For example, adding capacity to a highway is simple direct treatment for congestion, but it creates indirect environmental and social impacts that might then need treatment. All this means that choosing any treatment is a complex decision, so you and your community should think through the options and their possible effects.

This chart describes a "generic" process used by many communities for subdivision plan review, rezoning or comprehensive plan amendments. The figure also indicates the actions being taken by the primary stakeholders at each stage.

Who's Who:
Developer – usually consists of a team of appraisers, engineers, planners, surveyors, realtors, as well as the actual developer, who coordinates all their activity.
Planning Staff – includes not just planners, but also engineers, surveyors, and health or environmental professionals.

Typical Procedures for Development Review

Phase	Stakeholder	Activity
Concept	Developer	• Identifies site, defines preliminary development concept
		• Evaluates feasibility of concept with consultants
		• May test ideas with citizen groups
Preapplication	Developer	• Prepares basic descriptions of proposed project, including location, types of uses, general densities, public facilities, etc.
		• Meets with planning staff to discuss concept, define initial issues, determine appropriate approval procedure
	Planning Staff	• Checks conformance of proposal with official plans and regulations
		• May test preliminary concept with other agencies' staff
Application	Developer	• Prepares reports, drawings & plans for application
	Planning Staff	• Conducts initial review of application and routes application to other agencies
		• Meets with developer to resolve questions, problems
		• Initiates official notice of upcoming public hearings to the public and adjacent owners
	Developer	• Prepares final plans
	Planning Staff	• Prepares final report and recommendations to public officials
	Citizens	• Receives notice and starts preparing appropriate response
Public Decision	Public Officials	• Conduct public hearings at which developer presents plans. Listen to public comments
	Citizens	• Present concerns, objections or supporting positions for the project
	All Stakeholders	• Propose modifications or conditions necessary for approval
	Developer	• Respond to requested modifications
	Public Officials	• Approve, approve with conditions, or deny the application

Types of Planning Processes

There are three broad categories of community planning activities:

- Long-Range Planning
- Development Review (also called "Current Planning")
- Regulation

Each is discussed below, so that readers of this guide can understand the basics of the processes. Readers are warned, however, that every community has its own unique approach to these and other planning activities, so you are advised to contact your planning department for more information. These brief descriptions are intended to give a general understanding so that readers will know the common stages and vocabulary before they attempt to fully understand their community's particular process.

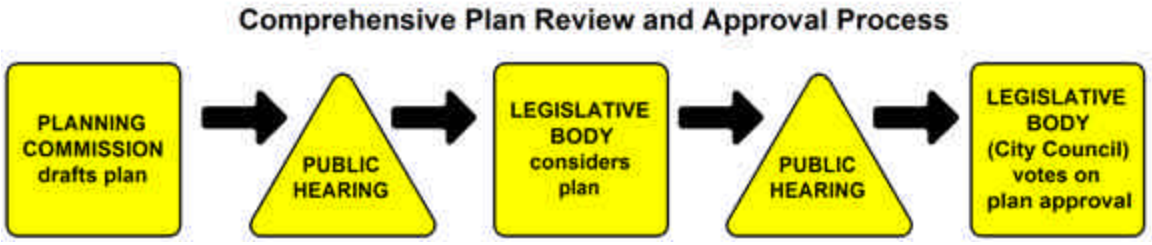
Long-Range Planning

In times of rapid change, like Central Indiana is currently experiencing, communities need to understand where they want to go and how they'll get there. The long-range planning process is an important opportunity for local citizens to identify a common vision for the future of their communities, and put in place the programs, policies, and regulations needed to achieve that vision.

The preparation of a community's long-range plan is, under state statutes, the responsibility of the local plan commission, but everyone should get involved in the planning process. The more citizen involvement in that process, the more representative the plan or regulations will be of your community. In addition, there are other levels of agencies that make plans affecting communities, including county, regional and state agencies. In general, all planning processes follow the same sequence.

Plan development typically involves:

- defining what the plan should accomplish;
- determining appropriate stakeholder participants;
- defining a "vision" or "alternative futures" for the community;
- data collection, analysis, and mapping to document existing conditions and future trends;
- setting goals and priorities;
- developing related policy statements;
- developing a realistic implementation strategy; and,
- initiating the adoption process.



Some level of citizen involvement in long-term plan development is required under state law. Citizen participation is especially critical in developing a long-term vision for the community, and related planning goals, policies, and regulatory standards. Later in this guide there are techniques for citizens to get involved in planning beyond the state-required minimums, which usually occur late in the process.

Development Review

The hard work of community planning and preparing development regulations is an ongoing effort. Part of that effort is making sure that the land use regulations guiding new development are consistently applied and vigorously enforced. Participation in the development review process is an important way in which citizens can support good planning and protect their community, as well as weigh in on specific development projects. When development or development regulations go awry, it's time to re-engage in the community planning process.

The development review process for a specific project is triggered by the submission of an application for a zoning permit, or other approval required under a community's land use regulations. Review procedures – including requirements for public hearings and the issuance of permits and approvals – are governed by Indiana's state statutes. The types of review in effect locally, and related review standards or criteria, are more specifically defined in local land use regulations.

Most types of residential development projects, such as the construction of a house or garage, require a zoning permit issued by the Zoning Administrator. These types of uses typically are referred to as "permitted uses" or "uses by right." There is no public hearing requirement, unless the applicant requests a variance from local regulations. Variances are individual exceptions to local regulations, and may be granted only by the Board of Zoning Appeals or Development Review Board, following a public hearing.

Housing projects that involve the subdivision of land and larger commercial, industrial and public projects often require additional approvals by one or more local boards. Depending on the type of project, these may include conditional use, site plan, subdivision, planned unit or planned residential development, and/or design approval. All of these may be granted by the Planning Commission or Development Review Board.

To receive these types of approvals, an application must usually be presented at one or more public hearings held by the local review board. Public hearings are not required under state law for site plan approval, but may be required under local regulations. Hearings must generally be warned at least two weeks in advance in a local newspaper, and posted at the municipal office. Adjoining landowners and other affected groups may also receive notice by mail, but there's no requirement that they do – so it's really important to follow the legal notices in your local paper to find out when hearings are scheduled.

CIRCL generally recommends that citizens try to participate as early in the development review process as possible. But by state law, there are many ways that citizens can participate in the formal review process. Hearings are open to the public and boards often allow time for public comment, which provides the opportunity to speak for or against a project. Adjoining property owners and interested citizens groups may also request status as "interested parties," which gives them the ability to question the applicant, present testimony and evidence, and appeal unfavorable decisions. To participate effectively, it's important to know the standards outlined in your local regulations as they apply to a particular project. It's very difficult for local review boards to consider issues or concerns that fall outside the scope of the regulations.

> It is up to your local plan commission to determine who gets designated as an "interested party" and exactly how much they can participate in the process. Work within the system to get citizens included, if they are currently somehow excluded.

If a decision is made that does not meet the community's future vision and is not consistent with its land use regulations, an appeal may be a necessary last resort to protect your community from inappropriate development.

Regulation

While planning involves taking a long-term, big-picture view of the community, land use regulations are what guide daily land use decisions. They are essentially the "rules of the road" for developers and landowners. Land use regulations result from the community planning process, so citizens play a key role in crafting regulations that ensure new development will benefit the community and not harm its special character or environment.

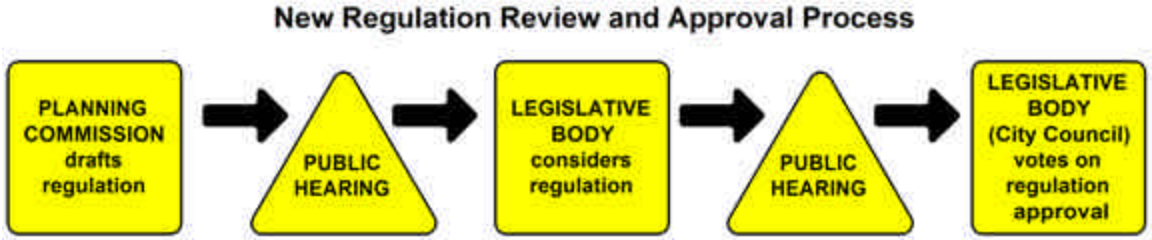
Before you believe someone who says "you can't tell me what to do with my land," take the time to check your community's rules and regulations. Even if your community does have a valid justification for regulating some activity on a piece of land, understanding that property owners have rights will help in achieving the collaborative process that CIRCL and your community should desire.

Land use regulations are among the most important tools a community has for implementing its long-range plan. Ideally, land development regulations are written to implement a community's plan, and allow the type of growth and development called for in the plan to occur without obstacle, while making it difficult for new growth or development that isn't consistent with the plan to advance. Land use regulations result from a local planning process, are adopted through an adoption process, and determine when in fact landowners, applicants, and developers can be told "what to do" with their land.

Land use regulations allow a community to guide future growth, protect natural resources, preserve its special character, and ensure that new development does not exceed the existing or planned future municipal services and facilities.

The most common types of land use regulations in Indiana are zoning and subdivision regulations. Both are designed to implement the future land use element of the long-range plan, although they also should support other goals and policies of the plan related to natural resource protection, public facilities, transportation, and housing.

In addition to zoning and subdivision regulations, many communities adopt other bylaws and ordinances related to land use and development, including an official map, on-site septic regulations, and (rare in Indiana) impact fees.



Working in the Planning Process

The land use and land development process is mostly populated by professionals who spend their entire day navigating complex planning issues or trying to get new projects approved. It is very important to understand the interests and backgrounds of these professionals, so that you will better be able to approach and work with them.

There are two broad categories of land use professionals:

- *Planners*
- *Developers*

In addition, *Citizens,* although not "professionals," play an increasingly important role in the process, and should be included in this discussion.

All three groups generally have different daily objectives. Each is briefly described below:

Planners

Planners are the public employees involved in reviewing development applications, studying potential new regulations and assisting long-term or comprehensive community planning efforts. Although their discretion is often limited, public sector planners play an enormous role in determining what is appropriate for a community and what gets built in the community.

Planners promote the best use of a community's land and resources for residential, commercial, institutional, and recreational purposes. Planners may be involved in various other activities, including decisions on alternative public transportation system plans, resource development, and protection of ecologically sensitive regions. They address issues such as traffic congestion, air pollution, and the effect of growth and change on a community. They may formulate plans relating to the construction of new school buildings, public housing, or other infrastructure. Some planners are involved in environmental issues ranging from pollution control to wetland preservation, forest conservation, or the location of new landfills. Planners also may be involved with drafting legislation on environmental, social, and economic issues, such as sheltering the homeless, planning a new park, or meeting the demand for new correctional facilities.

Planners examine proposed community facilities such as roads and infrastructure to be sure these facilities will meet the changing demands placed upon them over time. They keep abreast of economic and legal issues involved in zoning codes, building codes, and environmental regulations. They ensure that builders and developers follow these codes and regulations. Planners also deal with land use issues created by population movements. For example, as suburban growth and economic development create more new jobs outside cities, the need for public transportation that enables workers to get to these jobs increases. In response, planners develop

transportation models for possible implementation and explain their details to planning boards and the general public.

Before preparing plans for community development, planners report on the current use of land for residential, business, and community purposes. These reports include information on the location and capacity of streets, highways, airports, water and sewer lines, schools, libraries, and cultural and recreational sites. They also provide data on the types of industries in the community, characteristics of the population, and employment and economic trends. With this information, along with input from citizens' advisory committees, planners design the layout of land uses for buildings and other facilities such as subway lines and stations. Planners prepare reports showing how their programs can be carried out and what they will cost.

Urban and regional planners often confer with land developers, civic leaders, and public officials. They may function as mediators in community disputes and present alternatives acceptable to opposing parties. Planners may prepare material for community relations programs, speak at civic meetings, and appear before legislative committees and elected officials to explain and defend their proposals.

In large organizations, planners usually specialize in a single area such as transportation, demography, housing, historic preservation, urban design, environmental and regulatory issues, or economic development. In small organizations, planners must be able to do various kinds of planning.

The primary concerns of land use planners are:

- Compliance with existing plans
- Compliance with current regulations
- Ability of a new idea, plan or proposal to improve the affected community or neighborhood
- Costs to a community
- Fairness and Consistency

These are not the only concerns, but this list should give readers an idea of how planners approach an issue. Although planners in Indiana are charged with providing unbiased, professional opinions, they are people who sometimes carry a bias of some sort. There are two main theories about the role of planners:

- Rationalism – this is the idea that planners should not become emotionally involved in a project. A professional planner, according to the rational theory, should consider all aspects and factors of a potential plan, development or other

When working with your community's planning staff, try not to cross the line between an interested citizen and a burdensome one. Planners are people, too, and many a valuable suggestion has been disregarded simply because its source was a "difficult" member of the public. Don't let that happen to you!

action, and select the best course of action – the one that is most "rational."

- Advocacy – this is the idea that planners should endeavor to represent the interests of those that cannot effectively represent themselves. The theory holds that planners, as professionals and experts, should provide that expertise to others in need. For example, if a developer proposes a project that might adversely affect a neighborhood, the advocate planner would then help the neighborhood oppose the project.

The reality is that most planners practice a little bit of both rationalism and advocacy. This mix often results in what appears to citizens as inconsistent actions from planning departments, but to the planners themselves is very consistent. Each planner has drawn the line between rationalist and advocate at a slightly different point, and has a slightly different "ranking" system for evaluating work that comes across their desks.

It is also important to understand that public sector planners must represent the interests and support the policies of their agency, even when those agency interests and policies conflict with their own values or beliefs.

Citizen involvement is increasingly important to planners, so approaching your community's planning department should be relatively painless. When working with planners, it is important to remember that their level of discretion is often very limited.

Professional planners can and should, however, provide valuable information about your community's development review process, the details of a proposed project, and answers to most of your questions. Try to develop a sound relationship with your community's planners, by respecting them and their profession. Nearly every public sector planner entered their field out of a desire to help other people.

Developers

"Developers" includes all other people involved in converting undeveloped land into developed land, and usually making a profit in doing so. In addition to the actual developer, the person arranging and financing the project, they include builders, private sector planners, and attorneys representing the developer.

Developers are ultimately responsible for all built spaces and how they function. Developers are the people who assume the ultimate responsibility for the result of a project. The personal characteristics of a developer are a vital element in the development process. They are often risk-takers, but they also watch the bottom line.

Successful developers are persistent, but they are also flexible – if they are not flexible, their projects will remain unbuilt. Working with public sector planners and

community groups forces successful developers to be flexible enough to alter their plans to accommodate at least some of the concerns voiced by, for example, neighborhood residents who will be directly affected by a proposed development. Developers increasingly face design review boards that require alterations in the appearance of a building. Most developers know that only by adopting a flexible stance will they secure all the needed approvals and commitments. Of course, they cannot compromise too much, or their project will be a financial failure.

The interests of developers primarily include:

- Meeting Market Demand
- Maximizing Profit
- Opportunity
- The commitment of time to a project
- Fairness
- Freedom

These concepts may seem straightforward, but most developers also realize that there is an additional level of complexity to their efforts: They want to distinguish their project and themselves. In order to capture more market share, developers want to offer a unique product that appeals to more potential buyers than their competitors'. And they are faced with the challenge of doing so while also complying with existing zoning and development regulations that usually *discourage* variety.

The information in this Guide is presented so that interested citizens can consider a "pre-emptive" treatment for potential land development activities. This approach is necessary because developers *start* the actual development process when they respond to market demand for a particular product. There are many citizens' guides for getting involved in the land development process, but nearly all focus on affecting the process during the public hearing process. This late involvement often results in unnecessary conflict when residents interfere with development late in the process.

One mostly unexplored opportunity for interested citizens to affect the land development process, and what gets built in their community, is to reach out to the development community. Developers increasingly understand that it is easier to get their projects approved if they work *with* instead of *against* communities. A project is much more likely to receive approval if it has support from neighbors and other interested stakeholder than one that is opposed by neighbors.

In an ideal world, your community would enable cooperation between an applicant and other interested stakeholders, but readers of this guide can take action themselves. When you become aware of a development that does not offer the types of benefits that your or your community seeks, try to find the most effective long-term method for changing the development.

Many community activists tend to oppose new developments instead of working with developers to help them bring products to the market that are appropriate for the community. Rather than opposing developers and new development (a proposition counter to our economic system), it is better to build relationships with your development community. This section has started introducing you to the interests of developers, but readers will learn much more from talking with them.

- Build Relationships – if you can build and maintain a cordial relationship with developers in your community, you will be able to better understand their needs and priorities. In addition, they are more likely to be more responsive to your requests, especially when you have a reason for your request and can offer an example of an alternative approach. The developer is interested in good will, since that often builds a foundation that helps with profitability.

- Research Alternatives – Part of changing the course of a direction is to be prepared with an alternative vision. In most cases, the developer has the *right* to do *something* with their land. Simply opposing a plan is not constructive and is likely to accomplish less than offering an alternative. In addition, the process of researching other potential uses for a parcel of land will help readers understand the range of issues that are involved.

- Understand Compromise – in many land development situations, it may be necessary to accept a compromise if you want to maintain a relationship with the applicant. Many local activists, however, have a reputation for being unwilling to compromise.

  Under most current land regulation regimes, developers find it easier to bring forward the least creative and most stale projects – these are the projects that can't be rejected, since they always comply with the very minimal standards. When a developer proposes a more unique or creative project, a potential (or likely) result is for the developer to return with the "stripped-down" version that offers fewer amenities or special features. Before deciding against a compromise, citizens should ask whether the developer's only choice if rejected will be to bring forward a modified plan that has almost no basis for rejection.

In addition to understanding these three groups, those interested in understanding and affecting the outcome of the land development process in their community must also understand how to work with elected officials. This guide does not explore their interests, but readers should be able to find many resources for this undertaking.

It is not the intent of this discussion to portray developers in a bad light, and anyone reading that from this discussion doesn't yet

understand that the development process is a collaborative one, with a number of parties, each with different, *yet valid,* interest.

In most cases of perceived conflict between development interests and neighborhood or community interests, most problems arise from a lack of communication and understanding. This entire guide is an attempt to help people understand planning issues – and a critical part of doing so is understanding the people involved in the planning process.

Citizens

Citizens are perhaps the most intimidating group in the land development process. They have the potential to exert an enormous amount of influence on the shape and character of a community. Working in relatively small but motivated groups, they can cause the rejection of a developer's project or the approval of a project over a planner's negative recommendation.

Citizens are mostly motivated by two sources:

- Self-interest – since development affects the appearance and function of the neighborhood or community around a person's home, it is only natural that people are interested in what happens. Self-interest might sound bad, but in fact is quite a valuable motivation for involvement in planning issues. (Self-interest is the dominant theme of most of symptoms shown in the next Section!)

- Altruism – many citizens are interested in a cause or single issue that does not directly affect their interests. Environmental issues lead the way, with people getting involved in the development process of their community because of how will impact water quality, endangered species, air quality, etc. Their "interest" may be in protecting something of value more to the community or society than something that they individually value.

In many instances, both motivations drive citizen involvement. It should simply be enough for planners and developers to know that the reasons for someone's desire to be involved are likely too complex to fully understand. Efforts to figure this out in order to work around their complaints, comments or suggestions are likely to be wasted time.

Despite their potential for influencing the process, citizens often do not fully understand *how* to influence the process. Helping interested citizens understand a development or the planning process in a community are the best way that you can help yourself. Dialogue between stakeholders usually results in a more universally-acceptable result than trying to "beat" another party.

Help for Planners:

Collaboration works!

Early citizen participation in the development review process is crucial to ensuring that dialogue between stakeholders occurs. Although most planning departments do not have an established method for public involvement, other than providing notice, you can benefit from exploring new ideas. (Section Three of this Guide contains a detailed discussion of one such potentially new idea.)

The International City/County Management Association (ICMA) recommends ten steps for building citizen involvement:

1. Identify the issue that needs to be resolved
2. Identify stakeholders
3. Identify the values and beliefs held by the stakeholders
4. Identify the outcomes you want (not the result, just the form of the result!)
5. Identify and balance the concerns of experts, special interests, and the media
6. Identify the ethical aspects of the issue
7. Identify the obstacles to resolution
8. Select the most effective method/forum
9. Decide what role you will play
10. Develop an action plan

Help for Developers:
Being a successful developer means accepting the others in the process, even when their involvement might affect your return on investment. As in any business negotiation, communication is key.

When working with citizen groups, cooperation and collaboration is the recommended option. (Obviously, the *best* option would be to get your project approved with no involvement, but that is unlikely, given that you are reading this. More importantly, surprising the public with new construction can lead to a range of problems, least of which is the damage to your reputation, including citizens' groups future and long-lasting unwillingness to trust you!)

Luckily, involving the public can be relatively simple and painless, especially if done early in the process…even before you've applied for your first permit. (A model for accomplishing this is provided in Section Three of this Guide.) At a minimum, you should contact potentially interested parties, especially neighborhood associations, well before any public hearing.

Because they represent large numbers of people, leaders of neighborhood groups can be important in generating support for or opposition to a proposed project. Such leaders should be advised of a proposed project as soon as you begin to finalize your proposal. They will be a major factor in whether or not your project is eventually

approved, so the sooner they are aware of it, the sooner you can begin the dialogue and any compromise necessary. It is far better to work with citizen stakeholders early in the process rather than later. In early stages, they will be more likely to engage in constructive dialogue, since they feel less time pressure. If dialogue only starts late in the process, when legally-required notice is sent, these leaders will be more inclined to oppose a project and work to see it denied or delayed. Either way, dialogue is likely to occur then.

One method for early involvement is to attend meetings of affected neighborhood organizations. The community's planning department should be able to give you contact names and you should try to get on these group's agenda. In some cases, you might want to consider asking the association's leaders to call a special meeting.

When presenting information about a proposal early in your development process, be prepared to answer many pointed, and sometimes hostile questions about your proposed project. Neighboring property owners will quite naturally be concerned about the impact of the project on their property values and day-to-day lives. Traffic concerns, parking issues, compatibility and visual appearance questions, and many other concerns are almost always raised. You should not be surprised to find some neighboring property owners opposed to any development whatsoever, regardless of how carefully planned or how economically beneficial the development might be for the neighboring community. The way which these peoples' questions are dealt with might influence subsequent support or opposition, so be careful, respectful and honest!

In general, you should consider citizen involvement an opportunity to practice marketing your project, discover new ideas, and build community support for your project. The time spent involving the public should pay off later with a quicker approval.

Conclusion

The planning process works best when all interested stakeholders participate. All three groups have the potential to greatly affect the direction a plan, project or other development takes, so each should play some role. Planners must be involved because of their role as public regulators. Developers are involved because of their profit and property interests. Citizens are involved because of their own property or community interests.

CIRCL's Vision Plan calls for model planning in Central Indiana's communities. Involving all stakeholders in a cooperative and collaborative process is one of the surest ways to accomplish sound planning, community and economic development.

Section TWO:

Common Planning-Related Symptoms

Specific Advice for 20 Ailments

People in Central Indiana encounter many symptoms of planning-related ailments. Each of these, if treated, can make their communities better places. Nearly two hundred symptoms and questions were received or found while researching this guide…some were submitted directly to CIRCL, some came from community activists and leaders, some came from professional planners, and many came from the initial Vision Plan process. Those symptoms have been collected into the following five categories:

- **Transportation**
- **Residential Development**
- **Open Space Preservation**
- **Smart Growth**
- **Good Planning Techniques**

Within these categories, specific symptoms have often been combined, so that a broad symptom that encompasses the underlying issue can be used. In addition, each "ailment" includes a few related symptoms.

There are only twenty ailments presented here (two to seven in each category), since too many might make this guide difficult to use, and CIRCL wants this guide to *help* people through their decisions, not *hinder* them. As readers become more familiar with these symptoms, CIRCL may release supplements to this guide that include additional symptoms and new ideas for treatments.

The ailments are presented in the following pages, along with examples of some treatments and techniques that have been used by communities facing similar problems. CIRCL wants readers to know that most of the ideas offered in this guide are proven and tested…often by neighboring or similar communities to those found in Central Indiana.

Following this section of ailments, diagnoses and treatments, are in-depth discussions of six planning issues that should help readers understand their communities' needs and options.

Transportation Ailment:

Symptom:

- I want to walk to the store/library/theater, but there aren't safe sidewalks.

Diagnosis:

- Lack of walkability

Related Symptoms:

- I only know my neighbors from the cars they drive.
- I want to ride my bicycle to the store/library/theater, but there aren't safe roads for me to use.
- I don't feel comfortable walking on my community's sidewalks.
- The bicycle routes in my community are unsafe.

KEY TERMS:
Walking
Sidewalks
Bicycles
Neighbors
Safe Roads
Paths
Trails

Details:

Walkability is the idea of scaling development to humans rather than cars. The main feature of walkability is an interconnected network of safe sidewalks and paths, separated in some fashion from roads that carry only vehicles. Because people can easily walk to many of their destinations, alternative destinations such as small shops and groceries are more likely to locate near where people live instead of where they drive past.

If people aren't walking, it is probably because they are prevented from doing so. Studies show that walking rates within cities are primarily related to the quality of pedestrian facilities. In other words, in high-quality pedestrian environments, lots of people walk. Where the system fails – with missing sidewalks, major barriers, no safe crossings – people walk less, and those who do are at greater risk.

Walkable areas are characterized by diverse housing types, variable lot sizes, nearby commercial and civic activities, shade-providing trees and accessible green spaces. They promote a sense of community with shared open spaces, trails and sidewalks.

Making communities walkable is not a mysterious process. People naturally will walk more if useful destinations are close to their homes and places of work and if the walking environment is reasonably safe, interesting and pleasant. (Note: Cars are still part of walkable development. The main idea of walkability is to treat pedestrians with equal consideration as cars, so that the built environment is more accessible for pedestrians.)

CIRCL Vision Plan Elements:

- Paths, Trails and Sidewalks

Potential Treatments:

There are two broad strategies of treatments for lack of walkability:

1. Make yourself feel more comfortable walking and bicycling where you live
2. Work to improve the walkability and bikeability of your community

Try these treatments:

- Walk with others and become more confident
- Find a class to boost your confidence about bicycling in traffic
- Explore and find different, safer routes
- Join/form an advocacy group
- Get involved in Neighborhood Association so that future neighborhood plans include sidewalks and bikeways
- Work with public works and planning departments to get improvements planned
- Work to revise your community's development regulations to include walkability requirements for future development
- Make sure any future development regulations makes sense – ask how required buffering and separation of uses will affect walkability

Additional Resources:

- www.walkable.org (Walkable Communities)
- http://bikewalk.org (National Center for Bicycling and Walking)
- www.americawalks.org (National Pedestrian Advocacy Group)
- www.nsc.org/walkable.htm (National Safety Council Partnership for a Walkable America)

Treat Yourself

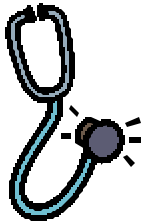
Work With Others

"Pedestrians are the lost measure of community; they set the scale for both center and edge of our cities."

Peter Calthorpe

The Next American Metropolis

Transportation Ailment:



Symptom:

- Our only transportation choice is to drive

Diagnosis:

- Lack of transit service
- Lack of walkability
- Land Use-Transportation Disconnection

Related Symptoms:

- We don't have transit in our neighborhood.
- There isn't adequate transit service in our community.

KEY TERMS:
Transit
Auto-centric
Bus Service
Light Rail
Walkability

Details:

Driving is fine, but we'd also like to have the opportunity to walk to the store, school, library, etc. If given a chance, most people would prefer to vary how they move about. Unfortunately, most communities have spent the past 50 years ignoring these alternative modes of transportation. As a result, it has become difficult for us to walk or ride many places…roads are designed only for cars, intersections are too wide to cross in a timely manner, and the places we need or want to visit always seem too far away to walk or ride.

CIRCL Vision Plan Elements:

- Multi-Modal Transportation
- Light Rail
- Comprehensive Bus Service
- Regional Transit Plans
- Model Planning

There are two basic elements of this ailment:

1. *The road system is set up only for cars.* It wouldn't take much to transform roads into safe multi-modal corridors. Street trees and sidewalks can create inviting pedestrian alternatives.
2. *Different types of activities are separated by great distances.* Zoning originally arose from the desire to keep noxious land activities (coal-burning factories, chemical plants, hog farms, etc.) from residential uses. Over time, however, zoning has been used to limit the mix of *all* uses, not just the noxious ones. The result is that most neighborhoods don't have nearby groceries, barbers, pet stores, etc. By allowing different uses in closer proximity that currently permitted, people might think twice before hopping in the car for a two-block drive to get some milk.

Potential Treatments:

Solving this problem takes time and a lot of willpower, but there are always little things that individuals and communities can do to improve their selection of transportation choices.

Since there are two basic causes of this ailment, the treatment consists of two basic types of treatments:

1. Try to make it easier not to drive!

Self-Treatment:

- Change habits (shop nearby, compromise of walking safety, etc.) so that you can not drive places and still lead a normal life.
- Move within walking or riding distance from your job (or within transit service area)
- Join with many other Central Indiana residents and use a taxi for some trips.

Work with Others:

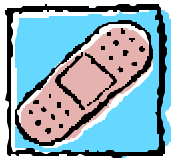
- Require sidewalks in new developments. The FHWA released in March 2002 a collection of "recommended practices" that includes standards for when sidewalks should be required. Basically, these guidelines call for sidewalks nearly everywhere.
- Work to get effective transit implemented in your community or region.

2. Reduce separation of compatible uses!

Work with Others:

- Plan for more efficient land uses/mixed uses
- Change land use regulations to allow mixed uses
- Finance and provide incentives for multi-modal transportation systems including supportive land use and development

(These treatments are each described later in this handbook. Keep Reading!)



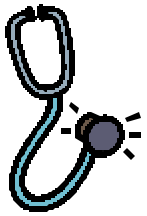
Treat Yourself

Work With Others

FHWA Programs:

- Pedestrian website www.fhwa.dot.gov/environment/bikeped
- Recommended Practices (PDF) www.walkinginfo.org/insight/features_articles/userguide.htm

Transportation Ailment:



Symptom:

- Our low- and middle-income workers spend too much time and money getting too and from work.

Diagnosis:

- Poor Accessibility
- Transportation Equity Problems

Related Symptoms:

- I have to travel to get to my job.
- I can't find a good job near where I live.

KEY TERMS:
Transit
Accessibility
Mobility
Equity
Employment

Details:

Understanding the different between "accessibility" and "mobility" is the first step in figuring out how to describe and treat this ailment…and many other transportation-related ailments.

CIRCL Vision Plan Elements:

- Multi-Modal Transportation
- Easier Access

"Mobility" deals with ensuring that transportation facilities work efficiently. Level of service (measured, for example, by the average delay at an intersection) or volume of traffic/use are the two basic measurements of mobility. The focus of programs intended to maximize utilities is efficiency, and not necessarily ease of use. In addition, mobility programs tend to focus on one mode of transportation (cars), while making attention to other modes, including walking, bicycling, and transit, afterthoughts. Mobility-oriented development has resulted in large roads with high volumes of traffic. There is substantial research that indicates more efficient roads cause an endless cycle of increasing traffic, while at the same time, studies indicate that more efficient networks of traffic flow have roughly the same overall level of service, but allow the impacts of development to be absorbed into the network.

"Accessibility" deals with ensuring that the transportation network works to get people where they need to go. An effective accessibility-driven development regulation will reduce the concentrations of single categories of use and increase the distribution of uses across an entire city or county. Engineering efficient roads remains an important part of accessibility, but the importance of where development occurs, and how linkages between living areas and work areas occur, are equally considered in planning and reviewing development. Greater accessibility benefits many low-income workers,

Mobility vs. Accessibility: [OVERSIMPLIFIED!]

- Mobility is about moving vehicles more efficiently.
- Accessibility is about getting people where they need to be.

Which is more important?

who are then able to walk to their jobs, or take transit to the store, rather than drive a long distance across town.

As with so many other symptoms in this book, vast separation of uses plays a key role in this ailment. Because most types of activities are separated by great distances, *everyone* must travel to get their job. Without inexpensive transit options, low- and middle-income workers really suffer when they are forced to spend a large share of their household income driving and maintaining a vehicle.

Potential Treatments:

Treating this ailment requires directly addressing accessibility-related issues. It is difficult for individuals, especially those directly suffering from this ailment, to take self-treatment, since most effective treatments would involve moving…difficult without a better-paying job!

Work with Others:

- Start planning for accessibility. Most communities have already focused their planning efforts on improving mobility, but few have a long-term accessibility plan. Your community should be willing to discuss accessibility, especially with a little organized prodding.
- Support "inclusionary zoning" or similar programs. Inclusionary zoning is the idea that all residential development should include at least some low- or middle-income housing.
- Work to increase options for mixed use in your community.
- Work to implement an effective *transit system* in your community or region. One key way of improving accessibility is to offer alternative modes of transportation, and transit – in any form – is one of the clearest possibilities. Some basics of transit planning are below:

Work With Others

Basic Transit Concepts:

Transit system planning is important for many types of areas, not just large cities. What follows is a very basic introduction to transit planning issues:

How to get there…

Transit is a broad array of services. The type of service can be defined using three factors:

1. Type and capacity of vehicle: rail, bus, van, minibus, taxi, etc.
2. Degree of exclusivity of right-of-way: fully shared with other traffic; partially shared (i.e., high occupancy vehicle lane); or entirely exclusive (i.e., busway or exclusive rail bed).
3. Operational strategy: routing, scheduling, and stop location.

Routing refers to the assigned course that the transit vehicle follows. The route structure directly determines the accessibility of the transit system to the potential customer and which destinations have transit service. The route structure also determines how direct a trip is between origin and destination which effects the travel time. Basic routing strategies are:

- **Fixed-route service.** Transit vehicle travels a pre-established route. Passengers are picked up or dropped off at designated locations (pre-established transit stops). The route is designed to serve the greatest number of passengers practical while providing for as direct a route as possible between two terminal points. This is the traditional transit service provided in urban areas.
- **Route Deviation Service.** Transit vehicle travels a basic fixed route, picking up or dropping off people anywhere along the route. On request the vehicle will deviate a few blocks from the fixed route to pick up or deliver a passenger. This type of service is finding application in rural areas.
- **Point Deviation Service.** Transit vehicle stops at specified checkpoints (shopping centers, park-and-ride lot, industrial park, etc.) at specified times, but travels a flexible route between these points to service specific customer requests for service. This type of service is used to provide access to fixed-route service from very low density areas or for persons with limited mobility.
- **Many to Few Service.** Although origin points may be anywhere in a defined service area, the destinations are limited (i.e., airport service).
- **Many to Many Service.** Within a defined service area, all origins and destinations are served. The vehicle travels a flexible route between origin and destination points to service specific customer requests for doorstep pickup and delivery (i.e., taxi service).

Scheduling is the assignment of time that the transit vehicle is available to the customer. Schedules can be predetermined or fixed, or they can be responsive to customer requests through advance reservation or immediate request through a dispatcher. Fixed-schedule options generally provide more reliable service and shorter trip and wait times.

Stop location is the assigned geographical location where the transit vehicle may pick up or deliver passengers. Stop locations affect vehicle travel time, waiting time, walking distance, and general transit accessibility. There are three ways to classify locations of transit stops along a fixed route: local, express, and skip-stop. Stop location is also important for flexible route services. Consideration is given to kinds of places a transit vehicle will stop from the standpoint of customer safety and convenience.

Transit Planning Principles

The following transportation planning principles relate to the identification of transit proposals:

- The locally established transit level of service should be provided by the transit proposal under the forecast development scenario. This may require one or more iterations of the transit level of service with the transit plan to assure consistency and feasibility.
- Transit service should be planned and operated from a market based, user-oriented point of view. Unlike roads,

one transit service does not necessarily serve all transit users. Potential transit markets need to be identified and services should be provided that are targeted to the identified market segments according to local priorities. Example transit markets include able-bodied elderly, disabled persons, commuters, students, low-income persons, and tourists.

- Consideration of operating cost and financing is critical. Unlike roads, operating cost (labor cost) is the major portion of the cost of transit service. New or additional service requires identification of new or additional annual revenue to support it. Development mitigation generally only provides for capital investment.
- A quality access system to the transit service is necessary and should be considered in the planning. Access to public transit by pedestrians, bicyclists, and automobile users should be easy, safe, and direct.
- A transit system consists of more than one route. Transfers between routes should be considered. Unscheduled transfers are applicable in systems with frequent service. Scheduled transfers are recommended where headways between transit vehicles are long.
- The street system should be laid out and designed to facilitate efficient transit operations. Transit routes need to be direct and continuous. Pedestrian crossings need to be visible, wheelchair accessible, and provide for adequate crossing time. Roads are designed to accommodate heavy-weight and large vehicle requirements. Bus pullouts should be considered and bus shelters should be considered in rural areas where bus stops are infrequent.

Transit and land development should be designed to complement each other. The following principles apply:

- The transit system design needs to be consistent with the development pattern. Higher residential densities require higher levels of transit service in terms of availability, frequency, coverage, and connectivity to important destinations.
- Planned land use patterns should support the transit plan. Transit compatible land uses need to be located within existing urban centers supported by transit service or near a transit facility or route.

Transit and site design should be designed to complement each other. The following principles apply:

- Land uses need to be oriented to transit facilities. Building entrances and paved walkways need to lead directly to a transit stop, a park-and-ride lot, or a station. Pedestrian amenities (e.g., plazas, covered areas, moderate grades, sidewalks, benches, lighting) encourage transit use.
- Walking distances need to be pedestrian scale. Walking distance from building entrances to transit facilities is affected by building setback. Smaller set backs reduce the walking distance and encourage, transit use.
- Parking should be shifted to the rear and sides of buildings when the building fronts on a transit facility. Large parking lots between a building entrance and a transit stop discourage pedestrian access. Parking requirements can be reduced if good transit service is provided.

Additional Resources:

- Transportation Research Board http://www.nas.edu/trb
- Community Transportation Association of America http://wwwcf.fhwa.dot.gov/exit.cfm?link=http://www.ctaa.org/

Improving Accessibility Options

(Cedar Rapids, IA – Neighborhood Transportation Service)

Program:

Neighborhood Transportation Service (NTS) provides affordable after-hours and weekend transportation (when public transportation does not operate) to and from work, education/training, and work-relevant treatment in the Cedar Rapids area.

How it Works:

- NTS operates a door-to-door van service on weekdays between 6:00 p.m. and 2 a.m. and on weekends.
- Riders schedule an appointment for pickup with NTS for transportation to three types of destinations: work, education/job training and treatment.
- Rides cost $3 each way.
- Routes and scheduling are designed so that each ride takes no more than 30 minutes.
- Most riders find out about NTS through word-of-mouth or referrals from agencies.

Why it Matters:

- In many metropolitan areas, transportation service from the city to the suburbs is either inadequate or nonexistent. When it does exist, public transportation rarely accommodates the entry-level or part-time worker's need to travel during non-traditional hours.
- The 1996 welfare reform law mandated that recipients of public assistance find entry-level jobs. However, in most metropolitan areas there is a mismatch between where workers live and where such jobs are located. As a result, low-income workers often have no easy way to travel between home and work.
- Giving city workers the mobility to travel to and from suburban jobs increases family earnings and, in turn, increases the capital flowing back into urban neighborhoods. Transportation solutions such as NTS create transportation equity for low-income people.

Implementation Details

NTS has built several crucial partnerships that support a quality service. The city's Transportation and Parking Department maintains the vans for NTS, provides technical advice, and serves as a conduit for city funds. Collaboration with temporary employment agencies results in over 400 rides per month for employees who work outside the city. NTS also works with the local halfway house to provide rides to residents.

Why it was needed:

- 60% of NTS riders had no other means of transportation; an additional 23% could not drive a car they owned or did not have a dependable car. Approximately 75% of riders had annual income below $18,000.

Benefits:

- Riders report several job-related benefits of NTS: 62% said that NTS helps them keep a job or develop a more regular work history. Nearly 50% of riders reported that NTS allows them to increase the hours that they can work.
- 63% of riders cited reduced stress in getting where they need to be as a result of using NTS.
- 73% of riders surveyed report that NTS always got them to their destination on time.

Contact Information:

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Cedar Rapids, IA 52403
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Transportation Ailment:

Symptom:

- I spend too much time sitting in my car in slow or non-moving traffic.

Diagnosis:

- Congestion

Related Symptoms:

- It takes me too long to drive to work.

KEY TERMS:
Congestion
Traffic
Roads
Transit
Employment

Details:

Obviously, congestion occurs because there are too many cars on the road. But think for a moment of the underlying question:

Why are people driving?

1. *Because their workplace is too far from where they live.* Once again, our pattern of keeping activities separated is a major reason for a planning-related problem in your community. If it were possible for more people to live closer to where they work, they'd at least have the option of choosing to walk, bicycle or ride transit.
2. *Because they can't walk, bicycle or ride transit to their workplace.* In most communities around the nation, there are inadequate alternatives to driving. Even if you live near to your workplace, you probably either don't have sidewalks for walking or riding there, or they don't feel safe. Although transit might be present in your Central Indiana community, it probably appears to be an afterthought, and is likely inconvenient or otherwise uninviting.

CIRCL Vision Plan Elements:

- Multi-Modal Transportation
- Easier Access

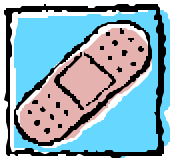
These two issues might be the underlying "cause" of congestion. By treating them, congestion should be removed.

Potential Treatments:

The underlying treatment concept for dealing with congestion is to find alternatives…alternative routes, alternative driving times, alternative modes of transportation.

Self-Treatment:

- Explore different routes. If you can identify a different route that gets you to your destination in roughly the same



Treat Yourself

amount of time, use it. You might also benefit from reduced driving stress.

- Change work hours. Employers are increasingly allowing flexible hours in order to reduce their employees' driving time. (Happy employees = productive employees!) A shift of merely one hour can greatly reduce drive time.

Working with Others:

- Improve road network. By making roads more "connected," there will be more potential routes for drivers to take. This should decrease congestion, particularly on local streets. (This treatment is discussed in more detail later…keep reading.)
- Connect transportation modes. Even if more modes of travel are provided, it is crucial that they be connected. A sidewalk will fail if it doesn't start where people are and end where they want to be. Every bus stop should have a sidewalk connection. If there is a parking lot nearby, drivers might shorten their trip by choosing transit for the final leg of their commute (Park and Ride Lots). The most effective transportation networks are well connected for all types of users.

Work With Others

Warning:

Avoid the immediate and seemingly clear response to congestion of building more roads or adding lanes to existing roads. There is a growing amount of research about "*induced travel*," which is the theory that traffic volume (and land development) increases to consume the potential capacity of a road. Under this theory, adding capacity to a highway will only temporarily reduce any congestion…over a relatively short period of time, new drivers – possibly from new homes in the area – will join you on the road, and the traffic will be right back where it started. If this theory is true, better solutions for congestion can be found in better land use planning and smart growth policies like those in the CIRCL Vision Plan. In some situations, roads might be the right solution, but not always. For more information, go to the internet and search for "induced travel."

Special Transportation Discussion:

Roadway Planning and Smart Growth:

Although many of CIRCL's Vision Plan recommendations mainly focus on transit and pedestrian issues, communities should not ignore their roads. Planning and building appropriate roadways is a critical element of taking care of any community. Readers who become familiar with some basic concepts will be able to understand the issues and potential solutions surrounding roadways.

Why do we need roads?
Roads provide transportation routes for people and commerce. In Central Indiana, nearly 90 percent of vehicle trips take place on non-local streets, meaning that they involve trips outside the neighborhood. The Vision Plan goals and strategies are intended to help bring a relatively small percentage of these trips to alternate modes, including transit, bikes and walking. But even when the Vision Plan has been fully implemented, there will still likely be hundreds of thousands of drivers every day who are unable to use other modes and need ways to reach their destinations.

In addition, roads are used to provide nearly all the goods and products you use. Commercial delivery vehicles use roadways to carry groceries, books, electronics, furniture, clothes, etc. from warehouses to the stores where you buy them, and sometimes even to your door. The alternative modes discussed elsewhere in this book generally don't work for commercial activities.

Who Plans Which Roads?
Most roads are planned with cooperation between local, regional, and state agencies. In general, local roads are the responsibility of local governments, while "roadways," highways, and other roads between local jurisdictions are the responsibility of MPOs and the state Department of Transportation.

Finally, roads are a catalyst for growth. Many studies show that communities grow along transportation corridors, and roadways are (and will likely remain) the dominant form of transportation corridor in Central Indiana. Economic factors, such as

A note about terminology:
The term "roadway" is used here to refer to roads that potentially serve entire communities or the larger region. In contrast, local roads are those that are intended to serve only a limited neighborhood area. Local roads are the neighborhood streets that run in front of your house; roadways are the larger multi-lane streets that you might use to drive to a shopping center, another town, your work, or similar destinations outside your neighborhood. In general, local roads connect to these "roadways" for access to a wider area. In this way, roadways serve your entire community.

easy access to transportation, are the primary reasons for growth, not local planning. A community that wants to better manage how and where it grows should be attentive to roadway planning, so that new residential and commercial development follows its comprehensive plan the desired pattern of land use.

What makes a good road?
Since roads are with us, communities should strive to make them complement CIRCL's Vision Plan by following policy, design and implementation strategies that are supportive of smart growth elements.

Roadway planning and design involves many potential considerations, including:

- How should the roads function and what types of streets can best serve that function for each area?
- How can the various users (drivers, cyclists, pedestrians, commercial vehicles, etc.) best be accommodated on the roadways?
- How can the roads best adapt to topography, terrain features, soil types, etc?
- How can cost and environmental constraints be reflected?
- How can existing and planned land uses best be served by the future roadways?
- How should the roadway system be arranged, and where should the roadways be located?

Most current transportation planning relates mainly to design and engineering elements such as the number and width of lanes, timing of traffic signals, treatment of turns, where access is allowed, separating roadway users, and treating the road edge.

Smart growth-related transportation planning should add to these elements, so that consideration of additional issues occurs. A strategy for incorporating smart growth into transportation planning should include attention to the following concepts:

- Coordination
  Coordination basically means that the roads match the community or area they serve. At its most basic level, a coordinated street network will have enough capacity to avoid serious congestion at peak hours, but not so much capacity as to leave much of it idle at peak hours. In more specific situations, a coordinated roadway network can be used to foster a pedestrian-friendly environment by avoiding excessive multi-lane roads that effectively become pedestrian barriers. A coordinated roadway network might also have connections and capacity that complements a planned transit corridor.

  The basic element of coordinating a roadway system is to ensure that the street network density (spacing between major roadways and intersections) is calibrated to population density. If correctly calibrated, the roadway network will provide capacity that matches the demand generated by surrounding residential development.

- Roadway Spacing
  In general, roadway spacing should vary directly with travel and population density, so that spacing is closer in areas of higher travel and density. This allows the roadway network to more effectively distribute vehicles and avoids congestion. One suggested spacing guideline is shown in the following table:

Suggested Continuous Street Spacing Guidelines

Area	Person/Sq. Mile	Spacing (per mile)
Urban	Over 7500	½ to ¼
Suburban	2500-7500	½
Exurban	Under 2500	1

Source: "Street Spacing and Scale," Herbert Levinson, Urban Street Symposium Conference Proceedings, June 1999

These guidelines should be adjusted to more accurately reflect local conditions, such as actual density, average trips per household, average trip length per household, and miscellaneous variations in peak travel times and traffic patterns.

- Connectivity
  In addition to having appropriate spacing of major roads, they should be connected and continuous. Continuous roads allow vehicles to travel easier and on more direct routes. Existing street systems in most suburban areas do not provide sufficient connectivity.

The dramatic shift over the past decades away from continuous streets (both local and larger) in many suburban settings has limited accessibility, vehicular mobility, and has concentrated traffic along arterial roadways. The result has been increased congestion, pollution and travel times.

The various types or levels of streets (freeway, arterial, and collector) should each have their own interconnected network, but they should also form part of an interconnected system where each level has regular connections to the others. Following this approach, there would be a connected network of collector streets, a connected network of arterials, and a connected network of freeways; someone could travel entirely on collector streets throughout a community

- Pedestrian-friendly
  In traditional roadway planning, no distinction is made between six-lane roads spaced every mile and two-lane roads every 1/3rd mile. Both options provide the same capacity, but the single six-lane road is easier to plan and build than the three two-lane roads, so

Check this resource…
But your community will benefit if you understand what adjustments can be made and how they work. Look at "Sketch Planning a Street Network," by Reid Ewing in Transportation Research Record 1722 (probably available through your planning department or at a local college library.)

many transportation planners have favored the six-lane option. But these two options are not equivalent in many smart growth aspects. From the standpoint of walkability, traffic calming, transit access, and other livability considerations, there is a preference for closer spacing of through streets that have fewer lanes.

Roads with fewer lanes allow pedestrians to cross more easily – a two-lane road has only 1/3rd the crossing distance of a six-lane road. Narrower streets also allow more activities in a right-of-way, including sidewalks, bike paths, bus stops, and on-street parking – and can each utilize a smaller overall right-of-way.

Potential Tools:

As readers research the potential set of alternatives for roadway planning in their communities, the following two give some indication of the broad range of different ideas that will be found. These two alternatives merit consideration, but should not limit readers' search for different potential planning solutions, in fact, many other potential transportation-related tools are found throughout this guide. Readers should remember that transportation and land use decisions are closely interrelated, so implementing potential new approaches in their communities should be carefully examined prior to taking any action.

Boulevards

Most streets that carry high loads are classified as arterials, and have generally developed as wide streets spaced about one mile apart. Although more appropriate spacing can reduce the need for wide arterials, other alternatives should be explored.

Wide streets that must carry a high load of traffic still can support an active and attractive pedestrian environment by converting them to boulevards. A multi-modal boulevard is a roadway with a center throughway, typically of four lanes, for fast through traffic. There are access lanes for local, slow moving traffic on either side, separated from the main through roadway by tree-lined medians. The local access lanes usually include one or two rows of parallel or diagonal on-street parking. Pedestrian space on the sidewalks at the edge of the boulevard is augmented by secondary pathways on the medians, which also can include bike paths and transit

waiting areas. Secondary pathways on the medians, which also can include bike paths and transit waiting areas, augment pedestrian space on the sidewalks at the edge of the boulevard. Traffic moves slowly on the local access lanes, creating a third pedestrian friendly environment.

Connectors instead of Collectors
One potential technique for creating complete and continuous street networks at each level in the typical roadway environment (freeway, arterial, collector) is to require connectivity beyond local streets.

Consider treating "collector" streets as "connector" streets. Instead of continuing to plan and design for these as routes to funnel traffic from local streets onto arterials, make them connect to other "connector" streets at both ends, as well as providing access to arterials. This simple requirement will ensure that movement through collector streets occurs not in a dendritic pattern, like a watershed (with only one way to get from point-to-point), but in an interconnected pattern, more like a least-resistance telecommunications grid or network (with multiple routes from point-to-point). The dendritic pattern results in more concentration of traffic, and hence, congestion. The interconnected pattern helps support the lower maximum traffic volume described above, and therefore results in less congestion. This element of connectivity can be accomplished with street classification changes, and by *requiring that all "connector" streets segments connect on both ends to an existing or planned connector or higher-level street*. A simple addition to road classifications requiring that future and planned "connector" streets be spaced in accordance with appropriately-developed community standards will establish a network.

REMEMBER!
Don't forget to ask for help from your local planning agencies! City, County and regional planning agencies usually welcome citizen interest, and are more than happy to help you understand these and other planning concepts.

Transportation Ailment:

Symptom:

- I spend all my time driving my children around.

Diagnosis:

- Low-density development
- Poor accessibility
- Lack of walkability

Related Symptoms:

- My children can't walk or bicycle anywhere they want to go.
- It's unsafe for my children to walk to school, parks or other activities.

KEY TERMS:
Driving
Children
Chauffeur
Walking
Bicycling
Schools

Details:

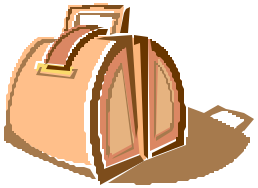
As some of the most vulnerable members of our community, children deserve special attention when planning transportation. Most adults remember the self-sufficiency they had as children; riding their bikes to school, practice, the swimming pool, etc. For many of today's children, those times are mostly gone – the roads are too dangerous, the distances are too far, and there aren't any sidewalks or bike routes. As a result, parents spend more and more time playing chauffeur.

Many planners believe that land use decisions are the real reason for these problems. Over the years, more and more sprawling development has been built, with attention paid to how cars reach the stores, and plenty of parking at the park and other destinations. But at the same time, less attention has been paid to where a type of activity *makes sense* or fits with the community. Land use decisions are with us for decades, so they must be made with care to avoid making more places that can only be reached by car. Once this occurs, over time, children will once again be able to walk where they want or need to go, rather than ask for a ride.

CIRCL Vision Plan Elements:

- Easier Access
- Multi-Modal Transportation
- Paths, Trails and Sidewalks

Potential Treatments:



As with most other ailments, there are steps that you can take as individual in order to improve conditions, but the more long-lasting solutions almost always involve working with others to affect changes in your community's development-related regulations.

Self-Treatment:

- Move to a neighborhood that allows walkability
- Teach your children to walk safely. Many children enjoy the independence of being able to walk to their friends' houses or other destinations. Teaching them to make to sound decisions when walking is an important way to help them have the confidence and independence to choose walking when it is a practical alternative to asking for a ride.

Treat Yourself

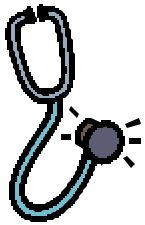
Working with Others:

- Require sidewalks in new developments. The FHWA "recommended practices" mentioned earlier will result in safer ways for children to walk. These standards were developed in order to increase safety along roads, but the result is more sidewalks, separated from the road by a planting strip. Getting these standards implemented will require a change to your community's land zoning or subdivision regulations, but will be well worth it.
- Work to allow activities frequented by children to locate closer to your neighborhood (schools, libraries, parks, some retail, etc.) This idea of allowing particular uses in certain areas might be a "baby step" towards the stronger recommendation throughout this handbook of reducing the vast separation between all types of uses.

Work With Others

More about Sidewalks:
(from the FHWA Pedestrian Facilities Users Guide)
Sidewalks and walkways are "pedestrian lanes" that provide people with space to travel within the public right-of-way that is separated from roadway vehicles. They also provide places for children to walk, run, skate, ride bikes, and play. Sidewalks are associated with significant reductions in pedestrian collisions with motor vehicles. Such facilities also improve mobility for pedestrians and provide access for all types of pedestrian travel; to and from home, work, parks, schools, shopping areas, transit stops, etc. *Walkways should be a part of every new and renovated facility and every effort should be made to retrofit streets that currently do not have sidewalks.*

Transportation Ailment:



Symptom:

- Cars drive too fast through our neighborhood.

Diagnosis:

- Unsafe roads

Related Symptoms:

- Drivers seem to ignore the traffic signs on our street.
- I have to supervise my children when they play in the front yard, so they don't run into the street.

KEY TERMS:
Roads
Neighborhood
Speeding
Traffic
Safety

Details:

The overwhelming solution for unsafe roads is ***traffic calming***: a way to design streets, using physical measures, to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. Traffic calming works to modify existing roads – which were built following engineering requirements that focus on moving cars efficiently.

CIRCL Vision Plan Element:

- Model Planning

The design of a traffic-calmed roadway results in the desired effect, without relying on compliance with traffic control devices such as signals, signs, and without enforcement. While elements such as landscaping and lighting do not force a change in driver behavior, they can provide the visual cues that encourage people to drive more slowly.

The reason traffic calming is such a powerful and compelling tool is that it has proven to be so effective. Some of the effects of traffic calming, such as fewer and less severe crashes, are clearly measurable. Others, such as supporting community livability, are less tangible, but equally important.

Experience throughout Europe, Australia, and North America has shown that traffic calming, if done correctly, reduces traffic speeds, the number and severity of crashes, and noise level. Research on traffic calming projects in the United States supports their effectiveness at decreasing automobile speeds, reducing the numbers of crashes, and reducing noise levels for specific contexts. Looking at a sample of various speed studies shows that typical speed reductions of 5 to 15 percent at the 85th percentile speed can be realized by the use of traffic calming measures — including speed tables, mini-circles, speed humps, and other standard traffic-calming devices. Use of several of the traffic-calming measures has also resulted in substantial reductions in motor vehicle crashes.

Potential Treatments:

When you contact your community's planning or public works department regarding traffic calming, you will most likely hear about a process referred to as the "three Es;" education, enforcement and engineering. This is the most common approach to starting a traffic calming program. Communities typically want to follow this process because it helps identify whether traffic calming at a certain location is truly necessary.

Education is the first step. During this phase, the planners, engineers or police will meet with neighborhood organizations to explain the process. The local government might also send fliers to residents in the neighborhood.

Next is enforcement. During this phase, the police will temporarily concentrate on catching traffic violators driving through the neighborhood.

Finally comes engineering. This is the phase during which the streets are redesigned to accommodate traffic calming devices and the devices are installed and tested. A traffic study should be conducted, and appropriate traffic calming measures can be evaluated.

Overall the three-Es process is relatively ineffective, due to two major flaws. First, the "engineering" phase is often difficult to overcome. Many public works departments are staffed by professional engineers who have spent their professional careers focusing on improving "mobility" of vehicle (the ability for cars to move *without* hindrances). Although they might accept the need for some type of traffic calming, these professionals often resist new ideas that slow traffic. Overcoming this resistance is difficult, and you should rely on your planning department to help refocus the engineer's target to be safety.

Second, the first two phases – education and enforcement – are imprecise. The education phase assumes that most traffic violators live in the neighborhood. This is not always true; many violators are often "cut-through" traffic. If this is true in your neighborhood, education of residents in the neighborhood is unlikely to work. Enforcement, too, may not be effective, because it is usually a temporary effort. The police are unlikely to establish a permanent presence on these unsafe roads, and once they stop enforcing, the violations are likely to resume.

To overcome this, a public involvement process for establishing a traffic calming program (as well as for other pedestrian-related improvements) is described following this treatment.

Assuming that institutional obstacles to traffic calming can be overcome, the following points of advice should be considered when evaluating various traffic calming approaches:

- Traffic-calming and management measures should fit into, and preferably enhance, the street environment.

- Traffic-calming designs should be predictable and easy to understand by drivers and other users.
- Devices that meet multiple goals are usually more acceptable. For example, a raised crosswalk may be more understandable to motorists than a speed hump. The former has a clear goal, whereas the latter may be perceived as a nuisance.
- Devices should accommodate emergency vehicles.
- Traffic-calming areas or facilities should be adequately signed, marked, and lit to be visible to motorists.
- Treatments need to be spaced appropriately to have the desired effect on speed — too far apart and they will have a limited effect, too close and they will be an unnecessary cost and annoyance.
- If a measure is likely to divert traffic onto another local street, the area-wide street system should be considered so as not to shift the problem from one place to another.

Additional Resources:

There are numerous resources that explain traffic calming and provide specifics on details. Some leading web-based resources include:

www.trafficcalming.org – a private firm's site that contains articles, examples and numerous additional links

www.ite.org/traffic - the Institute of Transportation Engineer's web site dedicated to traffic calming issues

www.fhwa.dot.gov/environment/tcalm - the Federal Highway Administration's traffic calming web site

Examples of Communities' Programs:

- Iowa City, IA
  www.iowa-city.com/city/planning/trafficCalming.htm
- Montgomery County, MD
  www.dpwt.com/TraffPkgDiv/triage.htm
- Mobile, AL (PDF file)
  www.cityofmobile.org/html/timesaver/pdf/trafficcalming.pdf
- Sarasota, FL
  www.ci.sarasota.fl.us/Engineering/Programs/TrafficCalming.html

Model Planning Technique:

Providing Pedestrian-Related Improvements

Citizens and communities ask that motor vehicle speeds be reduced on their neighborhood streets, that streets be made accessible to persons with disabilities, and that streetscapes be improved to make them more inviting to pedestrians. Some of the most important issues to the public are safety, access, and aesthetics. This *Model Planning Technique* section discussed some of the issues related to setting priorities and implementing needed pedestrian improvements.

Getting Started

"Getting started" can be daunting — the needs are overwhelming, resources are scarce, and staff time is limited. Every community is faced with the questions of "Where do I start?" and "How do I get going?" While it is not the intent of this guide to provide an exhaustive discussion of implementation strategies, some direction is useful.

Priorities: Since all pedestrian needs will not be able to be addressed immediately, project priorities need to be established. To create priorities requires several program objectives:

Safety – One objective should be to reduce the number and severity of crashes involving pedestrians. To accomplish this will require: (1) a good understanding of the types of crashes that are occurring in your community, and (2) application of appropriate countermeasures to address these crashes. The information provided in this guide is intended to help select the countermeasures that will be most effective in addressing selected types of crash problems.

How to get there...

Access – A second objective should be to create an accessible community where all pedestrians, including those with disabilities, can reach their desired destinations. Typically, this begins with being able to walk safely along streets (i.e., sidewalks) and across streets at intersections and other appropriate locations.

Aesthetics – It is not enough to simply have a safe, accessible community – it should also be an aesthetically pleasing place to live and work. Landscaping, lighting, and other pedestrian amenities help create a "livable community" and should be considered when making pedestrian improvements.

One Step at a Time: To create a safe, walkable community, take one step at a time. Sidewalks, curb bulbs and other pedestrian improvements are installed intersection by intersection, block by block. Individually, they do not create a safe, livable community. Collectively, they create the infrastructure needed for a great place to work, play, and do business. In other words, the whole pedestrian system is greater than the sum of its parts.

One Step at a Time…

Community Concerns: Be very sensitive to community concerns. Public participation will build community pride and ownership that is essential to long-term success. Some of the problems identified in this guide will not be an issue in your community and some of the tools may be perceived as too expensive (at least initially). There probably will be measures that your community puts on hold for a few years until a community consensus is reached. Conversely, there probably will be measures that your community would like to pursue that are not even mentioned in this planning guide.

Construction Strategies

There are many ways to accomplish projects. Be creative; take advantage of opportunities as they present themselves. Here are some suggestions:

Regulating New Development and Redevelopment: Developers can be required to install public infrastructure such as sidewalks, curb ramps, and traffic signals. In addition, zoning requirements can be written to allow for or require narrower streets, shorter blocks, and mixed-use development. Encouraging developers and community leaders to focus on basic pedestrian needs will benefit the community and increase the attractiveness of the developments themselves.

Annual Programs: Consider expanding/initiating annual programs to make small, visible improvements. Examples include sidewalk replacement programs, curb-ramp programs, annual tree-planting programs, etc. This creates momentum and community support. Several considerations should be made when developing these programs:

- Give priority to locations that are used by schoolchildren, the elderly, those with disabilities, and locations that provide access to transit.
- Consider giving preference to requests from neighborhood groups, especially those that meet other priorities, such as addressing a crash problem.

Deliverables: It is important to produce immediate deliverables that people can see. For example, a new section of sidewalk or a freshly painted crosswalk is visible, while a transportation plan is a paper document that may never be seen or appreciated by the public. To keep its momentum, a program needs some "quick wins." They create the sense that something is happening and that government is responsive.

- Evaluate your construction options. Consider having city crews do work requested by citizens to provide fast customer service while bidding out some of the staff-generated projects.

Capital Projects: "Piggybacking" pedestrian and walkability improvements onto capital projects is one of the best ways to make major improvements in a community. Sidewalks, pedestrian ramps, landscaping, lighting, and other amenities can be included in road projects, utility projects, and private construction in public rights-of-way (e.g., cable television, high-speed fiber optics, etc.). To accomplish this, there are several things that can be done:

- Contact all State and regional agencies, and local public and private utilities that do work in public rights-of-way. Secure their 5-year project plans as well as their long-range plans. Then, work with them to make sure that the streets are restored in the way that works for your community.
- Ensure that your community looks internally at all capital projects. Make sure that every opportunity to make improvements is taken advantage of at the time of construction.
- Consider combining small projects with larger capital projects as a way of saving money. Generally, bid prices drop as quantities increase.

Public/Private Partnerships: Increasingly, public improvements are realized through public/private partnerships. These partnerships can take many forms. Examples include: Community Development Corporations, neighborhood organizations, grants from foundations, direct industry support, and involvement of individual citizens. In fact, many public projects, whether they are traffic-calming improvements, street trees, or the restoration of historic buildings, are the result of individual people getting involved and deciding to make a difference. This involvement doesn't just happen, it needs to be encouraged and supported by local governmental authorities.

Securing Funding

Pedestrian projects and programs can be funded by federal, State, local, private, or any combination of sources. A summary of federal pedestrian funding opportunities can be viewed at www.fhwa.dot.gov/environment/bikpedtr.htm. Communities that are most successful at securing funds often have the following ingredients of success:

- **Consensus on Priorities**: Community consensus on what should be accomplished increases the likelihood of successfully funding a project. A divided or uninvolved community will find it more difficult to raise funds than a community that gives broad support to pedestrian improvement programs.

- **Dedication**: Funding a project is hard work; usually, there are no shortcuts. It usually takes a great amount of effort by many people using multiple funding sources to complete a project successfully. Be aggressive, apply for many different community grants. While professional grant-writing specialists can help, they are no substitute for community involvement and one-on-one contact (the "people part" of fund raising).

- **Spark Plugs (Change Agents)**: Successful projects typically have one or more "can do" people in the right place at the right time, who provide the energy and vision to see a project through. Many successful "can do" politicians get their start as successful neighborhood activists.

- **Leveraging**: Funds, once secured, should always be used to leverage additional funds. For example, a grant from a local foundation could be used as the required match for a Transportation Equity Act for the 21st Century (TEA-21) Enhancement grant.

Transportation Ailment:

Symptom:

- I have only one route to drive to work or my favorite shopping area.

Diagnosis:

- Lack of connectivity

Related Symptoms:

- Our children must walk or ride along major roads to get anywhere.

KEY TERMS:
Commuting
Traffic
Roads
Driving Routes
Connectivity

Details:

Neighborhoods built before the late 1940s tended to have streets laid out in rectangular grids of straight streets. Over time this has changed. As auto use expanded, problems with cut-through traffic intruding into residential areas contributed to a movement to lay out subdivisions along curvy streets which branched into numerous cul-de-sacs. Few streets led into or out of the subdivision, and the few that did were curved to discourage speeding.

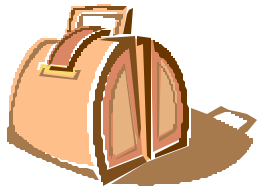
CIRCL Vision Plan Elements:

- Easier Access
- Mixed-Use, Compact Development
- Paths, Trails and Sidewalks

Connectivity implies a system of streets with multiple routes and connections serving the same origins and destinations. In a highly-connected area, there is always more than one route for getting to and from any destination. Street connectivity improves both accessibility and mobility for cars, and transportation connectivity in general improves transportation alternatives in general.

Connectivity generally results in shorter travel distances. Cars are able to select the most efficient route through an area, and reduce total trip time. Shorter travel distances encourage walking and bicycling, and, because of shorter walking distances to bus or rail stops, the attractiveness of transit might also increase.

By itself, however, connectivity doesn't solve all problems. The appeal of connectivity is that it potentially brings people a little bit closer to desired destinations. But effective land use planning and smart growth policies are crucial to ensuring that desired activities do, in fact, locate near the highly-connected areas.



Potential Treatments:

There are two basic types of requiring connectivity:

1. Establish maximum block lengths and limit the use of cul-de-sacs. The exact appearance of a subdivision isn't determined, but the resulting pattern will never break the

Work With Others

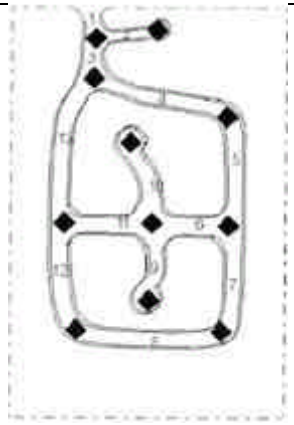
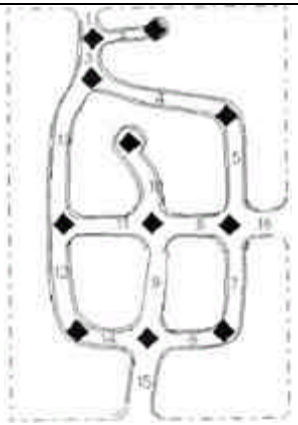
maximum block length, ensuring some level of connectivity.

2. Establish a connectivity index requiring a minimum ratio of the number of street segments divided by the number of nodes (intersections or cul-de-sacs.) This approach provides a greater amount of flexibility in achieving connectivity. The ratio can be determined by the community, and might vary based according to plan criteria.

Both approaches will result in more street connectivity, although the connectivity index (shown below) allows more flexibility.

Connectivity Index

The connectivity index concept can also be used to measure your community's street connectivity. The following examples and graphics show a comparison between two different levels of connectivity with roughly the same street layout.

Example 1: 13 links/11 nodes = 1.18 ratio		Example 2: 16 links/11 nodes = 1.45 ratio
		
Legend: *Numbers* indicate counted **Links** ¨ **Nodes**		

Case Study

Connectivity Case Study:
Town of Huntersville, NC

Huntersville, a rapidly growing town on the northern side of Charlotte, adopted new development ordinances in November 1996, based on TND design principles. The town's connectivity requirements are a part of the extensive changes made under the new regulations. The code is "intent-oriented," in order to maintain flexibility so that individual projects can be tailored to site-specific characteristics.

In keeping with the intent-oriented approach, the code describes desired characteristics of streets and provides specific requirements. One of the descriptive elements of the code states that, "all streets should connect to help create a comprehensive network of public areas to allow free movement of automobiles, bicyclists and pedestrians." The code emphasizes the role of streets as public spaces and the need for streets to provide access for non-motorized traffic.

Huntersville prohibits cul-de-sacs and private streets, requires street stubs for future connections, and calls for relatively short block lengths: "Cul-de-sacs shall be allowed only where topographical and/or lot line configurations offer no practical alternatives for connections."

Block lengths, however, are not rigidly defined; "under most conditions…[they] may range from 250 to 500 linear feet between cross streets." The goal of the block length guidelines is to achieve block circumferences of approximately a quarter mile. The code also attempts to prevent the unintended creation of routes for cut-through traffic by stating that "long segments of straight streets should be interrupted by intersections designed to a) disperse traffic flow and reduce speeds…and b) terminate vistas…" The code allows but does not require traffic calming measures.

Exceptions to the connectivity requirement are allowed when topography or lot lines prevent connections. Staff makes recommendations to the Planning Board on this issue at the same time that they bring a development plan to the Board for action. Exceptions are fairly rare; a recent 250 acre subdivision had only 3 cul-de-sacs. Waiving the limit on cul-de-sac lengths is a more formal process, requiring approval by the town's council.

The town's ordinance grew out of concern which began in the late 1980s about the rapid growth of the town and the potential loss of the character that residents appreciated. Huntersville began the process to actually develop their ordinance in 1995 when they enacted a 12-month growth moratorium. During that year, the town used an intensive public input process and established a 22 member committee to develop the ordinance. The effort culminated in adopting their ordinance in Nov. 1996.

Case Study

The primary motive for the connectivity requirements was concern about traffic levels on arterial and collector streets. The main apprehension from the public about the connectivity standards was about flexibility and potential for down-zoning (related to the TND aspects). According to planning staff, through streets had a bad reputation because in cul-de-sac neighborhoods they do carry a lot of traffic, but in more connected neighborhoods the traffic is dispersed. The town avoids long, straight through-streets – for example by using a T-intersection to force people to make some turns – to discourage non-local traffic. They also allow curvilinear streets so that connectivity does not have to be a uniform grid.

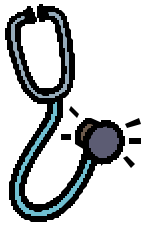
Developers said the town would drive up costs by increasing connectivity, but the town also began permitting narrow streets. They allow 9-foot minimum travel lanes on residential streets and a minimum total width of 18 feet (26 feet if on-street parking is necessary). The town requires a 40 foot right-of-way to provide for trees and sidewalks.

It appears that, because Huntersville is in a high-growth part of the Charlotte area and near a lake, higher costs do not seem to deter developers or buyers. Developers who are really interested in building in the Huntersville market have taken the time to learn the new ordinance and will work with it. Those who are less motivated, especially those who have been in the business longer and are used to traditional rules, tend to resist more.

The Huntersville fire department supported (and continues to support) the greater connectivity requirements overall, because they believe that greater connectivity provides more direct routes to reach emergency sites.

The town has approved a considerable amount of development under the new ordinance, including both residential and commercial projects, but the first projects are just completing construction and others are continuing under construction. New developments are apparently selling just as well as conventional developments.

Residential Development Ailment:



Symptom:

- Developers say it costs too much to build anything but "cookie cutter" subdivisions.

Diagnosis:

- Regulatory Barriers
- Inadequate variety requirements

Related Symptoms:

- All the houses around our neighborhood look the same.
- Developers all want to build the same types of house.

KEY TERMS:
Developers
Subdivisions
New Homes
Neighborhoods
Regulations
Creativity

Details:

There are three issues at work in this diagnosis:

- Developers, who seek to meet market demand, are primarily profit-driven, and will usually seek the "path of least resistance" when considering new projects. This means that they are more likely to follow a proven model in your community, since they know that a proposal similar to one that has already been approved is more likely itself to be approved. This results in "cookie cutter" development.
- Because consumers are often willing to "settle" for a house or neighborhood that lacks character, developers rarely feel a need to offer a unique product. Once consumers begin to more clearly articulate the types of places they want to live, developers will seek to provide them. Until consumers do so, their only home choices will be the same stale homes and neighborhoods that frustrate readers of this guide.
- Many communities' land development regulations are set up to require compliance with minimum standards. Review of a project is greatly simplified when the planning staff knows that it meets these minimum criteria. When a developer comes along with a new or somehow unique design, the development regulations do not accommodate it or planning staff does not understand how it will work in the community. Developers seek to avoid the lost time and money that it takes to navigate the process, and are prone to "watering down" their proposals in order to get them approved.

CIRCL Vision Plan Elements:

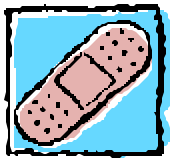
- Model Planning
- Mixed-Use Options
- Preserving Land

Another important element at work in so-called "cookie cutter" subdivisions is that developers are only *meeting market demand*. The development community builds what people want and can afford. There is no easy solution to this problem, but the ideas here might help. Look to developers for their innovative solutions, as well.

Potential Treatments:

Citizens interested in increasing the variety of development in their community have a number of options; three are shown below.

1. Meet with developers and show them examples of the types of developments you want them to build in your community. Developers are profit driven, and more and more are beginning to realize the potential benefits of building quality developments with a variety of housing types. Many of the case studies throughout this guide can be used to show developers that creativity works and that unique communities, with more features for residents, are successful products.



Treat Yourself

   In addition to showing them the examples in this guide, consider organizing with others and subscribing to "Land Development," a quarterly publication of the National Association of Home Builders. This publication regularly helps frame smart growth issues in ways that builders understand. Another resource is the "New Urban News," a monthly publication that tracks "new urbanist" developments across the country…with nearly 250 projects listed in a recent issue, this resource can be extremely useful for showing developers in your community that there are money-making options beyond the "cookie-cutter" subdivisions.

Work With Others

   If effectively done, you should be able to sway a few developers in your community to consider new ideas. In addition, you should meet with some elected official and Planning Commissioners in your community, so that they too know about the other available forms of new development.

2. Try to get your community to revise its development review process. By simply finding ways to shave a few days off the review process, and then tying this time savings to creative developments, you will encourage more developers to consider new ideas and designs. This is not as simple as it sounds, however.

   Most planning departments are unlikely to believe that they need to offer developers *any* incentives, let alone one that risks approving an ill-

Austin, Texas, developed a points system allowing reduced fees or expedited review of developments that accumulated sufficient points. Austin gives points for "Smart Growth" features such as the following, but this approach could be used for design elements, as well:

- Neighborhood Involvement
- Minimum Density
- Access to Transit
- Mixture of Lot Sizes
- Provision of a "Town Center"
- Pedestrian Facilities
- Reduced Number of Driveways
- Public Outdoor Spaces

SMART= **S**afe, **M**ixed-Income, **A**ccessible, **R**easonably-priced, and **T**ransit Oriented.

considered development. Many city and county planners use their "power" to control when a development is approved as their main tool to get concessions from developers. It is important that you meet with the planning staff to determine if this is an option.

In addition, the "triggers" that are used to qualify a project for expedited review must be developed with care. If your community has a recent Comprehensive Plan, it likely includes a number of goals and objectives that suggest potential characteristics that might qualify a development for the reduced review time. These might include a minimum provision of open space, a minimum number or variety of floor plans, voluntary provision of features such as street trees, sidewalks, small parks, etc.

3. Add variety standards to the minimum development standards. Once again, this involves working with your planning department.

   A simple requirement for a variety in housing styles or even housing appearance can have a profound impact on the visual character of a new subdivision. This can be accomplished with an "anti-monotony" standard that requires adjacent homes have a different floor plan, garage placement, landscaping, etc. Such a standard could probably be added to your community's development regulations. While it may be a relatively straightforward amendment, a variety requirement or standard would have a profound effect on the appearance of future development.

Additional Resources:

Most of the treatment ideas discussed here are further explored in case studies and examples on the following pages.

Work With Others

Examples of Innovative Residential Developments:
(In addition to example provided below)

- Village of Westclay, Carmel
  www.brenwick.com/westclay.asp
- Norton Commons, Louisville, KY (discussed)
  www.newcolonist/norton_commons.html
- Afton Village, NC
  www.aftonvillage.com
- King Farm. MD
  www.kingfarm.com
- Central Neighborhood, Cleveland, OH (discussed)
  www.flahum.org/Forum/Summer_97/cleveland.html

Case Study

Case Study:
Worman's Mill, Frederick County, Maryland

Worman's Mill is an award-winning master-planned community located in Frederick, Maryland on a 307-acre site. This project uses what the developer calls "Town and Country" development, mixing traditional neighborhood development aspects with a rural periphery. There is a traditional grid pattern of streets at the community's core, and winding rural roads at the edge.

Worman's Mill is included as an example because it shows how mixing housing types can work, and that creative developments can have a suburban flavor, but still include neighborhood characteristics.

During the design and development of Worman's Mill, architects were sensitive to the architecture of the nearby "Old Town" district of Frederick. From street names to park names to housing detail, the design is intended to reflect historic elements of the neighboring community.

The development includes a variety of homes for different income levels and lifestyles, although the community seems to primarily target the active adult/empty-nester market. According to marketing material, prices range from $120,000 to $340,000.

The project includes a planned town square, currently only partially developed. The town square will feature a mix of restaurants, shops, a hotel (inn), and other amenities intended to create the ambiance of a resort village.

The developer had to make significant additions to the local infrastructure, including the provision of a bridge over a stream that runs through the property, the extension of water service, and the provision of access to major roads. An old wagon trail that ran through the property was preserved for use as parkland.

The project was made possible by a 1986 Frederick ordinance that created guidelines for planned neighborhood developments, or PNDs. Under that law, developers are allowed to create more flexible developments, including a variety of housing types. In exchange, developers must provide some type of major community improvement.

Developer and Builder:
The Wormald Companies
www.wormald.com

- 307 acres
- 99 acres parkland
- 1,497 planned units
- Master-Planned
- 11 product lines
- Prices $120,000 +

Construction began in 1988 and the first residents moved in during 1989. Over 600 of the planned 1,497 units are built and occupied. Construction is ongoing, with more construction on the town square and community amenities now that occupancy has attained a minimum level.

The project has won numerous awards, including ones from the National Association of Homebuilders, "Family Living Awards," and a Maryland State Smart Growth and Smart Development Award.

Case Study

Case Study:
Development Review Streamlining

Carrollton, TX's Building Inspection staff redesigned customer service in 1997 to make it faster, friendlier and simpler using a "One-Stop Shop." According to city officials, this approach has resulted in not only better relations with citizens and developers, but also a thriving economy, increased job opportunities, and a growing tax base. Carrollton's program has become a model for streamlining development review, and is being emulated by numerous communities across the nation.

The One-Stop Shop is a system in which individuals are cross-trained to perform all functions to grant building permits. Team members, chosen because they are solution-oriented, flexible, proactive and courteous, learn all aspects of approvals for each of the departments. To aid the One-Stop Shop process and team, the City also implemented a software tracking system that automates building inspection records, centralizes the review process across departments, generates evaluation reports and tracks turnaround time.

The key benefits to the One-Stop Shop:

1. A building permit can be granted in only ten to fifteen days, adding value to the city by expediting growth.
2. The partnership among stakeholders and multiple departments results in a more unified and progressive community.
3. It became a value-added addition to the City's development package and expedites city growth.
4. One-Stop Shop ensures customer satisfaction and encourages customer responsiveness.
5. Finally, the One-Stop Shop model provides unparalleled service to all stakeholders in the development process.

Carrollton's previous building permit process could take up to six months to complete. There was no central point of contact for developers seeking a permit. Inconsistencies occurred in code application and interpretation among some city departments, and alternative solutions were rare.

The review process was bureaucratic, with plans sent to seven departments located on two floors of City Hall. Each of the departments had its own approval process, timetables and priorities. Customers who called to check on the status of their applications had to talk to each department separately. The process left many with an unintended perception that the city was unfriendly to business, and customers were frustrated. Work began in 1993 on streamlining the process.

The basic elements of Carrollton's One-Stop Shop approach are:

- All approval functions are situated in one location;
- A permit manager is named as the single point of contact for each development permit; and

Case Study

- The team is empowered to approve and issue building permits to developers. Other permits go forward for consideration, with a recommendation from the team.

How it Works:

1. A Permit Manager allows developers to work with a single point of contact in the approval process.
2. Pre-application meetings are held as soon as a preliminary plan is brought forward. During this meeting, the site and project are discussed and feedback is given to the applicant and any other stakeholders present.
3. The applicant takes the feedback from the preapplication meeting and adjusts the application to more closely match the community's requirements.
4. The application is submitted through one point of contact. That Permit Manager will lead the review of the application and meet with the applicant if there are any problems.
5. The team is trained in the review criteria for all relevant city departments and conducts the review. When issues arise, the department is consulted to consider potential solutions.
6. After the team and Permit Manager approve the application, the Permit Manager issues the permit or reports favorably on the application to the decision-making body.

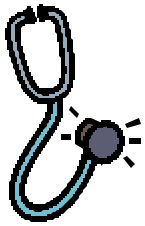
Feedback for Carrollton's One-Stop Shop approach has been, to put it mildly, celebrated in the community. As stated earlier, this program has become a national model. Although your community might not find it necessary to adopt all of Carrollton's approach, there are likely valuable ideas and concepts to consider.

Caution:
Carrollton's One-Stop Shop program, while a national model, has been criticized as too pro-development. From this case study one can see that the goal was to *ease* the development process. Such a goal is fine, unless it results in a reduced ability to enforce your community's planning goals. Many smart growth advocates would argue that streamlining is best used to improve the review process for *desired* projects, not all projects.

Other Streamlining Ideas:

- Chicago's Zoning Ordinance re-write www.ci.chi.il.us/Mayor/Zoning/principles/2002zoning_or_news.html
- Maryland's Streamlining Program www.mdp.state.md.us/planning/M&gs/94-04.htm

Residential Development Ailment:



Symptom:

- Every time there is a new subdivision built, they destroy all the large old trees.

Diagnosis:

- Inadequate Tree Protections

Related Symptoms:

- Our forests are disappearing.
- All new parking lots have young, tiny trees.

KEY TERMS:
Trees
Environment
Regulations
Parking
Development

Details:

Trees play important environmental, aesthetic and economic roles in creating distinctive and healthy places to live. Trees along medians, sidewalks and embankments serve to filter noise and pollution from nearby vehicular traffic, as well as mitigate the erosion that causes damage to and raises maintenance costs of adjacent roadways. In both commercial and residential areas, trees provide a canopy of shade and shelter from the elements. Large trees along a retail strip make it more inviting, which generates more business, thereby serving as an economic stimulus for the community. By cooling homes and communities, trees reduce energy costs and create a more comfortable climate for outdoor activities. By slowing stormwater runoff and helping protect wetlands, trees can reduce the costs associated with water treatment for local jurisdictions. They help the environment by cooling temperatures and consuming excess carbon dioxide. In short, trees add to the beauty, distinctiveness and material value to a neighborhood by incorporating the natural environment into the built environment.

It is, however, much easier to build new development on a relatively empty lot and plant young new trees to replace the old than to build a development around the older trees. These young new trees, however, take many years to reach maturity and begin to rival the size and substance of the lost trees. In addition, replacement trees are not always native species, are not always planted in the most fertile locations, and sadly, they do not always survive more than a few years.

CIRCL Vision Plan Elements:

- Preserving Land
- Model Planning

Another reason many trees are lost is regulatory; many regulations require utility easements, and rights-of-way that result in lost trees. When trying to minimize lost trees, also look at those that are removed to comply with your community's development regulations.

Potential Treatments:

Through collaborative efforts, neighborhoods and the public and private sectors can engage to preserve and add to the tree stock in a community. In existing communities, tree planting programs undertaken by schools and civic groups can increase the presence of trees on residential streets and commercial thoroughfares. Citizens can band together to implement many types of volunteer tree *replacement* programs, but there is little that individuals can do to protect trees on private property.

Other incentives, such as a community grant fund for tree planting or reduced zoning requirements, can encourage property owners to preserve trees or plant new ones. Communities can put into place ordinances or incentives that encourage or require landowners to preserve a portion of the existing trees or replace trees that could not be preserved. An arborist should be consulted when developing these types of programs, since the requirements must be carefully crafted for the types of trees common to the community, and exactly which trees are appropriate for preservation needs to be determined. (Most requirements are based on the diameter of a tree at a certain height above ground level.) In order to encourage preservation rather than replacement, some communities require that trees be replaced so that the combined diameter of all trees on the site exceeds the combined diameter of the removed trees by as much as one and a half times. In addition, a minimum diameter should be required for replacement trees, to ensure some level of maturity and survivability.

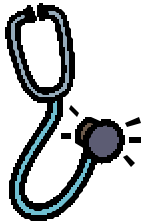
Additional Resources:

- Scenic America, www.scenic.org, is a non-profit technical and advocacy organization that has a number of on-line resources to aid communities in increasing their tree canopy, including a model tree ordinance.
- www.americanforests.org – provides examples of how to inventory tree canopy and deforestation.

Treat Yourself

Work With Others

Residential Development Ailment:



Symptom:

- Our neighborhood is not aging well.

Diagnosis:

- Lack of regulations to ensure quality
- Lack of effective homeowner maintenance

Related Symptoms:

- Houses in our neighborhood look "cheap."
- There are abandoned houses in our neighborhood.

KEY TERMS:
Housing Quality
Neighborhood Abandonment
Older Homes Renovation

Details:

The appearance of a neighborhood is important for more than just aesthetic reasons and improving property values. A well-maintained neighborhood can help give people a better sense of community and self-esteem. Programs that help improve neighborhood appearance also increase the desirability of living in that neighborhood.

CIRCL Vision Plan Elements:

- Model Planning
- Infill and Brownfields
- Stable, Adequate Funding

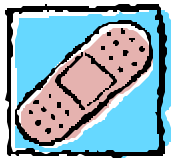
A sizable share of older housing in the U.S. was originally constructed hurriedly and with relatively low-quality materials in an attempt to provide quick cheap housing for our rapidly growing population. Unfortunately, many of these houses are starting to look worn-out and run-down. Without some programs to improve their appearance, they might eventually lead to the entire neighborhood itself suffering.

When these houses are not taken care of, they can quickly disintegrate into blighted or vacant structures, posing risk of fire, economic and social disinvestments, and increased crime for the neighborhood.

Potential Treatments:

The two primary strategies in dealing with an area of your community suffering from these problems are:

1. Take action by yourself or with neighbors to improve the neighborhood's appearance. You can encourage property owners to take better care of their houses, and you can help them with time and volunteer work.
2. Work with your local government to improve building codes and attract grants that can be used to improve the housing stock in your community.



Treat Yourself

Work With Others

Two specific ideas:

- *Adopt special rehabilitation building codes to regulate the renovation of existing dwellings.*

When older houses are well-maintained, they can represent a desirable housing stock because of their affordability and their architectural uniqueness. These same features can also make the prospect for their conversion into modern housing units cost prohibitive for developers. Building codes most commonly used to monitor structural quality are, for the most part, suited to regulate new construction in houses that conform to modern standards of hallway width, window and door dimensions, etc. Retrofitting older homes to these standards is a costly and time-consuming challenge for most prospective investors.

Parallel codes to regulate renovation of existing houses can stimulate the upgrading of homes, improving the neighborhood's overall appearance and expanding housing opportunities. These codes do not replace the dominant building codes nor do they require that all houses conform to the renovation standards. Rather, these codes, which should be adopted in consultation with fire and safety officials, ensure that the full range of housing stock is attractive and available.

More about Rehabilitation Codes:
- HUD's guide: www.huduser.org/publications/destech/smartcodes.html
- Smart Growth America www.smartgrowthamerica.com/rehabcodes.html
- New Jersey's Program www.state.nj.us/dca/codes/rehab/

- *Adopt "Point of Sale" regulations that require an inspection as part of a real estate transaction.*

With such a program, a deed cannot be recorded unless the inspecting agency certifies that the house has passed inspections or the buyer has certified that corrections will be made within a year. Point-of-Sale inspections are not likely to be burdensome, since other home inspections are likely to be done for appraisals and lending.

Case Study

Rehabilitation Case Study:
Cuyahoga County, OH, has employed a widely available, yet underused strategy for investing county tax proceeds to assist suburban homeowners near the central city (Cleveland) to rehabilitate their homes – linked deposits. The County Treasurer is authorized to invest up to 10% of total property tax intake in participating banks at below market rates (not exceeding a 3% differential). In exchange, the banks must commit to pass on the savings to borrowers in the form of low-interest loans for rehabilitation and renovation. County Treasurers in Indiana may have a similar authority, making it a potentially untapped resource for revitalizing neighborhoods and improving housing quality.

Cuyahoga County's "Housing Enhancement Loan Program" is available to any homeowner – regardless of income – residing in a suburb close to Cleveland in which housing values have appreciated at less than 2% annually over the last 15 years. By foregoing between $1.2 and $2 million in interest, it is estimated that the county will make available roughly $40 million to upgrade 4,000 homes over two years. As a result, residents are able to adapt and upgrade their homes for changing needs. This program reduces demand for new housing on the urban fringe. The county expects to recapture the lost interest, with property tax assessments projected to increase by $400,000 per year as a result of improvements.

Residential Development Ailment:

Symptom:

- Low- and medium-income families have difficulty finding homes in our community.

Diagnosis:

- Insufficient affordable housing
- Lack of life-cycle housing strategy

Related Symptoms:

- My mother or grandmother wants to move to my neighborhood, but there isn't anyplace appropriate for her.
- Our teachers and police officers can't afford to live in our community.
- Our neighborhood's population is too homogenous.

KEY TERMS:
Housing
Affordability
Neighborhoods
Market
Life-cycle Housing

CIRCL Vision Plan Elements:

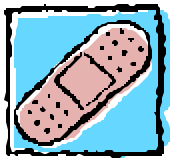
- Model Planning
- Mixed Use Options
- Stable, Adequate Funding

Details:

Housing is a critical part of the way communities grow, as it constitutes a significant share of new construction and development. More importantly, however, housing provides people with shelter and is a key factor in determining a household's access to transportation, commuting patterns, access to services and education, and consumption of energy and other natural resources. Providing quality housing for people of all income levels and life stages is an integral part of any model planning effort. In addition to improving a household's quality of life, housing can ensure a better jobs-housing balance and generate a strong foundation of support for neighborhood transit stops, commercial centers and other services, thereby mitigating the environmental and social costs of auto-dependent development.

Potential Treatments:

There is little that individuals can do to encourage mixed income and life-cycle housing, other than lobbying public officials and arm-twisting bankers and developers. Luckily, there are a very wide range of options and alternatives that can be considered:


Treat Yourself

- **Educate developers about limited-equity components**
  Opportunities to expand housing choices present themselves not only in the

construction of new housing, but also in an inclusive approach to ownership structures as well. Beyond the traditional condominium approach to ownership in multifamily or attached housing developments, co-operatives (in which members own shares in the overall ownership structure and the right to occupy their unit) and community land trusts (see below) represent additional, and at times more affordable, approaches to traditional home ownership.

Work With Others

These various ownership structures lend themselves to further broadening the range of affordability through inclusion of limited equity components. These regulations place limits on the amount of equity or profit that can be earned by a single homeowner over a period of time. In places where housing prices are rising quickly, this type of program helps to keep the housing affordable for future purchasers. Depending on the structure, these equity limitations provide a fixed return on investment (for example, two percent appreciation per year of ownership) or limit the sales price based on average below-median income levels for households. In either case, the ability to limit the amount of profit that home owners can earn from the sale of their units means that the unit can be purchased by an approved household (often one that must meet income criteria) for a lower cost than would normally be the case, and often have payments lower than rent would have been on a comparable unit.

More about limited equity programs can be found at the Fannie Mae Foundation (www.fanniemaefoundation.org) and a private firm at www.weown.net/index1.htm.

Despite a concern that some participants may find it difficult to build sufficient equity to later afford a non-subsidized home, limited equity ownership still remains a viable means to build modest amounts of wealth and expand access to home ownership for many.

Work With Others

- **Community Land Trusts**
  Community land trusts (in which a non-profit trust owns the land and the resident owner retains title to the house) constitute a long-term permanent means to ensure affordability in housing and to provide an opportunity to expand the range of housing choices in Central Indiana's communities. Community land trusts (CLTs) participate with traditional home buyers to lower the cost of purchasing a home by retaining ownership of land and making it available to residents through a long-term lease. By doing this, CLTs make it cheaper for lower-income households to buy a home. Since CLTs are non-profit organizations and

More about CLTs can be found at the Institute for Community Economics (www.iceclt.org), a technical resource and provider of a loan fund to support community land trusts.

hold the land for a long period of time, they ensure that the house will remain affordable for many future home buyers.

When traditional subsidies for home ownership, such as down payment assistance or first-time home buyer subsidies, are administered through CLTs rather than given to purchasers directly, the benefits can be shared with future low-income purchasers. Subsidies become, in essence, permanently tied to the property rather than the recipient household.

Communities and interested residents should work to educate lenders about the concept of CLTs to ensure that future CLT home buyers will be able to access conventional sources of financing. Approaches such as this are critical to ensuring that a sufficient range of housing at varying levels of income exists to allow for all types of households to find their place in your community.

- **Allow wider variety of housing types**

Work With Others

In many communities, current regulations hamper the ability of developers to create the types of developments that allow housing variety and, therefore, affordable housing. Setback requirements, regulations restricting the number of units within a building, and lot-size standards advance the concept of traditional suburban growth but are not well-suited to helping Central Indiana's communities reap the benefits that CIRCL's Vision Plan could bring.

If the opportunity to affect your community's land development regulations arises, work with your planning department to help identify areas where the community can modify these standards in order to allow greater variety in housing in the community and within individual neighborhoods.

One option could simply be to use an overall density in each zoning district to determine acceptable lot sizes, rather than the predominant approach of specifying a minimum lot size in each district. "Lot Averaging" is another technique that allows developers to find new ways to maximize the number of units they build, also increasing the variety of housing types that they offer.

Housing variety makes good business sense, and should be desirable to most developers. For large developers, the key to profitability is rapid land absorption, and the key to rapid land absorption is to tap many markets. Housing variety and life-cycle housing creates its own demand. Renters feed the starter home market. Families in starter homes buy move-up homes. When the kids move out, the parents become candidates for townhouses or condominiums.

- **Consider Allowing Accessory Dwellings**
Construction of new neighborhoods is not the only way to create new housing supply. Opportunities to expand the range of housing choices also present themselves in existing single-family neighborhoods. Spaces above garages, finished basements and attics with separate entrances all represent potential homes for elderly people, single adults, or small families. The "granny flats", "mother-in-law" apartments, as generally termed, *accessory dwelling units* (ADUs) provide a way for children who have grown up in a neighborhood, or seniors who have already outgrown their large family homes, to remain in the area near family and friends. As rentals, ADUs can provide an important source of income to help families afford the purchase of their home. ADUs also serve to gently increase the density of neighborhoods without new parcel development, which can in turn provide better support for expanded transit and commercial activity.

Work With Others

To gain the benefits of ADUs, your community must actively consider and address the concern of neighbors who fear that they will dramatically change the look and feel of the neighborhood. These concerns are real…there are many examples of communities that have allowed ADUs and deal with issues of overcrowding, inadequate parking, noise, etc. (Mostly these concerns surround ADUs associated with colleges and universities.) If these issues are addressed adequately, housing can more easily meet the needs of the diverse and changing populations of Central Indiana's communities.

- **Encourage cost-effective site development and construction practices**
Housing can be made more affordable with cost-effective site development and construction practices. Lot frontage is probably the single most important determinant of site development costs since street lengths and utility runs vary with front footage. Front setbacks are next most important since driveway lengths and utility service lines vary with setbacks. Thus, for affordable housing, lots should be as narrow as possible and front setbacks as shallow as possible.

Treat Yourself

Work With Others

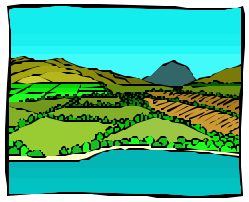
Builders should be encouraged to select the smallest dimensions possible in order to obtain more affordable housing. In addition, citizens should actively work with their community to permit reduced lot widths and shallower setbacks in order to encourage more affordability in new developments.

Also explore advanced building technologies that can reduce construction costs: www.pathnet.org

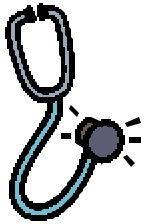
- **Plan for rural housing**
  Housing needs remain pressing problems in many rural Central Indiana communities today. Finding adequate solutions to address them presents not just an opportunity not only to better house many residents but also to facilitate housing in a way that encourages smart growth. When these needs are not considered, the result has been poor quality housing on unserviced land scattered throughout the rural farmlands or on the outskirts of towns. Improved solutions with better access for residents to services and infrastructure, can be achieved by planning and zoning for a broad range of housing types in rural areas.

  Improved design, materials, and construction technologies have helped to make mobile and manufactured homes a very viable approach to affordable housing in many rural – and urban – contexts. Local governments would be well-served to explore these opportunities, as well as opportunities for traditional "stick-built" housing, and to plan and zone for them accordingly. By accommodating this growth, communities will be better able to respond in a coordinated way to demands for low-cost housing and to ensure that it is in conformance with health and service standards. Communities can address these needs by discussing service provision and infrastructure needs with landowners prior to development, and by enforcing standards for maintenance, upkeep, and title transfer after development.

Work With Others



Open Space Ailment:



Symptom:

- We are losing all our farmland and open space.

Diagnosis:

- No strategy for open space preservation

Related Symptoms:

- New development is destroying all our environmentally-valuable land.

KEY TERMS:
Open Space
Farmland
Development
Preservation
Sensitive Lands

Details:

Communities across the United States are realizing that open space preservation is an important component to achieving better places to live. Open space and farmland are valuable to the overall environment, maintaining views and wildlife, and often help preserve a sense of heritage or history. Open space and farmland provides a crucial part of a community's character.

CIRCL Vision Plan Elements:

- Open Spaces
- Preserving Land
- Paths, Trails and Sidewalks

Networks of preserved open space and waterways can shape and direct urban form. These networks, known as "green infrastructure," help frame new growth by locating new development in the most cost-efficient places. The cost efficient locations for new growth are where roads, sewers, water lines and other utilities currently exist – not in many open spaces and farmland areas, where they need to be provided.

A sense of urgency surrounds saving critical environmental areas. Once a greenfield has been developed it is hard, if not impossible, to return the land to its original state. There are significant fiscal, health and environmental quality benefits associated with the protection of open space. Open space can increase local property values (increasing property tax base), provide tourism dollars and reduce the need for local tax increases by reducing the need for construction of new infrastructure.

Potential Treatments:

Most treatments for open space preservation require cooperation among interested individuals and organizations.

Self-Treatment:

Treat Yourself

- "Save One Tree" This treatment is simple…find a tree in an at-risk area and work to preserve it. Contact the property owner and tell them what you are trying to accomplish. If the tree is threatened by development, try to persuade the property owner to protect the tree. Understand their perspective, however, and be reasonable…asking to protect a small tree in the middle of a lot is quite different than asking to protect a 50-year old tree closer to the edge of a lot. If the tree must come down, try to persuade the developer to replace it with a comparably-sized tree or a combination of trees roughly equaling the same circumference of the lost tree. Avoid replacing a mature tree with only a sapling. This effort might be mostly symbolic, but will underscore the importance of protecting environmental resources. If you'd like, branch out and try "Save One Farm"…

Work with Others:

Work With Others

- Coordinate state and local planning efforts. Many resources exist at local and state levels to preserve and protect open space. Often the linkages between these programs that would allow them to have a greater impact are missing. Find partners to work with in order to encourage cooperation between different levels and agencies of the various governments in your region.

- Explore private preservation options
  - Community Trust – A community trust, described earlier in this book as a treatment to increase housing mixtures, can also apply to preserving valued land.
  - TDR/PDR – An increasingly popular tool for land preservation has been the use of market-based mechanisms such as transfer of development rights (TDR) and purchase of development rights (PDR). These tools can permanently protect land from development pressure by channeling financial incentives to the property owner.

- Mechanisms to preserve working land. One common reason that valuable rural land is sold for development is that the land is taxed based on its *potential* value, instead of the value of its current use. Temporary agricultural and forest zoning districts can be used to limit the development of land in return for

use value taxation, where the owner is taxed for the actual use, not the potential use. By acreage, farmland is most susceptible to sprawl, since the value of new residential land is much greater than that of farmland. Property owners must agree to maintain the current use, and if they sell for development, the tax is retroactively applied for a period up to five years. By reducing the pressure on farmers to sell their land, the valued open space around your community can be protected.

More about TDR/PDR:

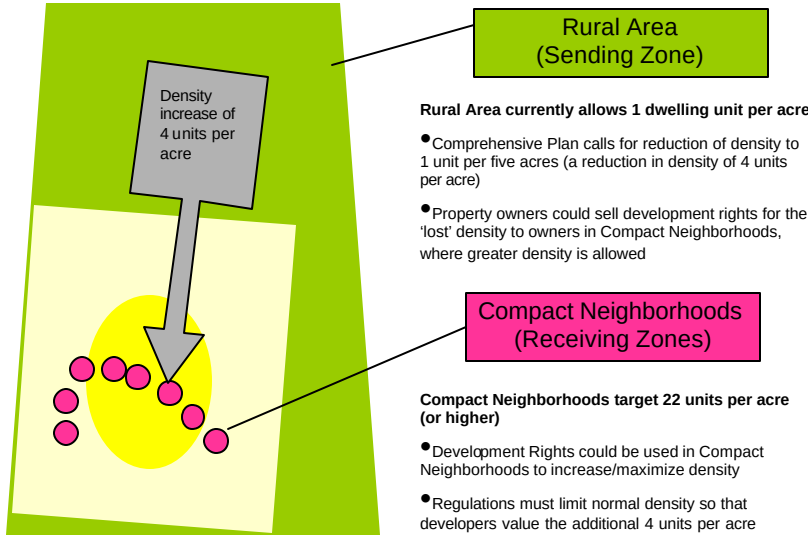
A Purchase of Development Rights (PDR) program – in essence a purchased conservation easement – offers a permanent solution for communities looking to preserve open space if they are unable to purchase the land outright. Under a PDR, landowners sell the rights to develop their land to a land trust or government agency while retaining the title to the property and the rest of their bundle of rights. As a result, a legal restriction is tied to the deed for the property that prevents all future development on the targeted land. Landowners benefit by not only receiving payment for the PDR, but they are often also eligible for some combination of property tax, estate tax, or income tax benefits. PDRs have been especially successful in protecting working lands. For example, according to the EPA, PDRs have been used to keep almost a million acres of farm and ranch land nationwide in productive private ownership.

In a TDR program, a community identifies areas for protection and areas for increased density. Landowners who own property in areas designated for preservation are given development credits allowing greater density that they cannot use, but that can be sold. These credits can be purchased by developers to build in areas designated for increased density. TDRs are an evolving tool, but they have been successful in a growing number of communities. One-third of the 90,000-acre agricultural reserve in Montgomery County, Maryland (outside Washington, DC), is protected through the use of a TDR program. Approximately 13,000 acres of the New Jersey Pinelands have been protected since the Pinelands Commission sanctioned the use of TDRs in 1980.

TDRs are much more complex than PDRs, making PDRs more attractive for Central Indiana.

Graphical Example of Transfer of Development Rights:

(From Proposal to Durham, NC)

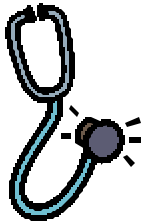


Additional Resources:

American Farmland Trust, www.farmland.org

"All About Open Space Preservation," Montgomery County Lands Trust, www.mclt.com/openpresrv.htm

Smart Growth Ailment:



Symptom:

- We hear a lot about "Smart Growth," but don't understand what it is.

Diagnosis:

- Lack of understanding of Smart Growth

Related Symptoms:

- The main form of growth/development in our community is sprawl.
- I thought I know what "Smart Growth" was, but a developer is claiming that her new project is smart growth. To me it looks like typical sprawl.

KEY TERMS:
Smart Growth
Planning
Sprawl
Development

Details:

Smart growth is development that serves the economy, community and environment. It provides a framework for communities to make informed decisions about how and where they grow. Smart growth makes it possible for communities to grow in ways that support economic development and jobs; create strong neighborhoods with a range of housing, commercial and transportation options; and achieve healthy communities that provide families with a clean environment.

CIRCL Vision Plan Elements:

- *All Elements of Vision Plan!*

In so doing, smart growth provides a solution to the concerns facing many communities about the impacts of the highly dispersed development patterns characteristic of the past 50 years. Though supportive of growth, communities are questioning the economic costs of abandoning infrastructure in the city and rebuilding it farther out. They are questioning the necessity of spending increased time locked in traffic and traveling miles to the nearest store. They are questioning the practice of abandoning brownfields in older communities while developing open space and prime agricultural land and thereby damaging our environment at the suburban fringe.

Smart growth is about finding answers to these questions and solutions for the ailments that affect our communities. As these quality of life issues become increasingly important for American communities, local and state policymakers, planners, developers and others are turning to smart growth as one solution to these challenges.

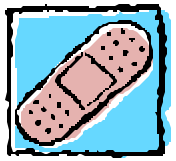
There are ***ten primary smart growth principles***:

1. Mix land uses
2. Take advantage of compact building design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas
7. Strengthen and direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair and cost-effective
10. Encourage community and stakeholder collaboration in development decisions.

In Central Indiana, CIRCL has taken a leadership role in smart growth advocacy. CIRCL's Vision Plan contains a Seven-Point Vision and Eleven Supporting Strategies that closely aligns with the main principles of smart growth.

Potential Treatments:

Perhaps most critical to successfully implementing the CIRCL Vision Plan and achieving smart growth in Central Indiana is realizing that no one policy or approach will transform a community.



Treat Yourself

Work With Others

A first step in the process of evaluating and determining how communities want to grow is for communities to recognize the importance and value in modifying the way they grow. Readers of this guide who feel a link to their community and Central Indiana region should endeavor to encourage open dialogue about these issues whenever possible.

Additional Resources:

- Smart Growth America www.smartgrowthamerica.com
- EPA Smart Growth Program www.epa.gov/smartgrowth

How to get there...

Some Sample "Smart Growth" Codes:

The following model and local codes each include some type of Smart Growth elements. Some codes are comprehensive and others are special purpose. This list should provide a good starting point when you or your community wants to identify potential new regulatory approaches.

Model Codes

- Wisconsin Model Traditional Neighborhood Development Code (PDF): www.wisc.edu/urpl/faculty/ohmf/projectf/tdnord.pdf
- Minnesota Model Sustainable Development Ordinances www.mnplan.state.mn.us/SDI/ordinancestoc.html
- Envision Utah Model Codes for Quality Growth www.envisionutah.org

Local Codes

- Burnsville, Minnesota – "Heart of the City District and Design Framework Manual" www.ci.burnsville.mn.us/government/citydep1.asp?CDRecno=13
- Chattanooga, Tennessee - "North Shore Commercial/Mixed Use Zone and Commercial District" www.chcrpa.org
- Columbus, Ohio – "Traditional Neighborhood Development Code" www.columbusinfobase.org/eleclib/elechome.htm
- Davidson, North Carolina (outside Charlotte) – "Planning Ordinance Overlay" www.ci.davidson.nc.us/plan.html
- Huntersville, North Carolina (outside Charlotte) – "Zoning Ordinance" www.huntersville.org/planning/ordinances.htm
- McKinney, Texas (near Dallas) – "McKinney Regional Employment Center, Design Standards" www.mckinneytexas.org/develop/planning/information/info.htm
- Suffolk, Virginia – "Unified Development Ordinance" www.suffolk.va.us/citygovt/udo.html

Smart Growth Ailment:

Symptom:

- We see vacant buildings and lots throughout our community.

Diagnosis:

- Need for infill and brownfield development

Related Symptoms:

- All growth is occurring on the fringe of our community, but there are places where new buildings or homes could be built within our community.

KEY TERMS:
Vacant Buildings
Smart Growth
Infill
Brownfields
Renovation

Details:

Since the early 1950s, communities have experienced most growth on the urban fringe. This has often resulted in the abandonment of urban sites in favor of suburban ones. This pattern of development has had dramatic effects on the social and economic viability of many core areas and "first-ring" suburbs.

CIRCL Vision Plan Elements:

- Infill and Brownfields
- Urban Centers
- Preserving Land
- Model Planning

Increasing number of communities are now questioning the economic and environmental rationale of abandoning neighborhoods, sidewalks, and water and sewer services in core areas and older suburbs, only to rebuild them further out.

Focusing efforts on increasing infill and brownfield development has a number of potential benefits:

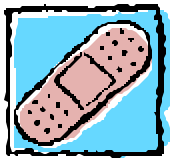
- Stronger tax base
- Closer proximity of jobs and services
- Increased efficiency of already developed land and infrastructure
- Reduced development pressure in fringe areas
- Preservation of farmland and open space
- Stabilization of impervious surfaces
- Air quality improvements from reduced travel

A range of options exists to begin to level the playing field between greenfield development on your community's fringe and infill development.

Potential Treatments:

Self-Treatment:

- Actively support retail at infill/brownfield sites. When people make a conscious choice to support projects on these sites, the enterprise is more likely to succeed. In addition



Treat Yourself

to "putting your money where your mouth is," don't forget to tell others about why you shop there. The owner will be glad to receive the positive reinforcement!

- When moving, select a new home in a core area or older suburb (invest in improvements, if necessary). Reinvestment of some form or another is really the only way that infill/brownfield sites will improve. After you take a first step to improve an area, others are likely to follow.

Work with Others:

- *Adopt a "fix-it-first" policy that sets priorities for upgrading existing facilities.* Public expenditures on infrastructure, such as streets, highways, water and sewer systems, lighting, and schools and other civic buildings constitute a significant share of public expenditures each year. Local and state governments suggest locational priorities for new development when governments allow infrastructure in existing neighborhoods to decay while investing in new infrastructure in edge communities. By not fixing this infrastructure, the local government creates for itself a larger fiscal problem for each year that the maintenance issues are not addressed. For example, a homeowner spends time and money performing routine maintenance on a house in order to save money on costly repairs later and may expand or alter the house to meet changing family needs. The maintenance and the expansion the homeowner performs over time maximizes the value of the initial investment (i.e., the home) and is often less expensive than buying a new home. "Fix-it-first" policies apply the same rationale to public investments. They direct resources to support the maintenance and upgrading of existing structures and facilities. This helps to maintain the value of investments made by the private sector and to better position communities to attract private investment in new construction and rehabilitation.

Work With Others

- *Strengthen local brownfields programs.* It is estimated that as many as a half-million brownfields exist nationwide (no estimate is available for Central Indiana, but the number is likely greater than 1,000!). Brownfields are those sites with real or perceived environmental contamination. In existing communities, brownfields represent untapped development opportunities and often act as impediments to community revitalization. Uncertainty about the extent of environmental damage, the cost of remediation, and the risk of liability for future owners often serve as obstacles to new investment for site owners, developers, and lenders and can further serve to drive new development to less problematic sites on the urban fringe.

Work With Others

Brownfields programs can help make these parcels available for redevelopment. In order to encourage brownfields redevelopment, nearly all states, including Indiana, have developed legislation that limits and clarifies the liability of prospective purchasers, lenders, property owners and others regarding their association with activities at a brownfields site. In addition, many governments (including Indygov) have created brownfields coordinator positions whose function is to coordinate information about sites, facilitate site assessments, market the sites to potential developers and coordinate remediation efforts with the state environmental agency. These efforts can always be strengthened to increase or expand the effectiveness of existing programs, improve coordination with other players in the brownfields arena, improve remediation efforts, and better leverage support from high-level officials and executives to spur successful brownfields redevelopment.

About Brownfields…

Definition

Brownfields are defined by the U.S. EPA as "abandoned, idled or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental consequences." Redeveloping brownfields typically involves clarifying liability issues with the potential buyer/developer, testing the site for contamination, and removing hazardous substances according to federal requirements.

Effect

Brownfield redevelopment has the positive effect of shifting development pressure from locations lacking infrastructure or public services to locations with existing services, thus capitalizing on previous public investment. Because of location attributes many brownfield properties can support an array of reuses - ranging from residential and commercial development to open space or recreational uses, thus increasing housing and employment options community-wide.

- *Locate civic buildings in existing neighborhoods rather than in greenfields.*

- *Conduct an "infill checkup" to evaluate and prioritize infill and brownfield sites for redevelopment*. Infill locations pose a number of challenges to prospective developers that greenfield sites do not. Perceptions and realities about community opposition, environmental contamination, the difficulty of land assembly, access to the site, requirements for design conformity, and infrastructure service standards may discourage development that is needed to strengthen existing communities. Your community can attract infill investment by identifying priority sites for redevelopment – those that are likely to convey the greatest economic, environmental, or fiscal benefits –

Work With Others

and then removing the obstacles that are preventing investment from taking place there.

You can proactively take the first step by suggesting or conducting an "infill checkup" in which answers to the following questions are identified:

1. Is your community ready to accept infill, and what are likely to be residents' greatest concerns?
2. Does the comprehensive plan (and land development regulations) include infill in its long-term vision, and do corollary public investments in infrastructure support it?
3. Are efforts made to ensure that infill is constructed within your community's character?
4. Does your community have a transit system or are plans in place, and what are the implications for parking needs associated with new development?
5. Is your community prepared to invest financially in infill where private investment alone is not enough to cover the costs of development?
6. Does your zoning support, encourage, allow, or prohibit mixed-use, and what is needed for it to better support current needs?
7. Are design guidelines or project prototypes in place that clarify the community's priorities for what development should look like?

Answering these infill checkup and preparatory questions, and then implementing the needed changes to overcome any obstacles that appear as a result can ease the way for the redevelopment of critical infill and brownfields sites in your community.

Brownfields Programs and Information:

- Indiana's Program
  www.in.gov/idem/land/brownfields
- Wisconsin's Program
  www.dnr.state.wi.us/org/aw/rr/brownfields
- Illinois' Program
  www.epa.state.il.us/land/brownfields/
- EPA's Brownfields Program
  www.epa.gov/brownfields

Case Study

Case Study:
Kalamazoo, MI Brownfield Program

Selected as a Brownfields Regional Pilot Project by the United States Environmental Protection Agency, the city of Kalamazoo is recognized as a national leader in the redevelopment of abandoned and environmentally distressed properties. Kalamazoo's BRI program identifies, prioritizes, and acquires brownfield sites that have reverted to public ownership due to the failure of previous owners to pay property taxes.

The city's staff assembles resources to accomplish site preparation activities such as demolition and environmental site assessment. Public input sessions with community stakeholders ensure that high quality purchase and development agreements are negotiated between the city and prospective developers. This systematic approach results in numerous community benefits:

- Protection of public health and a cleaner environment
- Tax base enhancement by finding productive uses for neglected sites
- Job creation and retention
- Spin-off redevelopment and stronger neighborhoods
- Creating an alternative to urban sprawl and the loss of open space

Brownfield Redevelopment Authority

Under the Brownfield Redevelopment Financing Act (Public Act 381 of 1996), Kalamazoo was one of the first cities in Michigan to create a Brownfield Authority and implement a Brownfield Plan for sites in the city. Benefits to developers who successfully redevelop these sites are significant:

- Reimbursement for eligible environmental expenses (Baseline Environmental Assessment, Due care, and additional response activities)
- State Single Business Tax Credit for up to 10% of investment in property improvements ($1 million upper limit on credit)
- Resources for enhancing private investment with public improvements

Criteria for Inclusion in the Brownfield Plan

- Site or adjoining site must be contaminated and meet the facility and designation (as defined by Part 201 of the Natural Resources and Environmental Protection Act)
- Priority given to sites which are publicly owned, abandoned, or generate minimal property tax base (if privately owned)
- Private owners of sites which otherwise qualify must consent to inclusion in the Plan

Additional Redevelopment Assistance

The city works cooperatively with the United States Environmental Protection Agency and the Michigan Department of Environmental Quality to bring expertise and resources to each brownfield redevelopment project. These resources and services include:

- Help compile relevant existing environmental information
- Assist with environmental liability management (due diligence) process
- Pursue grant sources for Phase I and II Environmental Site Assessments, Baseline Environmental Site

Case Study

Assessments, and coordinate environmental testing and cleanup from state and federal resources*

- Stabilize salvageable structures or condemn those in need of demolition
- Devise site plans and alternative uses for unoccupied properties
- Assist in obtaining PA 198 Tax Abatements for eligible projects
- Determine project eligibility for state and federal tax credits

According the city's website, three projects have been completed, and over 16 others are in various stages. An example of a completed project is MacKenzies' Bakery, a 4000 square foot structure (pictured right) located on a one acre site in the heart of Kalamazoo. The site had been a corner gas station and required a state-approved environmental assessment and cleanup.

Smart Growth Ailment:

Symptom:

- We hear that we need more "mixed use," but we don't know what that is or how to make it happen.

Diagnosis:

- Lack of opportunities to mix uses

Related Symptoms:

- Our zoning doesn't allow mixed use development.
- Developers don't want to risk money on "new ideas" like mixed use projects.

KEY TERMS:
Mixed Use
Smart Growth
Development
Property
Zoning

Details:

A complete discussion of the advantages of mixed uses and why it is so rare can be found in Section Three of this handbook.

As described earlier, most communities have spent much of the past 50 years separating uses. The reason has been mostly to protect property values by keeping incompatible uses apart. Originally zoning was intended to separate noxious uses, but it has evolved to separate many uses that aren't producing fumes, noise, or other incompatible effects. Unfortunately, the "incompatible" uses now being separated are often the places that people want and need to visit each day.

CIRCL Vision Plan Elements:

- Mixed Use Options
- Model Planning
- Stable, Adequate Funding

In most communities, mixing uses in a new development is extremely difficult. Regulations have generally been written to prevent mixing uses, not encourage it. Under current conditions, most mixed use projects are built as planned unit developments, a type of flexible zoning district that is typically very difficult or time-consuming to bring through the development review process. This creates a barrier to mixed uses that communities increasingly want to see removed.

Potential Treatments:

Mixed use development is becoming more and more desirable, with benefits more clearly defined, and especially as examples of mixed use projects are visited by interested people.

Self-Treatment:

- *Provide examples of mixed-use development at scales that are appropriate to your community.* Developers and lenders want to feel confident that the financial decision

Treat Yourself

they are making will pay-off for them in the long-term. While they know that a large single-family subdivision will likely succeed (because the model is one proven time and again), they do not know enough about how the project will work. In order to take what they perceive as a huge risk, they need to know more about how mixed use works. During your travels, look for examples of mixed uses that appeal to you. Take notes, so you can describe what it includes, how it is designed, etc. Try to find out who the developer was, so that you can later give a contact to a developer in your community.

Work with Others:

- *Work to modify current regulations to allow mixed uses or get new development regulations implemented.*
- *Use incentives to encourage mixed use.*
- *Convert declining shopping malls and strip centers into mixed-use developments.* As old shopping malls and strip retail centers become obsolete, your community can explore ways to reuse the spaces – which are often very large tracts of land – as mixed-use development. Underperforming regional shopping malls average 15 acres and are one of the largest sources of land holdings in many communities. These "greyfields" constitute prime opportunities for infill development. Left untouched, they not only represent an enormous loss of potential tax revenue, but they may also signal the decline and disinvestments of the surrounding community.

Recycling these valuable sites helps a community maximize the value of its resources and capitalize on their advantages: access to a ready market; working water, sewer and road infrastructure; and proximity to existing transportation networks. Get involved in identifying these sites in your community and help suggest potential outcomes for redevelopment of the land.

Note: Some of these "Work with Others" treatments for encouraging mixed uses in your community are also described in the later in-depth discussion of this topic in Section Three of this book.

Work With Others

Case Study

Case Study:
Planned Unit Development

Permitting Mixed Use in Nashville, Tennessee

Nashville uses Planned Unit Development as a primary means for approving projects that mix uses. A Planned Unit Development is a form of development characterized by a unified site design for a number of housing units and nonresidential uses. PUDs usually include provisions for the clustering of buildings, promotion of common open space, mixture of building types and land uses. The PUD review process is more flexible than conventional zoning review, allowing for the calculation of densities over the entire development, rather than on an individual lot-by-lot basis.

In Nashville, Planned Unit Developments are designated an overlay district applicable to any designated zoning district. The PUD district gives developers the option to mix land uses and establishes a framework for coordinating land development and infrastructure provision. PUD districts typically require a higher standard for the protection and preservation of environmentally sensitive lands, well-planned living, working and shopping environments, and an assurance of adequate and timely provision of essential utilities and streets.

A copy of Nashville's zoning ordinance is available on-line. Search for Chapter 17.36, Article II to read the PUD-related section

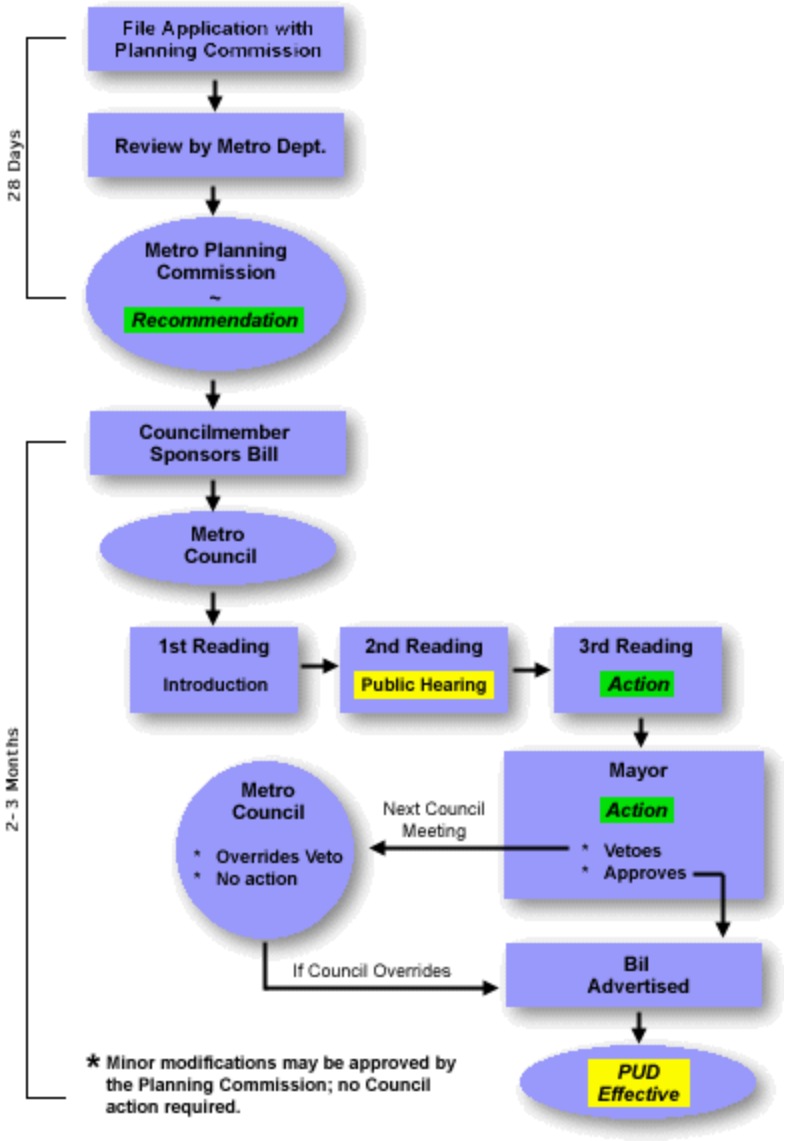
PUDs are used extensively throughout Nashville to allow mixed use development in lieu of adopting a new land development code.

PUDs offer this community the opportunity to approve developments that could not otherwise pass muster following the standards for underlying zoning districts. In general, PUDs are required to offer some type of improvement or special amenity that the community would not otherwise receive with conventional development. Because mixing of uses is considered one type of desired amenity, mixed-use projects are relatively easy to approve in Nashville. (The approval process is shown in the chart on the following page.)

Effect
The PUD review process can encourage creative site designs, mixing of different land uses, and the protection of open space -- things that can be difficult to achieve when developments are evaluated in terms of smaller parcels of land, rather than as entire entities.

Case Study

Nashville's PUD Process:



Case Study

Case Study:
Mixed Use Development

35th at Jefferson - Austin, TX

35th at Jefferson is a mixed use retail and office building located in Austin, TX. The project was infill development, replacing a one-story retail sales strip center. Construction began in 1986 and was completed in late 1987.

Note: This example is presented to show how a development occurs and how citizen involvement can influence the result.

35th at Jefferson is an office/retail facility that is located in Central Austin. The brick, three-story building faces one major east-west thoroughfare. The location has easy access to other retail centers, a medical center, residential areas, two major north-south roads, and the University of Texas. There is adequate convenient covered parking, and ready access to bus service. Since the project was built, there has been a resurgence in specialty retail in the surrounding area.

Development in Austin is a complex process, and this project was no exception. In fact, this project had to overcome standard procedures in Austin in order to get built, but the result has been a success and has been emulated elsewhere in Austin. The developer sought to create the first mixed retail and office building in Austin. Completion of the project took nearly four years from concept to occupation of the first suites.

35th at Jefferson would not have been possible without agreement between the developer and the neighborhood, the developer and the city, and a developer willing to risk a relatively untested (in 1985) business model. Since the project's completion, however, it has consistently outpaced Austin's average occupancy rate (already higher than most comparable markets) and has anchored the commercial redevelopment of an aging section of the town. The restaurants and other retail businesses in 35th at Jefferson range from high end (an expensive clothier) to low end (a "California wrap" restaurant).

The building and its occupants have had no apparent effect on adjacent residential areas. Neighbors agreed to the vacation of an alley, requested and received agreement from the developer about

Types of Uses
- Residential: None
- Commercial: 1st floor, with exterior and interior access; Two restaurants, eight retail stores
- Office: 2nd and 3rd floor

Notable Development Features
- Mixed use (office/retail)
- Brick Exterior
- Covered parking on rear of building (none in front)
- Access to transit
- Neighborhood agreed to development, with restrictions
- Central location

Case Study

restricting uses and changing the parking access, and then actively supported the development. Real estate appraisals (both residential and commercial) have increased significantly in the area, although the rate of increase matches the community-wide increase in Austin, which has been significant.

The current property owner and manager reports 99 percent occupancy over the past five years, although high property taxes have forced some offices to seek new locations.

Overall, 35th at Jefferson has been a successful project. It has remained profitable to operate, it attracts retail traffic, it provides office occupants with access to restaurants and other retail traffic, it provides pedestrian-friendly access, it has anchored a revitalization of retail activity in the area, and neighbors still support the building.

Development of 35th at Jefferson was permitted after the developer agreed to limit the uses of the project. The property was zoned as Commercial Services (CS), but the agreement significantly reduced the number of potential uses in the building. The development agreement formed the basis for Austin's mixed-use (MU) zoning designation adopted in the late 1980s. The adjacent neighborhood associations reached agreement with the developer that allowed the project to proceed.

Development Information
Construction Began: 1986
Site Area: 0.45 acre

Gross Building Area: 92,500
- Retail: 20,500
- Office: 30,000
- Parking: 42,000

Gross Leasable Area: 47,500
- Retail: 20,500
- Office: 27,000

Parking: 130 spaces

Site Acquisition Cost: $450,000

Site Improvement Costs: $102,000

Construction Costs: $2,250,000

Operating Expenses: $285,000

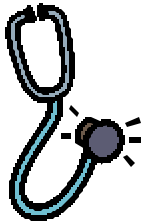
Retail Lease Rate and Vacancy: $22.50 (99% occupied)

Office Lease Rate and Vacancy: $22.50 (92% occupied)

Estimated Annual Expenses: $425,000 (not including cap)

Estimated Annual Revenue: $1,015,000

Smart Growth Ailment:



Symptom:

- We can't find a place to live near where we work or shop.

Diagnosis:

- Uses are too separated.

Related Symptoms:

- We can't find a place to shop near where we live or work.
- I have to drive practically everywhere.

KEY TERMS:
Land Use
Separation of Uses
Work Travel
Shopping Trips
Zoning

Details:

This ailment is related to a lack of mixed use, but is more of a macro-level problem. Mixed use occurs at both a project-by-project scale *and* at the scale of the entire community. While the separation of uses was originally intended to protect communities from polluting industries and businesses, it has led to the pattern of land development we now have, in which stores, homes, workplaces and schools are often placed so far apart that they can be reached only by car. Improved environmental regulation and private sector innovation mean that many businesses are now cleaner than they were 80 years ago when zoning was first introduced. So the need to separate land uses has diminished.

Separate uses, however, remains a common practice that creates inconvenience for American households who spend a growing share of their day traveling between home, work, shopping, and school. Separate uses levy larger social costs, as well, by fundamentally changing the character of communities and undermining the ability of people to walk to destinations and meet neighbors.

Smart growth supports the integration of mixed land uses into communities as a critical component of achieving better places to live.

CIRCL Vision Plan Elements:

- Mixed Use, Compact Development
- Urban Centers
- Local Plans
- Mixed Use Options
- Model Planning

Potential Treatments:

Self-Treatment:
You can take action by following any one of the many self-treatment alternatives presented in the transportation ailments earlier in this book. Coping with present land use patterns underlies many planning

Treat Yourself

ailments, so treatments, particularly self-treatments, are similar.

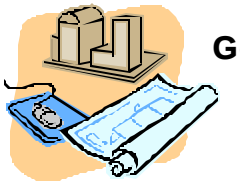
Work with Others:

- *Consider many of the treatments related to land use patterns that were presented and discussed for transportation ailments.*
- *Use innovative zoning tools to encourage mixed-use communities.* Despite the obstacles that conventional approaches to planning and zoning represent – such as master plans that continue to require uses to be separated – a number of zoning tools and incentives can be used to encourage the types of mixed-use communities that support smart growth. One such idea is *Intensity Planning*. Most land use planning is based on the type of land uses that are desired in an area. This results in a future land use map that has categories for residential, commercial and retail activities. Such a map results in similar zoning decisions. One alternative is to base future land use planning on the intensity of development that is desired in an area. This approach would result in a map that focuses not on whether an area is residential or retail, but instead on the type of infrastructure that will be necessary to serve it. Zoning decisions could then be made based on whether there are adequate services for the project, since other standards can be used to minimize the effect on adjacent properties.

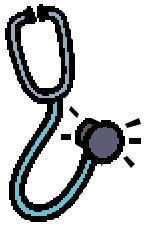
There are many other potential ways to reduce the separation of uses in your community. Playing a role in land use decisions is the best place to start.

Work With Others

Special Recommendation:
CIRCL should establish a rewards program to identify and publicly recognize communities in Central Indiana that help implement the Vision Plan. This might encourage others to explore the ideas in the Vision Plan, in the hope of getting their own recognition.



Good Planning Ailment:



Symptom:

- Our neighborhood keeps trying without success to influence unwelcome or ugly development projects.

Diagnosis:

- Lack of public participation opportunities in development process.

Related Symptoms:

- We never know when a new development project is being considered.
- As a developer, I'm constantly getting "ambushed" by local citizens at the final public hearing for an approval.
- I don't know how to get involved in my community's development review process.

KEY TERMS:
Public Participation
Development
Planning Department
Public Notice
Collaboration
Stakeholders

Details:

Growth can create great places to live, work and play – if it responds to a community's or neighborhood's own sense of how and where the community wants to grow. The development process usually allows for some form of input from the community about its vision, but these opportunities usually only involve a few participants and do not adequately allow the full range of involvement that would benefit the community.

Statutes requiring public participation were originally drafted to protect property owner's interests, so that an owner was informed of a new development within a certain distance of their property. These types of requirements are still the most commonly used in Central Indiana's communities. But such limited approaches might now be too exclusionary, as residents often hold a strong interest in a broad range of activities, not just those within 200 feet of their home.

A key component of smart growth is accommodating this changing political reality and encouraging early and frequent involvement of all stakeholders to identify and address specific needs and concerns. The range of these stakeholders is broad and includes developers, property owners, planners, environmental groups, commuters, children's advocacy groups, churches, civic associations, and many others. Each is capable of contributing a unique and valuable perspective to both broad community plans and specific project designs.

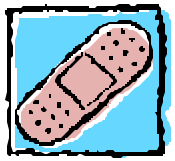
CIRCL Vision Plan Elements:

- Model Planning

Potential Treatments:

Getting involved in the land development process is likely going to require that you take matters into your own hands.

Self-treatment will consist mostly of you working to pro-actively follow land development activity in your community. At a minimum, in most communities, you can request email copies of planning-related agendas, and you can get copies of all mailed notices. Talk to your community's planning office and see what options they have.



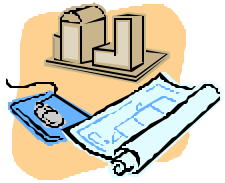
Treat Yourself

Work with Others:

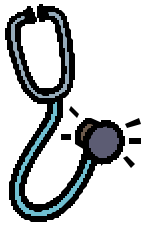
- It is strongly recommended that you read the *"Neighborhood Involvement Techniques"* section later in this book, and work with other individuals and community organizations to get some elements of those recommendations implemented in your community.

- *Use unconventional methods to encourage public involvement.* Your community should be creative in identifying and using new methods for sharing information. Common methods for reaching a broad audience might include placing meeting notices in local papers, directing main to individuals and groups who express an interest in a project or area, leaving copies of documents in public offices and libraries, handing out leaflets, or inserting information into other community forums. To reach other audiences, your community might hold more evening or weekend meetings, distribute radio public service announcements, or work with local clergy and community-assistance groups. In order for a community to fully support or even consider major decisions, all segments of the population need to be informed and educated on the matter.

Work With Others



Good Planning Ailment:



Symptom:

- Every time a good development comes along, it has to fight its way through the approval process, while poor ones breeze through.

Diagnosis:

- Regulatory Barriers

Related Symptoms:

- I'm a developer and my projects take too long to get approved.
- It seems like developers only want to propose stale developments that look like everything else and have no character.
- As a developer, I want to do good, quality projects, but the regulations in this community make that difficult or impossible.

KEY TERMS:
Regulations
Good Development
Public Participation
Development Review
Planning

CIRCL Vision Plan Elements:

- Local Plans
- Mixed Use Options
- Model Planning

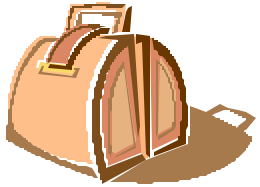
Details:

When a landowner submits an application for a development permit to a local land use agency, an extended process of negotiation is initiated. The parties to this negotiation are the owner, members of the local agency with approval authority, other public agencies with oversight, and those affected by the proposed project: neighbors, taxpayers and citizens of the community. Unlike commercial and personal negotiations, this process is not viewed by most of the participants as a negotiation in the traditional sense.

Local zoning regulations give the landowner property rights that must be respected. State and local statutes prescribe standards and procedures that the agencies must follow. Affected neighbors and citizens receive notice of their rights to attend and speak at one or more public hearings. This process is not organized, in most communities, as a structured negotiation in which the parties meet face-to-face, follow a self-determined process of decision-making and arrive at a mutually acceptable agreement based on the facts gathered in the process and the give-and-take on all sides.

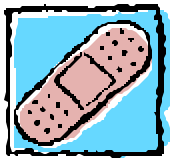
The development review and approval process often costs the applicant significant sums of time and money, involves only indirect contacts among interested parties and provides little opportunity to develop better and more creative solutions. For most significant development proposals, the process is lengthy, inflexible and frustrating.

Potential Treatments:



Self-treatment:

- Understand your community's regulations and review procedures. In nearly every community there are a few developers who seem to always get their projects approved quickly and without too much public rancor. These developers are the ones who have learned the intricacies of that community's development review process. They understand the rules, players, and stages, so they are better able to prepare. *Anybody considering developing in a community should make the effort to understand the community's process, mainly to avoid surprises, but also to avoid making commitments or promises to others that are impossible to keep.* Interested citizens should also make this effort, so that they, too, avoid last minute surprises.

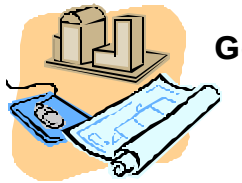


Treat Yourself

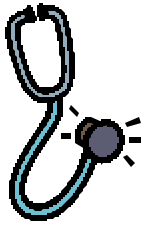
Work with Others:

- Establish an *"Action Team"* that assists developers who want to propose desired projects in navigating the land development process in your community. This idea would reward progressive developers with reduced time and effort spent in getting their project approved. An "action team" would take time and effort to implement, but might be a voluntary collaboration between planners and citizens. People with planning expertise could provide help interpreting the rules and regulations of your community, and citizens could provide time and labor in helping these projects through the various meetings and approvals necessary.
- Streamlining is the idea of reducing the time it takes from application to approval. This treatment was discussed earlier as a way to help creative residential development.

Work With Others



Good Planning Ailment:



Symptom:

- I don't understand what might be developed on nearby properties.

Diagnosis:

- Lack of Predictability

Related Symptoms:

- I don't have much confidence that my community's regulations will stop an ugly or bad development.
- Sometimes we have a great-looking new development, but other times new projects are ugly or inappropriate.

KEY TERMS:
Predictability
Zoning
Regulations
Review Process
Development

Details:

The basic dilemma when trying to ensure that development regulations are appropriate for your community is finding the right balance between flexibility and certainty. The dichotomy between these concepts creates tension, not only for public officials and developers who use the regulations on a day-to-day basis, but also for homeowners, business owners and others who may only come into contact with zoning a few times over the years they live or work in the community.

Everyone wants to know what the rules and standards are by which new development will be judged - how are decisions made to approve, conditionally approve or reject applications? And, for many, knowing the timeframe as well as the criteria for approval also is important - who has appeal rights, and when is a decision final so a project can proceed.

For others, flexibility is important: the site or existing building may be unique, the design innovative and responsive, or the public benefits so compelling that some relief from underlying requirements may be appropriate.

Predictability results from regulations that maximize certainty and minimize flexibility, but these regulations also have the effect of reducing variety and discouraging creativity. Your community will, like most others, constantly struggle to find the right balance.

CIRCL Vision Plan Elements:

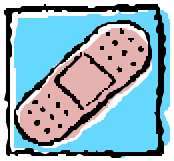
- Model Planning

Potential Treatments:

The treatments presented here are not intended to change the flexibility or certainty of your community's current regulations; instead these treatments should help improve the *clarity* of the regulations, so that the flexibility vs. certainty question can be better addressed.

Self-Treatment:

- The first step, always, when attempting to evaluate the appropriateness of your community's land development regulations is to study and understand them.



Treat Yourself

Work with Others:

- *Work to get your community to revise its regulations so that they are clearer and easier to read.* Using graphics, tables, charts, etc., can make regulations much easier to read. These tools are particularly viable for land development regulations, which often rely on dimensional measurements or other quantitative measurements in order to implement a regulation. Once people can understand the regulations, they can decide whether the regulations effectively implement your community's long term planning vision.
- *Revise regulations to reduce negotiations between the community and developers.* Negotiations reduce predictability, regardless of whether or not flexibility or certainty is affected by the result. Negotiations tend to reduce public involvement and create an appearance of deal-making. Smart growth discourages such appearances, instead promoting clear standards and maximum public involvement.
- Revise regulations to include a points system to score applications and then make project approvals easier for those that have desired characteristics. By implementing a program that impartially rewards desired characteristics, your community will encourage desired projects without imposing new unfair restrictions on other projects. Those that don't meet a minimum point system are still reviewed under previous standards and procedures.

Work With Others

More about Encouraging Smart Growth Projects:

Points-Based System

Most conventional zoning codes offer relatively broad guidelines that define the size and use of buildings. A point-based performance evaluation system for development projects provides a way for communities to evaluate projects in terms of the desired comprehensive plan or smart growth benefits they provide, as well. Since they are clear and open to the public, the point systems give developers flexibility to determine how they will meet the community's plan or smart growth goals rather than mandating exactly what amenities are expected.

Communities can develop a point system by first identifying a series of design or service criteria that they want new development to meet. The next step is to assign points to each criterion to measure how well the proposed project meets community goals. Proposed projects are reviewed against the criteria, and incentives are offered for projects that achieve a predetermined score. Austin, TX, for example (the leading model for a smart growth points system), relies on very specific criteria concerning design and performance as measured by its Smart Growth Matrix. Criteria include locational aspects (is the project in a desired growth area?), public involvement, inclusion of mixed uses, architectural characteristics, provision of transit stops or bike facilities, etc. Projects that fail to meet the desired level can be redesigned by the applicant during planning staff review, so they can achieve a higher score.

Communities can offer a wide range of incentives, such as reduction of development fees, expedited review, support for infrastructure financing, or density bonuses to encourage the features they desire. The value of the incentives may increase as the project score increases, with a low level of concessions being given for minimally acceptable scores and more valuable incentives given to higher scoring projects.

Points System Example:
The City of Austin, Texas, offers a variety of incentives to developers through its Smart Zone and Smart Growth Matrix Incentive programs. Developers who build in desired growth areas and who include smart growth features in their projects can receive waivers of development fees and city subsidies for the development of infrastructure such as installation of water and sewer lines, roads, sidewalks, and other related improvements. For more information on Austin's program, see: www.ci.austin.tx.us/smartgrowth/incentives.htm

Other Point Systems:
Although Austin's program has been widely copied, other examples exist:

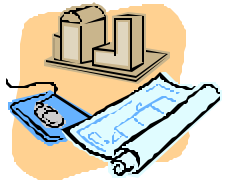
- Jefferson County, KY (less extensive) www.co.jefferson.ky.us/PlanDev/
- Chicago (Undergoing a major revision) www.ci.chi.il.us/Mayor/Zoning/principles/2002zoning_or_news.html

Expedited Project Review and Approval

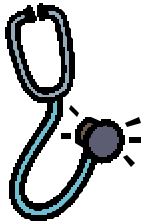
Prompt, thorough review of proposals with desired or smart growth characteristics, and the timely issuance of permits can reduce the holding cost of land for developers and make these types of developments more attractive. One-stop shops, developer liaisons, priority review, and review deadlines are just a few ways that communities can focus their review resources on projects they want to encourage. For example, Montgomery County, Maryland, created a "Green Tape" review team that helps builders and developers obtain necessary permits more quickly, and that acts as an ombudsman for developers seeking project approvals.

Care must be taken to ensure that there is no real or perceived favoritism when conducting these reviews. A community's review resources can be allocated many ways, including limiting them to specific geographic areas (such as special development zones) or by creating a simple version of a self-scored checklist to quickly rank review priority. By meeting their goals for expedited plan and review and improving cooperation with builders and developers in the process, your community can send the message to the private sector that it is open for smart growth and plan implementing business.

Expedited Review Tool:
Many communities post an annual timeline for all their development review-related activities. Developers and other applicants know by what date they need to submit their preliminary plans or other applications in order for the application to be reviewed at the next decision-making meeting. The schedule should clearly outline the process and steps that need to be taken and the timeline for the review. This tool closely matches one of many valuable recommendations of the American Planning Association's Growing Smart project. Visit www.growingsmart.org for more information.



Good Planning Ailment:



Symptom:

- Our zoning ordinance blocks implementation of our community's plan.

Diagnosis:

- Poor Plan Implementation

Related Symptoms:

- Our zoning ordinance blocks implementation of CIRCL's Vision Plan.

KEY TERMS:
Planning
Implementation
Regulations
Community
Development

Details:

Since the inception of zoning in the U.S., every land development regulation (zoning or subdivision regulations) has had two central aims:

1. Minimize one property's adverse effects upon another's; and
2. Encourage development patterns and activities considered desirable by a community.

CIRCL Vision Plan Elements:

- Model Planning

The first goal, and how it has affected our built environment, has been discussed throughout this book, but the second is a new concept here. Land development regulations should establish the rules that implement a community's desired long-term land use vision. That vision is usually expressed through an adopted comprehensive plan.

In most cases, however, there is a noticeable disconnect between the plan and the implementing regulations. This occurs because most regulations are not comprehensively updated to match a new plan. In many communities, zoning regulations remain essentially unchanged for decades, with only minor amendments to accommodate specific projects or problems. The result is that your community might have a visionary land use plan, but no way to make new development match the plan. In the worst cases, the regulations actually make the plan's ideas impossible.

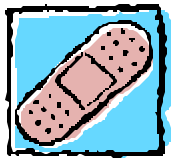
This problem is critical from the standpoint of public involvement in and understanding of the development review process. If your community has regulations that don't support its planning efforts, the regulations need to be modified.

Potential Treatments:

Because much has already been written throughout this guide about improving regulations, the treatment discussed here is one that should help identify the deficiencies that need to be addressed.

Self-Treatment & Work with Others:
Conduct a "Smart Growth Audit" or other analysis to explore how well your community's regulations implement its long-range or comprehensive plan. The result may be invaluable in trying to get changes made, and the process will help participants better understand planning issues in your community.

One of the most important tools to achieve plan and smart growth implementation is a clear evaluation of what is permissible in your community's regulatory context. Smart growth audits can help point out standards or practices embedded in a jurisdiction's current operations that limit or prohibit smart growth projects from being implemented. By identifying these regulations or practices, you can better prioritize what needs to be modified, and developers can be better informed of the obstacles they are likely to encounter should they attempt to create a project that incorporates smart growth or CIRCL's Vision Plan characteristics.



Treat Yourself

Work With Others

Additional Resources:

The American Planning Association (www.planning.org) published a guide to conducting a smart growth audit in January 2000.

Audit Example:
The City of Charlotte and Mecklenburg County in North Carolina used outside consultants to review their planning, zoning, infrastructure, and development programs against 14 smart growth principles. The results identified policy and programmatic changes that could improve the region's ability to promote smart growth. The study is available online at: http://www.charmeck.nc.us/ciplanning/complan/smartgrowth/SmartGrowthAudit.PDF

Section THREE:

Planning Your Community

In-Depth Explorations of Six Planning Issues

In order to assist readers of this guide become conversant with important planning-related issues in your community, in-depth discussions of six key issues related to CIRCL's Vision Plan are presented in this section. These discussions are meant to show Central Indiana's citizens how the planning process works, and what is involved in creating and implementing planning changes in your community. Most importantly, however, they are intended to give readers a firm grasp of how planning issues are interrelated.

The six issues are:

These issues are obviously not a complete list of planning issues. As Central Indiana's citizens become more familiar with these issues, CIRCL may supplement this guide with more issue discussions.

In addition, these discussions, while occasionally discussing regulatory changes, are not intended to serve as recommendations for new regulations. Citizens need to consider what options seem most appropriate and appealing for their community, and then explore ways to get any necessary changes implemented. It is entirely likely that a reader or community will dismiss any recommended practices or steps in this section, but still use the discussion to find or create the appropriate solution for their specific situation.

Discussion Issue One:

Livability

Livability is a broad concept encompassing issues such as safety, ability to get to work and shopping destinations, and lifestyle. Many would argue that livability is the primary policy interest of residential development; without livability, residential development is little more than shelter. Livability is a term that represents the ability of shelter to become a home. As the illustrious U.S. Supreme Court Justice Oliver Wendell Holmes, Jr. once said, “Where we love is home, home that our feet may leave, but not our hearts.”

There is a growing concern across the country that central city and suburban areas are unbalanced in terms of land use. Many downtown areas have become places that lack housing and any evening or weekend activity. Suburbs have become places that separate housing, retail and employment uses in different, mutually exclusive areas, making residents dependent upon their cars to accomplish their most necessary activities or even the simplest errands.

Livable communities can be part of an organized, concerted effort to address region-wide accessibility, congestion and sprawl. Channeling development in compact patterns, reducing automobile dependency and improving the hierarchy of streets will help the transportation network in the city and county perform better. Because livable communities complement housing with nearby retail, employment or community services, they may help improve the ration of jobs to housing locally and region-wide. People may be able to live, work and shop in the same community. The mix of uses may help local governments achieve greater economic strength and resiliency in the face of recessions or market declines in different sectors. Individual developers and businesses will gain a wider market area because of street connectivity and greater population within and near the livable community.

Livability also means ensuring that neighborhoods and communities are safe and healthy places to live. There is a growing understanding of the linkages between land use and healthy lifestyles, and urban design and crime.

Scientists are just beginning to turn their attention to land use and urban sprawl as a public health issue. But they are already advising that they will have plenty more to say as they look closer at the health effects of what they consider poor urban planning. As one example of the link between land use and health, a recent study by two researchers at the Centers for Disease Control (not funded by the CDC, however) indicated that suburbanites don't burn the calories others do walking or biking places. Under this theory, hotly contested by building interests and other scientists who say the results are still unclear, suburbanites are more at risk for obesity and diabetes, because poor urban design forces them to sit in their cars to go anywhere. And the American Lung

Association released a study linking air pollution caused by congestion to lung diseases.

The irony of these findings should not be lost. Americans initially flocked to the suburbs after WWII to get outdoors, breathe fresh air and leave the pollution and lack of green space in the big cities behind. Now some experts warn that the suburbs have become so auto-oriented that walking to the store is often near-impossible and that open space preservation is not keeping pace with growth.

The combination of stores, offices and housing in livable districts ensures a high presence of people and activities around the clock, thus enhancing community safety. Design features such as numerous windows, porches and storefronts facing the street, furthermore, help prevent property crimes by providing additional "eyes on the street."

Reasonable street widths and traffic calming measures, such as speed humps and widened sidewalks, slow automobile traffic in neighborhoods to safer levels for children, senior citizens and cyclists. In contrast, conventional streets are often designed to accommodate traffic speeds as much as 15 miles per hour faster than the posted speed limit.

Suburban residential development is most often characterized by single-use subdivisions of single-family homes. Social space is oriented towards the back yards of residences, and the streetscape is punctuated by double car garage doors and front lawns. Most suburban developments lack public open spaces where neighbors can meet and mingle, and streets are designed to move auto traffic at unsafe speeds, with little or no attention paid to the needs of pedestrians and bicyclists. Moreover, simple trips to the grocery store or local school must be made by car, as connections to other neighborhoods or uses are funneled onto auto-oriented arterials.

Here is this situation presented in a different format, with secondary effects:

Effects of Conventional Suburban Residential Development

Symptom	Secondary Effect
Single-use subdivisions	Any activity, other than being at home, is only available elsewhere; You must go somewhere else to shop, worship, socialize, etc. There is no easy way to run errands, and nearly every activity requires complex planning of car-sharing, trip-chaining, and scheduling. Because you only see your neighbors through your windshield, you have no reason to really know them.
Single-family homes only	Your neighbors are probably just like you; they have the same income, and generally similar interests. There is no opportunity to interact with people who have different life situations, different concerns, etc.
Social space oriented to back yards	Once again, social interaction doesn't occur. Your largest windows and glass doors likely face the back yard, where there is little social activity.
Lack of public spaces	Once again, you don't interact with neighbors. If your neighborhood doesn't have safe and functional sidewalks, you probably drive the short distance to the park or other public space. Very often, the public spaces we visit are really private spaces that benefit from people visiting – coffee shops, concerts, stadiums, etc.
Streets designed for autos	Streets designed for auto movement typically do not effectively address the other modes of transportation, such as walking and bicycling. When these are addressed, it is in a barely minimal fashion; the sidewalk is only a couple of feet wide and immediately adjacent to the road…fast-moving cars are inches away with no separation; bicycle "routes" are located on the road, with only a stripe of paint to distance the cars.
Streets designed for unsafe speeds	Children must be supervised when in the front yard, so parents encourage them to play in the rear yards; and parents are forced into taxi driver duty. People don't feel comfortable sharing the road with fast-moving cars, so they choose to join the fast-moving cars, themselves.
All trips must be made by cars	People spend more time sitting than walking, running, cycling, or playing. We choose fast food and eat in the car. The CDC reports that, as a society, we are more obese and less active than ever before; whether this is a result of unhealthy living in "conventional" suburban development is being debated by health professionals. Your community's residents must decide whether this is an issue to fix.

Elements of Livability

"Eyes on the Street"
Q: Does your community want to assist crime prevention and community policing efforts with development standards that help ensure "eyes on the street?"

A: Yes. Issues related to crime and safety are at the top of the list of concerns raised by focus group participants. Residents of nearly every community in the country still express fear over the safety of their homes, streets and neighborhoods. Through relatively simple changes in the development standards, new development (both on the fringe of urban areas infill within the City) can help make streets safer places.

Layout and distribution of uses within neighborhoods can play an important role in helping to create a sense of community. Allowing a mix of uses with a nearby corner grocery store helps build a sense of community as do small neighborhood parks and shared courtyards. Grocery stores, parks, neighborhood schools, community centers and other destinations close to residential areas encourages people to walk and puts more eyes on the street at all hours of the day or night.

Design of streets also helps create a sense of community. Research shows that residents on streets with low traffic volumes have more contact with their neighbors than neighbors on streets with high traffic volumes. Wide residential streets typical of most new subdivisions result in speeding and dangerous conditions for pedestrians and cyclists. The result is a disproportionately large number of pedestrian injuries and deaths in areas that should be safe for people to walk and play. Over half of all pedestrian fatalities nationwide occur on roadways that run through residential neighborhoods.

The design of individual dwellings can also help create a safer environment. Many new residential areas are designed with prominent garages and fences and few windows facing the street. As a result there are few "eyes on the street." Windows and greater visibility, on the other hand, discourage criminal activity. Clear definitions of public space and private space need to be developed to avoid "no mans lands" that are poorly maintained and encourages the presence of criminal elements. Front porches and private yards provide semiprivate spaces that encourage contact with neighbors. Private courtyards also provide safe, protected outdoor spaces for young children to play in.

Effective mixing of people and uses helps create a greater sense of community; a true key to neighborhood safety. A study published in 1997 by the Harvard School of Public Health found that community spirit and willingness to get involved reduces violent crime by as much as 40 percent. The study found that race and income were not factors in determining whether people

were willing to watch out for one another. The key factor was whether or not there was a sense of community. Neighbors do not need to be formally organized or have close relationships to have an impact.

In 1961, Jane Jacobs published "The Death and Life of Great American Cities". Jacobs identified flaws in urban planning and called for authorities to rethink their priorities, quickly. She compared single-use residential subdivisions (still the exception in1961!) unfavorably with traditional urban neighborhoods, noting that high density, mixed districts, where people were within walking distance of amenities and of each other, fostered a greater sense of community than did spread-out subdivisions and where land use was segregated into zones, and where space and meticulous planning had created barriers to human interaction.

Where people are close together, a sense of community and safety - 'the eyes on the street' -existed. In modern subdivisions, a sense of anonymity and isolation prevail, so the opportunity for undesired activities increases.

Discussion Issue Two:

Mixed Use

Is Mixed Use Right for Your Community?

CIRCL's Vision Plan and most local planning documents increasingly place emphasis on growing the amount of mixed-use development in the community. Downtown and inner ring neighborhoods have long contained a mixture of uses, and some of the newer developments in the Central Indiana area also contain a mixture of land uses.

Many areas, however, have evolved with single uses or with a narrow range of uses in a particular location. This discussion incorporates within the concept of "mixed use" the mixture of housing types as well as the actual mixing of land uses. The concept of mixing uses – or of achieving a more fully integrated pattern of land –uses is important as most communities struggle to deal with new development but also as they realize opportunities for redevelopment, in some changing neighborhoods, around (future) transit stops and along designated bus-transit corridors.

How can Your Community Achieve More Mixed Uses?

Most original city downtowns have historically included a healthy mixture of land uses – with some elements that may have been less healthy. These downtowns have become heavily commercial, but there are usually a few residential units in some buildings, including walk-up units above some stores. Inner ring neighborhoods included multi-family, single-family attached and single-family detached dwelling types. In the past, most neighborhoods had small, neighborhood-oriented commercial centers that served many of the resident's daily and even weekly needs. In one aspect that may have been less healthy, particularly in more industrial towns, major factories were located near downtown and adjoining neighborhoods – a pattern of uses that can be workable today but that was probably less than ideal before adoption of today's strict controls on air pollution.

Newer areas of these same communities have evolved with very little mixture of uses or even dwelling types. Single-family homes are typically found in neighborhoods with similar homes. Apartments are concentrated along major arterials or, in some cases, collectors. There are some areas in which apartments are concentrated in larger areas. Most commercial uses are now found along major arterials, where they are readily accessible by automobile to residents driving out of their neighborhoods.

Why are the new areas different from the older areas? The short answer is zoning. Zoning evolved in the nation and in Indiana in the 1920s. Zoning was adopted to address a number of concerns related to the compatibility of land uses. Two of those concerns included the inappropriate intrusion of commercial uses into residential areas (car repair shops operated from home

garages are a current example in some areas) and the proximity to neighborhoods of industry that emitted potentially harmful substances into the air that people breathed in their homes. Thus, the over-riding principle of zoning was the separation of incompatible uses.

Over a period of time, the idea of separating uses and even housing types became more fine-grained and detailed and moved beyond the original concerns that focused largely on health and safety issues. By the time of the post-World War II housing boom, many communities had created zones that allowed only homes, with a few institutional uses such as schools and religious institutions. Commercial uses were banned from these areas. Some of the new subdivisions that developed without commercial uses were quite large. Thus, the market area for a "neighborhood" store might be hundreds of homes in an isolated, retail-free neighborhood, rather than the several dozens of homes within walking distance of the former neighborhood store. The size of the stores expanded, leading to demands from local governments for increased parking to handle the crowds – all of whom now typically arrived by auto. As the sizes of the service-free residential areas grew, the sizes of the related commercial areas grew, also.

Another planning and zoning phenomenon influenced today's patterns of land uses. As community's designated future land-uses and the related zoning, one of the challenges was always what to do with the land along major arterials. Planners and public officials have long recognized that the lots along major arterials would not be attractive for single-family development, even in areas where there was such development on both sides. In some areas of most communities, there were sophisticated efforts at blending land-uses, locating multi-family and institutional uses along the major arterials, with a feathering of densities to blend into the surrounding single-family areas. In many cases, however, communities designated half-block or full-block strips along the major arterials for commercial uses. Planners correctly foresaw that commercial uses would be appropriate along these roadways, but they may not have fully appreciated the implications of creating strips of such land uses, rather than concentrated nodes that were more similar to traditional community shopping areas.

Thus, as developers of gas stations, fast-food outlets, convenience stores, branch banks, grocery stores and – later – big box stores, sought locations for these stores, they found appropriate commercial zoning along the major arterials roads. As they seized these pre-zoned opportunities or asked local governments to make logical extensions of existing strips, the current pattern of strip commercial development, surrounding by service-free residential neighborhoods fully evolved.

Today, most communities would like to reverse this trend…that's probably part of why you are reading this! They can certainly do so, but there are political obstacles

to full implementation of these concepts. Many of today's voters and public officials have grown up in service-free residential areas and view that as a natural, desirable and perhaps essential way of life.

There are some simple ways to mix housing types, some of which are already being realized in communities that are probably similar to yours. When a single developer mixes housing types, that developer can address the market and design issues involved in mixed developments – and people moving in will know that not every home in the neighborhood is like their own. Integration of accessory apartments and townhouses with single-family detached homes through such an approach is relatively easy to accomplish in the market. There is good reason to consider the creation of one or more mixed use districts, to deal with a different mixture of uses and to allow a simpler approval process for some lower-impact mixtures.

Creating mixed housing types in a neighborhood by allowing redevelopment that is different from existing development can be more challenging – particularly if the proposed redevelopment is more intensive or is perceived as less valuable than existing development. Thus, developers who propose apartments in single-family neighborhoods are likely to face opposition. Even the integration of accessory apartments into existing neighborhoods is likely to face opposition because of parking and other concerns. All of these concerns can be addressed with proper design and performance standards, but full implementation will require significant revisions to zoning and site plan regulations.

Politically and practically, the easiest way to achieve mixed-use development is to allow or encourage the addition of residential uses to commercial uses in appropriate districts. The reverse process, of trying to include commercial development into primarily residential areas, is often politically difficult; and would probably require a special neighborhood commercial district, with very carefully-developed standards that protect nearby residential uses. Your community might want to make it easier for a developer to propose housing above the first floor in office and retail developments. Although some retail developments today are so unattractive that no one would want to live above them, if the same developer is creating both the commercial and residential spaces, there is a substantial incentive to do it well. Creating the regulatory vehicles to allow such developments will not guarantee that they will be built, but at least your community would be providing the opportunity for developers to build them.

As with mixed housing types, however, your community might want to consider dealing with smaller scale opportunities to achieve mixed uses. The creation of "live-work" spaces, commonly used by artists and some professionals, is a good example. Live-work opportunities may provide a good alternative to intensive commercial uses along minor arterials, but such live-

work spaces may not be appropriate or workable on cul-de-sacs or other entirely local streets.

One sub-issue that arises repeatedly in any discussion of these issues is parking. It is relevant in a number of contexts:

- Objective studies show that there is a symbiotic relationship among mixed-uses, allowing the provision of less parking for the whole development than the sum of the parts would require if developed separately;
- Extensive parking lots make developments less pedestrian-friendly. Thus, there are design reasons, as well as economic and practical ones, for reducing the amount of parking in neighborhood commercial areas;
- Achievement of intensive development in some areas, such as your downtown, requires the public provision of parking;
- One of the legitimate concerns of neighbors about bringing more intensive uses into an existing neighborhood is that of parking. For example, adding accessory apartments to existing homes on small lots may create overflow parking on the streets or result in front-yard parking by frustrated residents. Thus, any effort to increase the intensity of use must deal realistically with the parking issues.

Discussion Issue Three:

The Transportation Land Use Connection

Transportation shapes regions and cities. Early development around Boston took place in the "streetcar suburbs." Many of Philadelphia's most prestigious suburbs fall in an area called the "Main Line," referring to the "main line" of the Pennsylvania Railroad. Similarly, the availability of rail commuting shaped patterns of development around New York City – along the Long Island Railroad and the N.Y. Central, which provided access into Westchester County and Southwestern Connecticut.

In Central Indiana, which has so far developed without transit as a driving force, access to roads has been the primary driving force for residential and commercial development. Without significant natural constraints, communities in Central Indiana have grown out instead of up. Smart Growth and the CIRCL Vision Plan call for more community attention to how the placement of transportation facilities affects the eventual location of homes, jobs and shopping areas.

How is your community addressing the Land Use-Transportation Issue?

First, your community has access to the CIRCL Vision Plan and this implementation guide. This plan and Planning Guide provide useful recommendations, ideas and examples that you might use to help your community guide the transportation/land use relationship in its jurisdiction.

In addition to the CIRCL guide, your community should have a comprehensive plan that addresses both land use issues and transportation issues. Odds are, if that plan was made or updated within the past five years, the transportation/land use relationship is probably addressed. If the plan is older than that, it is probably due for revision, and the transportation/land use relationship should be included in that revision.

The most significant current planning effort in the Central Indiana region for the land use/transportation connection is the ongoing evaluation and consideration of a light rail system. Decades of history with retrofitted mass transit systems in Atlanta, Washington and San Francisco demonstrate that fixed-rail systems can influence urban form even in established metropolitan regions that developed primarily around the automobile. There is a fundamental difference between the effects of highway systems on land-use patterns and the effects of fixed-rail:

- Highway systems facilitate dispersed, relatively low-density patterns of development. Because most people use automobiles for most transportation needs, retail and other services can be remote from residential areas and even from

one another. If a shopper will move from one "big box" store to another by car, it does not matter very much from a regional perspective whether the two stores are in the same shopping center or in separate ones.

- Transit-oriented development, in contrast, is typically "nodal" – with concentrated development in nodes around transit stations, radiating out to lower intensity uses further from the stations. Many commercial services, as well as offices and multi-family living opportunities, are found near the transit stations for two reasons. First, some people will use transit for shopping, entertainment and other services, as well as for commuting to work. More important, there is a critical mass of people at the transit station every day – taking the train to and from work – and living within walking distance of the station; that critical mass provides a built-in market for many retail and service businesses.

To the extent that your community can participate in, control or at least influence decisions about the construction and improvement of transportation facilities, it should do so with a recognition that those facilities will shape the region and that some consistency with local plans is desirable and essential to full achievement of the goals set out in the plans.

Road investments are the single most powerful shapers of growth. Although the last two federal transportation laws—the Intermodal Surface Transportation Efficiency Act (ISTEA) and the current Transportation Efficiency Act for the 21st Century (TEA-21) have required that states give increased attention to land-use implications of their transportation decisions, there is still an emphasis on optimizing efficiency for people to travel between essentially self-chosen points in individual automobiles. To some extent, the system is circular. Local governments make population projections and sub-regional allocations of those projections based on knowledge of the transportation system and the travel patterns that it supports; the MPOs then design transportation systems to optimize efficiency, within available financial resources, within that land-use pattern.

A more logical transportation planning process would recognize the systemic relationship between land use and transportation and would develop an interactive, interdependent decision-making system. With such a system:

1. Some roads would not be built, because they would facilitate congestion;
2. Congestion would be accepted in areas currently served—or to be served—by mass transit, because congestion encourages use of alternative travel pattern;
3. Some road investments would be made in advance of predicted need to encourage

development of primary growth areas—areas with few or no environmental constraints and with most other infrastructure readily available;

4. Land-use and transportation planners would develop plans jointly, recognizing that each of their decisions significantly affects decisions of the other.
5. A community would use Transportation Impact Analysis computer modeling software for staff analysis of development proposals which would at the same time provide network-wide, link by link cumulative traffic impact data, lower applicant costs for similar services and provide transportation staff resources to increase development review efficiencies and effectiveness.

Central Indiana has taken the initial steps of putting this type of process in place, and the Indianapolis MPO has a "state of the practice" travel demand model that can evaluate land use alternatives by forecasting traffic impacts. With this cutting-edge program, the CIRCL region has greater potential for effective and knowledgeable responses to potential land use decisions.

In most other regions, it is difficult to realize this somewhat idealized program now for several reasons:

- State transportation funding policies are still heavily influenced by rural legislators who direct funds into relatively lightly populated areas;
- There are usually multiple planning agencies – including an MPO, state agencies, and varied local governments;
- Transportation planning is largely driven by detailed federal and state mandates that control available funding.

Nevertheless, there are steps that can be taken locally to improve the coordination of land-use and transportation planning at the sub-regional level that will affect your city or county.

What else can your community do?

There are two critical recommendations related to this topic:

1. Ensure that current land-use plans account for the implications of existing and planned transportation facilities;
2. Take all practicable steps to coordinate planning for transportation and land-use at a local level.

The local governments around Central Indiana have a long history of joint planning and cooperative decision-making on regional governance matters, but there still remains room for improvement in land use and transportation matters.

One smart growth principle not listed among the ten primary ones is that local plans should be coordinated. Although the communities of Central Indiana are

separate governments, they are all clearly interrelated. What one community plans for, permits, or doesn't permit will affect neighboring cities and counties. At the most successful level implementing this smart growth concept, nearly all local plans would be coordinated – to ensure, for example, that investments in new parks and schools go into the areas where transportation is likely to facilitate residential growth. At lesser levels, coordination between plans could still occur, although only a few types of issues might be jointly addressed.

Plans typically suggest projects, and projects cost money. Although the most serious budgeting effort related to planning occurs through the continuing Capital Improvement Plan/Program (CIP) processes of your community, there should be a fiscal feasibility analysis of the comprehensive plan at a fairly gross and general level—as a form of what is sometimes called a "reality check." If the plan projects the addition of 25,000 single-family homes spread over 10,000 acres, there should be a rough analysis of the probable capital and operating costs and the new tax revenues from that development; that analysis should include schools, school buses and other major investments, not just the obvious roads, sewer and water lines. If the plan calls for the acquisition of significant amounts of open space (as we believe that it should), there should be some cost and revenue calculations attached to that—and those calculations should recognize that there will be some net loss to the tax roles as a result. The preferred practice is to incorporate at least some of this analysis into the development of the plan and alternative scenarios under it; through such a process, the fiscal data educates the rest of the planning process. What does all of this mean? It is wonderful to have grand plans, but someone has to pay for them—and, while most residents will prefer that most future development be limited to single-family homes, they may change their preferences as they understand the fiscal implications of sprawling, single-family development.

It is absolutely essential that your community fully coordinate capital facilities planning with its comprehensive plan. To accomplish that, it establish policy/priorities reporting system for CIP, including maps showing relationship between CIP and policy priorities established in comprehensive planning process. In other words, each adopted rolling CIP should contain both a summary explaining to what extent it is consistent – or, where necessary, inconsistent – with the adopted Comprehensive Plan, and a map showing proposed capital facilities and their relationship to land use planning matters established under the Comprehensive Plan.

Investments in roads and sewers are the most powerful tools available to your local government to influence the timing and location of growth. Development is likely to follow road and sewer extensions and improvements; demand for schools, parks, fire protection and other public services and facilities will follow that development in turn. That well-documented fact has two

major implications for decisions about investments in major sewer and road improvements:

- Major sewer and road improvements should generally be made in the areas best able to absorb additional development with minimum other public improvements;
- Planned growth patterns should govern most major investments in roads and sewer systems.
- Construction of capital facilities should be based on established level-of-service standards.
- The comprehensive plan provides the over-arching policy that indicates where such investments are most appropriate; the CIP for the facilities should reflect the specific implementation strategy for the policy established by the plan.

The Land Use/Transportation Connection in Neighborhoods

In all likelihood, your community, like most others in America, has developed in recent years with patterns of individual developments with their own, isolated road systems, typically connected back to the state road system—or a local arterial—at only one or two points. It appears that sidewalks generally follow those road systems.

The effect of this system is to force virtually every automobile trip onto the busy roads that serve as arterials or thoroughfares. The existing road pattern has a significant effect on pedestrian and bicycle connections. The effect of such a system is to force a pedestrian wanting to go from one neighborhood to another or from a neighborhood to a nearby commercial area to walk along a very busy road—and, in many cases, to take an unnecessarily long route. A bicyclist must also use busy collector or arterial streets with no bike lanes and, in most cases, not even a wide outside travel lane.

This road pattern has generally encouraged a relatively dispersed pattern of development wherever it has occurred. Although major development generally occurs within or adjacent to a city's limit, these rarely occur outside the core area of a city. That pattern of development creates challenges for offering mass transit service. Bus transit can serve dispersed populations, but people need to have relatively easy access to places where buses can pick them up and drop them off.

How do Roads Develop in Your Community?

Your community, like most other American communities, has probably developed in recent years with patterns of individual developments with their own, isolated road systems, typically connected back to the state road system—or a local arterial—at only one or two

points. It is likely that sidewalks generally follow those road systems.

The effect of this system is to force virtually every automobile trip onto the busy roads that serve as arterials or thoroughfares in your community. While these larger roads must continue to serve many of the cross-community and other longer distance travel needs in your community or around Central Indiana, your community might have the ability to remove at least future short trips from the system by requiring better connections among neighborhoods and between individual neighborhoods and nearby commercial areas. To be effective, it must be an absolute policy, because residents of a neighborhood often protest proposed connections to other neighborhoods and thus pressure public officials to exercise available discretion against connectivity—for that reason, connectivity should not be discretionary.

Police, fire and emergency medical personnel are likely to actively support proposals for increased connectivity. A more connected community offers shorter routes to emergency situations and also offers alternate routes in case of temporary blockage or closure of a route. Some types of commercial traffic might also support connectivity since it would offer more potential routes for serving an area. Commercial traffic, however, should not be ignored when planning major thoroughfares. Commercial vehicle trips in Central Indiana are increasing at a faster rate that privately-owned vehicle trips, and would be unrealistic to ignore their travel needs when planning your community's road network.

Advocates of neotraditional planning insist that all new development should follow a strict rectangular grid, which might not appeal to all potential builders and homeowners.

Implementation of increased connectivity, however, does not necessarily require a grid pattern of development, nor does it require the abandonment of the hierarchical road system. The grid system presumably offers multiple alternate routes for through traffic and ensures connectivity at one-block (usually 300- to 500-foot) intervals. A hierarchical road system with increased connectivity may provide connections at 1000-foot intervals and can provide connectivity in ways that encourage the use of these routes for short, inter-neighborhood trips, but that discourage their use for through traffic. Combining the inter-neighborhood connections with traffic calming efforts can reduce the impacts of the connections on nearby residents.

The existing road pattern has a significant effect on pedestrian and bicycle connections. While experienced pedestrians and cyclists can deal with the difficult environment they face, children and less experienced cyclists generally will not risk it. A community with a stated commitment to bicycle and pedestrian circulation must do more than require the installation of trails and sidewalks in new developments – it must ensure that

those trails and sidewalks connect together to create a logical circulation system. To the extent that the road system may remain somewhat hierarchical, there should be alternate pedestrian and bicycle connections between neighborhoods, among neighborhoods and commercial areas and, generally, separated from major automobile routes.

As mentioned earlier, bus transit can serve dispersed populations, but people need to have relatively easy access to places where buses can pick them up and drop them off. Ideally, many of those bus stops include shelters that at least provide protection from rain and prevailing winds and places where buses can stop for a short period of time without significantly delaying traffic on the busy state roads often used by the buses.

In contrast, rail transit requires – and eventually attracts – relatively dense activity centers around transit stations. People who live or work within 1000 feet or less of a rail transit stop are very likely to use the transit system for at least some of their transportation needs. Shopping and entertainment centers near transit stations will also increase transit usage; further, shopping and entertainment centers near transit stations can share some parking with the transit station, because the peak demand times for the parking for the system are different from the peak demand times for the retail and, especially, entertainment activities. Your community can help to maximize the number of people living, working and shopping within a short distance of transit stops by encouraging intensive use of that land.

Discussion Issue Four:

Transit-Oriented Development

A transit-oriented development is a compact, mixed-use activity area centered on a transit station or route that by design encourages residents, workers, and shoppers to drive their cars less and ride transit more. The centerpiece of a transit-oriented development is the transit station - connecting the residents and workers to the rest of the region - and the civic and public spaces that surround it. The design, configuration, and mix of buildings and activities emphasize pedestrian-oriented environments and encourage use of public transportation. The land uses within a transit-oriented development are linked with convenient pedestrian walkways, and parking is managed to discourage dependence on the automobile.

Housing is a major component of a transit station community, along with commercial retail, employment, and cultural and recreational attractions. A variety of housing types - small-lot single-family homes, townhouses, condominiums, and apartments - promote a more compact and diverse community. Commercial uses might include food markets, restaurants, theaters, offices and even light-industrial activities. Urban open spaces and parks furnish focal points for community activity while streets provide settings for social interaction and active community life with wide sidewalks, street trees, and seating for pedestrians.

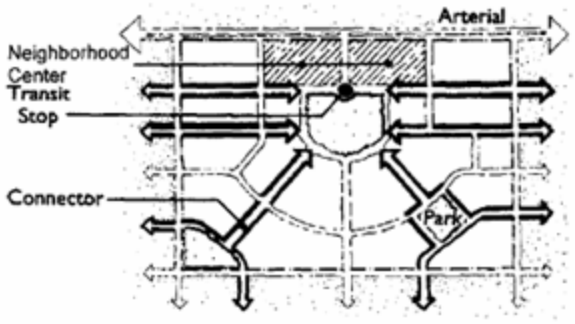
Transit-Oriented Development provides solutions to the following issues:

- Current development patterns in your community probably requires people to drive nearly everywhere for their daily needs.
- The Central Indiana region is considering whether to implement a light rail system and needs to understand the development options that will enable transit to prosper.
- Current and future transit routes will, in many instances, join with established communities in Central Indiana, creating difficult to manage growth pressures. New development will need to remain compatible with these adjacent areas.
- Economic development tends to follow transit routes, and your community needs a way to ensure that the new built environment around transit routes is compatible with existing neighborhoods.
- Even if a regional transit system is far in the Central Indiana region's future, the patterns and features of TOD could potentially be used in non-transit settings to still encourage areas of compact development.

Everyone can gain from TODs. Transit agencies see transit-oriented development as way to attract additional riders; developers see opportunities for different forms of development with excellent transit access; land use planners look at transit-oriented development as a move toward a more compact and livable communities with

reduced auto dependence, and local officials see it as a way to increase an area's tax base.

Focusing growth around transit stations is a way to capitalize on extensive public transit investments to help produce a number of local and regional benefits. For transit agencies, the most direct benefit of transit-based development is increased ridership and, in turn, increased revenues from operations. Data on the link between transit ridership and station proximity show that residents living near stations are 5 to 6 times more likely to use transit to commute to work than are other residents in the region.



For local governments and regional planning agencies, transit communities represent opportunities for more intensive development and less sprawl resulting in reduced auto congestion, reduced air pollution, and lower infrastructure costs.

What are features of Transit Oriented Development?

At its simplest level, TOD can be viewed as an effort to plan land use and organize physical development so that people can get to places they live, work and play by transit as well as by automobile. In this context TOD can enhance economic development and promote more sustainable patterns of urban growth. In many ways, TODs represent an updating of the older railroad and streetcar suburbs common in many American cities prior to the 1930s. All such successful developments have several things in common:

1. A centrally located transit station or transit stop;
2. A shopping street or streets immediately adjacent to the station;
3. A network of connected streets that branch out into the surrounding neighborhood(s);
4. A variety of housing types, including multi-family.

Several, though not all, transit systems became obsolete during the rise of the automobile.
However, many of the mixed-use “urban villages” that grew up around the rail or streetcar lines have retained their attractiveness and property values because of the way they were designed around principles of human scale and walkable convenience. TOD principles are appropriate for many urban and suburban situations, given contemporary problems of congestion, air pollution, and rapidly changing demographics.

The most effective TODs involve the integration of a wide variety of transportation options – train, bus, car, bicycle and walking – into the planning of adjacent land

uses and in the urban design of mixed-use districts and residential neighborhoods.

There are **two basic forms of TOD**:

1. nodes of intensive development around the transit stations, and
2. linear corridors along transit lines.

This tool examines in depth TODs around the different types of transit stations with varying degrees of intensity. Linear development in transit corridors is covered more briefly in terms of the use of pedestrian-friendly zoning districts that encourage land use integration and intense development patterns.

How might TODs relate to the CIRCL Vision Plan?

One of the fundamental foundations of the CIRCL Vision Plan, and the Smart Growth movement in general, is providing a variety of transportation choices, and making a serious commitment to mass transit as an important component of the region's transportation system. This commitment involves the deliberate connection between transit investment and land use decisions.

While the introduction of mass transit by itself typically does not ensure compact and more sustainable development patterns and economic vitality, it can serve as a critical piece of the complex puzzle of creating a vibrant urban community while reducing the impact of growth on the natural environment -- another goal of the CIRCL Vision Plan.

Below are eight strategies that are fundamental to any planning for TOD at the regional and local levels. (All are included as background in this discussion, although the first three are more oriented towards policy questions instead of land development and use issues).

1. **Maximizing Ridership**: The economic viability of local and regional transit is enhanced by having a sufficient number of riders living and working near the transit stations. Many studies have shown that transit use is much higher for those people living within walking distance (1/4 mile) of a transit stop than those living in more distant areas. For example, a 1995 marketing survey conducted by the Virginia Railway Express (VRE), the commuter rail service between northern Virginia and Washington D.C., found that the highest proportion of riders live within two miles of VRE stations, and 65% work within walking distance of their destination station.

2. **Increasing Property Values:** Residential and commercial projects near transit typically appreciate in value more rapidly than others. A 1995 report by Economics Research Associates (ERA) documents significant increases in property values for medium density apartments,

condominiums, and commercial and retail projects located near transit stations. Combining public transit investments with private real estate projects appears to strengthen these effects.

Much less evidence exists to indicate that transit systems based on express bus services generate similar development potential and increased property values. Whereas public investments in rail systems represent a clear long-term commitment to routes and services – and therefore breed confidence in the minds of developers that their private investment in TOD will have a lower risk -- bus routes and services can be changed quickly and easily. The very flexibility of bus systems that is attractive to transit operators acts as a disincentive to private development, as developers avoid the greater risk factor in committing money to locations that may be left high and dry by a future bus route change by the transit authority.

3. **Increasing Tax Revenues:** As transit service (especially light and commuter rail service) facilitates increases in land values and supports the concentration of development around stations, property tax revenues collected by local governments also increase. A prior study by the Joint Center for Urban Mobility Research analyzed property values in transit areas in ten cities, and found that the total increase in land value due to the introduction of rapid transit had been significant. The same caveat noted in (2) above, regarding the less successful experience of express bus systems in generating increased property values around transit stations, also applies to increased tax revenues. Generally bus systems perform less well than rail systems, particularly light rail systems, in terms of increasing tax revenues around transit stations, as developers are less inclined to invest in TOD without the long-term certainty of service guaranteed by the public investment in rail infrastructure.

4. **Providing Retail Opportunities:** Retail activity and the viability of small businesses can be supported by improving regional and local transit linkages, enhancing pedestrian routes and increasing the amenities and public image at transit stop locations. This creates opportunities for:
    a. Additional shopping trips and increased retail sales;
    b. Enhanced retail convenience;
    c. Higher sales capture rates;
    d. Improved employee access, recruiting, attendance and retention.

5. **Offering an Alternative to Auto-dependent Developments:** Encouraging more efficient and compact development and redevelopment as part

of an enhanced system of public transportation does provide communities with options that can result in decreased burdens on fiscal resources. TOD provides a more efficient and economic alternative in terms of the cost of local government services. In a Lincoln Land Institute paper entitled *"Land, Infrastructure, Housing Costs and Fiscal Impacts Associated with Growth,"* the authors concluded that more efficient development patterns can:

a. Reduce land consumption for development by 60%;
b. Slightly reduce housing costs;
c. Save 5% on the cost of schools and 15% on utility line extensions;
d. Reduce ongoing operating costs for roads and infrastructure.

6. **Providing a Stimulus for the Revitalization of Urban Centers and Existing Neighborhoods:** As the Triangle region's growth and economy has spread out, problems of traffic and air pollution have become worse and interest in existing urban centers and neighborhoods has dramatically increased. This new energy can be captured by transit-supportive developments as in similar urban areas such as Portland, Denver and Dallas.

   TODs in existing urban neighborhoods have the advantage of utilizing existing infrastructure rather than building new facilities. In the long run, improving and maintaining existing infrastructure to serve more compact, TOD development will cost the taxpayer less than building and maintaining new infrastructure for new low-density development in outlying areas.

7. **Providing Choices:** The principles of compact, transit-oriented development address the needs of most cities' full range of population groups, including elderly, singles, single-parent families, empty nesters, etc. Opportunities exist within pedestrian-friendly TODs for a wider variety of housing types and prices, the option of walking to work, and increased mobility for the young, elderly and disabled. In addition, development near transit provides people with the cost-saving option of not having to use a car or purchase a second vehicle.

8. **Supporting Environmental Quality:** TOD provides the opportunity to refocus growth in a way that reduces the amount of land consumed by development, preserves open space, and helps protect air and water quality. The compact character of TOD makes walking and bicycling a more efficient and desirable means of travel. This further reduces the need for vehicle trips, resulting in lower air emissions and improved air quality. In addition, reduced pavement decreases stormwater runoff and will result in improved water quality.

Future Potential

Citizens, developers, planners and local government officials nationwide, throughout the Midwest, Indiana, and the Central Indiana region, have recently shown great interest in TOD, particularly in areas that are experiencing growth-related conflicts. In summary, TOD achieves the following:

1. Enables a community's growth to be channeled into a physical form that is more sustainable in relation to energy usage;
2. Uses less land and natural resources by clustering development around new transit stations, and focusing redevelopment around stations in existing urban areas;
3. Discourages excessive auto use by providing efficient and convenient alternatives; and
4. Provides for a wide variety of lifestyle options suited to the nation's fast-changing demographics.

TOD has emerged in the center of the American debate regarding the future of its cities, towns and suburbs. By its emphasis on human-scaled community design based around clean, efficient transit as an alternative to the automobile, TOD has established itself as one of the central themes of contemporary urban design and planning.

What are Barriers to Transit-Oriented Development?

The growing dominance of automobile use over transit and foot transportation in the last half century has produced patterns of auto-oriented development that have become common place and accepted as the norm. Auto-oriented development has been so dominant that many cities' development codes contain provisional setbacks, such as land use restrictions, and parking requirements, that actually preclude transit-oriented development.

Legal Issues involved in Changing Regulations

The urban form envisaged by a TOD – compact walkable neighborhoods incorporating a mixture of uses, often in the same building – faces a major obstacle in implementation: aspects of this traditionally based urbanism are difficult under conventional zoning ordinances. Specific standards typical of conventional zoning ordinances that may have to be eliminated or revised for TODs include:

a. Requirement for one principal use per parcel;
b. Buffer requirements between dissimilar uses;
c. Setback regulations;
d. Minimum parcel size;
e. Minimum street width; and
f. Parking requirements.

The solution adopted by many communities has been to amend their zoning and land development codes to

include overlay zoning districts for TOD areas, while retaining other conventional suburban zoning provisions. When conflicts occur between the new code concepts and the old, the new ordinance amendment stipulates that the TOD model prevails.

The state and federal statutory basis for zoning and land development regulations are generally broad enough to allow local governments to revise their zoning and land development regulations, provided they meet the basic tests of due process and equal protection. These tests would require the normal procedures of any change to zoning maps or text. However, there may be issues that arise in conflicting building codes and street design standards imposed through other agencies. For instance, most building and fire safety codes set out higher standards for commercial building construction than for residential construction. A building that contains both types of uses will have to be constructed to the higher of the two standards, or else provide a separation of uses within the building that is satisfactory to your Fire Marshall.

Political Concerns and Public Acceptability

Transit-oriented development is a way of fundamentally rethinking the form and layout of contemporary towns, cities and suburbs to make them more economically and environmentally efficient. The flexibility of mixed uses and the range of dwelling types possible within TODs, together with their transit-supportive infrastructure of connected walkable streets and open spaces run counter to the prevailing design of most suburban developments of the last thirty years. As such, these ideas seem new and unfamiliar to many people, even though they have their origin in the railroad and streetcar suburbs common in the early decades of the 20th century.

Some people mistakenly believe that TOD standards lead to the private automobile being outlawed, or discriminated against unfairly. Neither is true. What actually happens is that other modes of transportation – walking, bicycling, bus and train – are given equal prominence in people's daily lives, thus maximizing personal choice and opportunities in the way we move about the cities, towns and suburbs.

Other critics dismiss TOD as a nostalgic return to a lost age of railroad transportation that is outdated in today's world of extensive automobile use. As noted above, the models for TOD are the railway and streetcar suburbs dating from two generations ago, and it is easy to see why many people confuse this use of historical precedent with recreating the nostalgic image of these places and their railroad origins. However, TOD is actually predicated on the application of the latest transit technologies to solve some of the problems caused by our society's near complete dependence on the automobile. But transit technologies in themselves are not sufficient to solve these problems; they must be linked to supportive land use planning and urban design that work together as a package to provide people with

realistic and attractive options to using their car for every trip.

Citizens' Concerns

The best way for local government and developers to address citizens' concerns is to meet early and often in the process. In the case of TOD, this is particularly appropriate because the concepts may be unfamiliar to many people. TODs are different from the norm of spread-out suburban sprawl to which we have become familiar over the last three decades or more. The lack of understanding of a newer idea can be effectively countered by making sure that citizens understand that the ideas contained in TOD are based on tried and true American precedent – fine old railroad and streetcar suburbs.

The three primary concerns related to TOD most raised by citizens are the same basic concerns raised for any type of higher-intensity or nonresidential development that were discussed earlier in this chapter:

- Density
- Traffic
- Changes in Character

Developers' Concerns

The highly integrated development strategy inherent to TOD design requires a more sophisticated approach than the real estate and development industries are often used to. These industries are highly segmented by land use category (such as single-family housing, multi-family housing, retail, office and industrial), and each category has its own practices, markets, trade associations, and financing sources. Securing financing for a TOD project may thus be more difficult than for conventional suburban subdivisions.

Well-intentioned developers are frustrated by rules imposed by lending institutions that discourage mixed-use development. Lenders who finance such developments are also frustrated by having capital tied up in loans that are performing well but which cannot easily be resold in the secondary market because of rigid underwriting requirements.

These secondary markets have been organized for many years around the same concepts as zoning ordinances -- single uses separated out into different pods of development, such as single family detached housing, multi-family apartments, retail, or office. Therefore capital has most easily flowed to developments with a dominant single use. Some signs of flexibility are emerging, but changes in the thinking of financial institutions at this level are slow.

Cost to Implement

Costs associated with implementing TOD fall broadly into three groups:

- More and better public infrastructure
- Fees for more detailed, site-specific design work
- More planning department staff time

Infrastructure: The transit-supportive nature of TOD relies on a network of connected streets and public spaces, especially in the core area around the station. When TOD occurs in existing areas as a redevelopment project, this infrastructure cost may be minimal. By contrast, new greenfield sites will demand greater than average investment in the design and construction of streets and other public spaces. However, these costs can be offset and recouped by the developer in three ways:

1. Street widths can and should be substantially reduced from the conventional cross sections, thus saving in overall area of paving and impervious area.
2. The inherently greater density of TOD can generate a greater development yield from the project.
3. The freedom to manipulate lot sizes in the residential elements of the TOD can be used by an astute developer to match his or her housing product to profitable market segments of higher density housing.

Design: Because a successful TOD requires well-conceived three-dimensional design of site and building layout, the developer's preliminary plans need to be more detailed than conventional suburban developments. This means the developer must pay for more detailed design work early in the project, and indeed he or she may need to employ specialized designers who are familiar with the TOD concept rather than rely on engineering-trained site planners who are more used to generic suburban layouts.

Staff Time: The primary and ongoing cost for the municipality is greater staff time. More staff time is needed to prepare Station Area Development Plans and prepare implementation approaches for regulatory changes that occur as part of the new UDO. Planning staff also needs to work with developers in the early stages of plan development. It often falls to planning staff to teach developers who are unfamiliar with the TOD concept not only how to comply with the regulations, but also how to extract maximum benefit from any incentives built into the regulations. This takes time and staff expertise.

Elements of TOD Regulation:

The key elements in any TOD development standards are:

- land use
- layouts of public streets and open spaces
- vehicular, pedestrian and bicycle circulation
- parking design
- parks and green space
- station-specific design guidelines
- capital improvements programming
- transit service details
- market feasibility studies
- phasing

Discussion Issue Five:

Neighborhood Involvement Techniques

There have been literally hundreds of articles and many books written in recent decades about how to involve neighborhoods and citizens in land use decisions. Some of these are written to help professional planners generate more public involvement, some are written to help neighborhoods and citizens organize, and some are simply written to discuss the process of public involvement and the dynamics that are often at work. These community involvement ideas are the result of many communities experiencing an increase in public interest in planning and land use decisions. In response, planners now strive to improve citizen involvement in these decisions.

Neighborhood involvement is always an issue raised by participants in land use decisions. Some groups and individuals usually are apprehensive about neighborhood empowerment, while neighborhood organizations obviously support the concept. The policy question that your community will face is determining where on the spectrum it wants to fall.

This section includes discussions of how other communities involve neighborhoods, and provides some modifications on these procedures and some new ideas.

Nothing in this section is intended to imply that communities not following similar programs currently have a problem with neighborhood involvement, or that some type of change is necessary. In fact, programs such as the one described and the one proposed here are the exception rather than the rule. Neighborhood involvement is potentially a very politically charged issue, and changes demand careful examination and consideration.

Neighborhood and citizen involvement programs have arisen from growing frustration and lack of community understanding about the land planning and development process. People have watched the vacant land around them fill with houses, apartments and businesses. They've seen traffic increase and air quality decrease. Concern about the pace and quality of development grows along with the size of most communities.

In our democratic society, people increasingly feel that they should have more say in the land use decisions that affect their lives. More people and organizations request involvement in the decision process at a level unprecedented when most state land use regulatory statutes were implemented (usually in the 1920s or 30s!). As faith in government declines, more complaints have been heard that the standard notice and hearing processes are inadequate; people want detailed information about projects and want to be more involved in project planning and negotiation. In many cases, citizens became more vocal and angry, frustrated over a lack of

meaningful involvement in the decision making process. This can lead to a general lack of civility in public hearings, including personal attacks on applicants, planning commissioners and council members.

Meanwhile, developers feel besieged. Working in good faith with city staff and following all requirements for notice, they may assume they have an acceptable project only to go to a public hearing and find residents up in arms over their proposal. Development applications are being routinely tabled so applicants could address residents' concerns. This increases development costs ("Time is money") and frustrates developers since the rules seem to change late in the process. For years, savvy developers have chosen to involve neighborhood groups early in the process.

Successful implementation of a land use planning demands that citizens and stakeholders be involved in the planning process. Citizens must support the policies and goals contained in the comprehensive plan, or efforts to implement ordinances likely will fail. Citizens must also understand the available strategies and tools so they can help choose those that will work best in their community. If local support and understanding of the tools do not exist, an educational effort should be undertaken before policy changes are considered.

A citizen involvement process should achieve three specific goals:

1. Educate citizens and stakeholders on the problems and issues that need to be addressed when considering a potential development, and the options available to the community;
2. Provide citizens with meaningful opportunities to review, consider, and give input that help shape a potential development so that it matches the community's needs, vision and principles; and
3. Provide ways for citizens to continue in the process and assist in implementation. If the details of a project are developed with and supported by citizens, they will likely assist in its later passage.

Six basic levels of neighborhood or citizen involvement can be identified, and each is discussed below:

- Statutorily-required notification to property owners
- Neighborhood Associations and Training Programs
- Additional Notification to Neighborhood Associations or Interested Citizens
- Citizen Participation Plans
- Mandatory Neighborhood Involvement or Review
- Mediation Prior to Final Action

[In addition to the ideas presented in this section, the American Planning Association's newly-released Growing Smart Legislative Guidebook calls for greater public participation in land development procedures, and might have some valuable suggestions that can be incorporated into the later Vision Plan Implementation Guide. The APA guide is available at www.growingsmart.org.]

Statutorily-required notification and public hearings

Indiana, like every other state, has established requirements for sending notice to property owners within 300-feet of a property being considered for rezoning or other specific land use changes. Notice is intended to inform owners of the nature of the proposed change, and when the public hearing and final action will take place.

This mailed notice also enables property owners to protest a potential change, and sometimes forces the governing body to take a super-majority (3/4) vote to approve the potential change, instead of the simple majority usually required. Many communities extend this mailed notice beyond 300-feet in order to involve more property owners in the process (although this practice raises questions about whether those who may protest includes all who receive notice, or only those within 300 feet.)

In addition to the mailed notice, there are often requirements for published and posted notices that inform any interested party of the date when a public hearing or meeting will be held for the potential action. Any member of the public may speak at these hearings, although their influence might vary based on expertise, or how the proposed change potentially affects them or their property.

There are problems with required minimum notices, and the more involved processes to involve neighborhoods or citizens are intended to help resolve these problems.

- Changes do not always affect only property owners (tenants, renters, or consumers might also be affected)
- 300 feet, or any distance, might not be enough to catch all potentially affected people
- Only people who have property ownership within the notification area are empowered to force the super-majority vote
- The notice occurs late in the development review process; by the time notice is required to go out, the application is almost ready for final action. Any delay seems unfair to the developer
- People who receive notice might not fully understand the implications of the change

Public notice is the precursor to public hearings. Problems with public hearings are discussed in the Citizen Participation section, below, but can be summed up as follows: The do not promote community involvement. At best, they are citizen notification, as required by law. The hearing process doesn't effectively give an opportunity to participate in a discussion and decision, only an opportunity to complain. Even if all parties wanted a productive discussion of the project and its impacts, this is effectively prevented if only the minimum statutory requirements are followed.

Neighborhood Association and Training Programs

Neighborhood associations are a proven mechanism for addressing some of these issues. They typically involve more than just property owners; when occupants are property renters, they are still able to be involved in the association. (Some neighborhood associations evolve or match Homeowners' Associations (HOAs) that do not empower tenants to participate.) Neighborhood associations can serve as a vehicle for education and motivation of residents. Neighborhood associations offer a way to consolidate a range of diverse people and issues into one coherent voice.

Neighborhood associations tend to play a more significant role in major planning policy development. Neighborhoods are effective and proactive voices when a community creates a comprehensive plan or similar macro-planning effort, but their role in development review is often reduced to little more than organizing protest to developments late in their review process. Since neighborhood associations are rarely given a formal role in making land use decisions, their involvement begins when the development review should be ending. This uncertainty frustrates neighborhoods and developers.

One goal of a training academy would be to generate some type of a certification for participants. With certification, their input on issues would be expected to extend beyond self-interest, so that they can contribute to the planning process. The potential advantages of certification are related to the idea of formalized involvement in development review by neighborhood associations, discussed later in this section.

Additional Notification to Neighborhood Associations or Interested Citizens

Nearly every local government in the country has expanded upon the statutorily-required notice provisions. Rather than send public hearing notification letters to property owners within 300 feet of a project, cities voluntarily send them to everyone within a quarter mile. Instead of a two-line newspaper ad, planning departments write longer, more descriptive notices of public hearings. Meeting hotlines are established, meeting information is posted on the internet, and regular newsletters are generated. Most planners have experience with public participation, since the subject is taught in most graduate planning programs, and many planning departments now have an "expert" on public participation, with significant experience facilitating public involvement. The intent of these expanded notification programs is to empower a wider population with information about the development review process and current planning or development activities.

With the advent of email and digital documents, this additional notice is made significantly easier, and can include agendas, procedures, copies of application materials, etc.

Unfortunately, all this approach does is *attempt* to better provide the notice that is already required. Expanding notification doesn't give more legal standing to those who might be affected by a land use decision or increase the number of people who have standing to oppose a potential action, but it makes involvement by those who seek to observe and be heard easier. This step of neighborhood or citizen involvement doesn't ensure more participation in the development review process, but it does enable and encourage more participation.

Citizen Participation Plans

A Citizen Participation Plan is a relatively new technique that requires developers to interact directly with affected citizens, including neighborhood associations. This approach has been implemented in Glendale, Arizona, and has been widely reported. Many communities have since investigated that program and incorporated some form of citizen participation requirements.

Two major shortcomings exist with the increased participation efforts described so far. The first is an almost exclusive focus on the large plan or project. Nearly all new ideas in public participation have come out of comprehensive plans, community visioning efforts, major transportation plans, large public works projects and the like. These big plans and projects certainly are important to residents of a community, but the day-to-day land development decisions are mostly outside the process, except for the mandatory notice required by state law. Rezonings, subdivision plats, conditional use permits and variances can have more impact on the public than the big plans, yet the role of citizen participation in these decisions has changed little in decades, except as noted above.

Second, when looking to improve citizen involvement, planners have concentrated on new and better tools and techniques rather than new and better processes and procedures. Sending hearing notices to more people, making site posters bigger and buying larger newspaper ads may get the word out to more people, but as previously discussed, it only enables more citizen involvement rather than improving the quality of that involvement. New tools applied in the same old way don't seem to yield better results.

The increasingly used (or at least considered by many cities and counties) citizen participation program addresses these shortcomings by creating a new citizen participation process for the day-to-day entitlement applications a local planning department handles. Adding this program to your community's existing application requirements would probably not overly complicate the process.

Problems with existing community involvement success deal mostly with time-related frustrations inherent in current public hearing processes.

Common Problems with Existing Public Hearing Processes

The statutorily required hearing process takes the following basic course:

- The developer/applicant files an application for a change in land use.
- The local government's staff reviews the application and prepares a report and/or recommendation.
- The local government sets a public hearing date before the appropriate review body.
- The local government notices the hearing 15 days prior by putting an advertisement in the newspaper, sending a letter to all property owners within 300 feet of the property in the application and posting a notice of some sort on the property.
- A public hearing is held by the review body, which makes a recommendation or decision on the application.

There are three major problems inherent in the existing public notice and hearings process:

First, there's a major problem with the timing of public notice and the subsequent hearing. While a public hearing is the culmination of several months of work for the developer and planning staff, the neighborhood or resident would have heard about it for the first time only ten or 15 days before the hearing. Citizens are asked to go to a public meeting to speak on a proposal they know little or nothing about, and have had relatively little time to prepare. So, while the applicant is ready for a decision, the citizen is new to the process, trying to find out what's going on and how this might affect them. This leads to a natural desire to oppose a proposal pending more information.

Second is that the structure of hearings does not support the intended function of allowing the decision-makers to hear everyone and make a decision. Hearings are not designed for dialogue, discussion or negotiation; they follow a formal procedure and often require compliance with difficult to master requirements like Roberts Rules of Order. They sometimes have evidentiary requirements, and often result in novice citizens facing off against professional developers. Questions and information gathering are discouraged. This does not create a barrier for most applicants; they are usually well-versed in the procedures, and they've had ample opportunity to work with the staff on the proposal. For the citizen who just heard about a proposal that may adversely impact their neighborhood, hearings are just an opportunity to gripe and express frustration.

Finally, the hearing is usually intended to be the final decision point in the process. The citizen's first opportunity to get involved in the discussion is at the time the decision is to be made. This leaves little

option for the resident but to speak against the proposal, because they know little about it. With final action expected within minutes, such a tactic appears counter-productive to the developers and staff who have been involved in the process from the start. Tensions and frustration increase on both sides. Often, had the applicant known of the neighborhood's concerns earlier, they might very well have been able to resolve them. Instead, they're looking at a denial, a continuance, or at the very least, a nasty public hearing. Instead of resolving conflicts between neighborhoods and developers, the public notice and hearing process virtually requires them!

Five Basic Principles

In developing its Citizen Participation Ordinance, Glendale established five simple principles that needed to be the basis of any solution:

- **Require applicants to invite a dialogue about their project early in the process**. This encourages the applicant and resident to talk with each other rather than at each other. Residents get an opportunity to influence the project by talking directly with the applicant. Applicants get applicant gets a chance to explain their project and sell neighborhoods on it. Most important, it must start early in the process; before the public hearing. This makes the hearing what it was designed to be, a final statement of issues and positions before the decision making body.
- **Require applicants to address issues and concerns**. Applicants must not just listen to residents concerns, but must respond to them and explain what they were or were not going to do about them.
- **Establish this as standard procedure for any hearing application**. As a standard part of the development review process, this "true participation" must be routine and systematic. Residents, staff and elected officials, and commission and board members must be able count on it. It must be standard operating procedure, rather than something an applicant may or may not volunteer to do.
- **Don't touch the hearing process itself**. The public hearing is a legal requirement that has to stay in place with little or no change. The community should continue to set and advertise public hearings as before. All legal requirements must continue to be met. No change should be made in an applicant's right to a hearing. The Community Participation plan must not be an attempt to give neighborhoods inappropriate decision making power or to try and force consensus on issues.
- **Put it in the zoning and subdivision ordinances**. This makes it "the law of the land." By actually putting it in the development ordinances rather than making it an administrative policy or procedure, it is clear that this was the community's policy for every public hearing.

Basic Elements of a Citizen Participation Program
(These describe a stand-alone ordinance that might be adopted separately. A model Citizen Participation Ordinance from the State of Wisconsin is attached at the end of this description)

1. A purpose statement that clearly outlines that the ordinance is there to facilitate communication and encourage a dialogue early in the review process. The ordinance should be specific that it is not intended to produce complete consensus on all applications.
2. A description of the citizen participation process; requiring all applicants for any public hearing to accomplish three basic steps:

   Prepare a Citizen Participation Plan: This includes a written description of the project, an assessment of who might be affected by the project, and a strategy for how those affected will be notified and given an opportunity to participate. City planners should work with applicants to customize these participation plans to fit the specific needs of each projects. The type and scale of the request, the character of the surrounding area and the level of potential controversy determines the strategy. A comprehensive handbook with guidelines on how to develop the plan should be made available to applicants to help them with the process.

   Implement the Plan: The applicant goes out to the public and does what the plan outlines; mails letters, holds neighborhood meetings, calls property owners, etc. They listen to citizen comments and concerns, answer questions, and determine the best solution for issues presented to them.

   Report What Happened: After the applicant has implemented their plan, they prepare a final report summarizing their effort, the issues and concerns raised during the process, and what the applicant has done or will do to address them. The report must be submitted before the hearing is advertised and goes to the decision-makers, along with the City staff's report.

3. A list of the minimum information needed in a citizen participation plan and report.
4. A description of the minimum required notice area. The applicant must work with the planning staff to determine the notice area.
5. Timing provisions for both the plan and report. The applicant can start their plan before they apply, but not before meeting with a planner. The public hearing cannot be set until a report is received.

After these steps are completed, the applicant goes through the normal public hearing process, citizen participation report in tow.

How is the program administered?
In Glendale's implementation of the citizen participation, major responsibility for the program is assigned to a single planning department staff member, who works with planners, applicants, and elected officials to make the process run as smoothly as possible. A major function of this staff member is to liaison with the governing body, arranging project briefings and answering questions from citizens.

To make administration of the program easier, Glendale created a "Good Neighbor Guideline & Resource Handbook." This manual, targeted toward the development community, explains the three basic stages of the citizen participation process, and gives useful advice to the potential applicant about each step. It is written in plain English, taking advantage of a question and answer format. The handbook also includes checklists, sample letters, media outlets and contact names, information on writing a newsletter and locations where public meetings can be held.

The citizen participation process can be started by the applicant at any time during the application review process, even before the application is made…in fact developers are likely to regularly start the process before actually filing their application once they learn how that eases final approval. Planners should work to make this process as "non-regulatory" as possible, taking a cooperative approach and working extensively with applicants.

The ordinance sets up a process and basic information the applicant must provide. It does not, however, specify participation techniques. There is no requirement for a neighborhood meeting, for example. Applicants and the assigned staff planner will work out the appropriate techniques based on the type of application, past experience with other applications of the same type, knowledge of neighborhood issues, and other factors. This allows the ordinance to be applied to all kinds of hearing applications, from major planned developments covering thousands of acres of vacant land to a setback variance for a room addition on a house.

Does It Work?
In mid 1998, after a year and a half of use, a Glendale planning department staff member reported initial assessments about the ordinance's impact:

- **The process is more civil**. There have been significant changes in the interactions between developers and the public. People talk to each other, not at each other. Having to present and defend their own projects to citizens makes developers more respectful of their neighbors, and some reportedly enjoy the process, seeing this as an opportunity to influence future customers. Even in those projects where there is still significant disagreement at the public hearing, the discussions tend to be calmer and focused on problems rather than personalities. Residents feel as if they're part of a dialogue and

developers, even those who don't prevail, have told the planning staff they were treated fairly.

- **Citizens go to public hearings better prepared**. Having more information about the project early in the process allows citizens who speak at public hearings to better make their case. People seem less nervous about speaking in public when they're prepared.
- **Decision-makers are better informed**. The members of the planning commission and the governing body have been pleased with the Citizen Participation Reports they get with each application. They get valuable information on discussions that have occurred prior to the public hearing and what the developer has done to accommodate neighborhoods.
- **Citizen participation procedures are standardized**. Planners still must judge what techniques are appropriate for a particular application and what appropriate notice areas are, but they don't have to try and talk an applicant into working with a neighborhood.
- **Public hearings have been calmer**. In the first 18 months of implementing the ordinance there was only one of the knockdown drag-out hearings that became quite frequent in the years before the ordinance.

Problems with the Citizen Participation Plans

There are some problems, but mostly they deal with implementing the program and educating applicants and neighborhoods. But some fundamental issues have been encountered.

- Many applicants are leery of the process the first time they encounter it. For many, public participation is something they've never been directly responsible for and they assume the plan and implementation process will be beyond them.
- Some applicants are afraid they're being set up, or that a neighborhood vote will be taken. Once most applicants have been through the process, their most common reaction is something like “Is that all there is to it?”
- Getting some developers to take the program seriously might be a challenge. The best predictor of success in the process seems to be the attitude of the applicant. Applicants that accept the process and are sincere about following the staff suggestions and review comments typically do well. Those that fight the idea of participation have an uphill battle.
- Most applicants will be concerned that the citizen participation process will add time to the usual hearing process. Since the model participation process occurs concurrently with other application review, and can even begin before filing an application, there is no reason it has to add to the total processing time.

Most of these issues can be attributed to implementing a new program, and would be encountered by any new step

in the development process. After an applicant has been through the process one time, they are likely to find it easier the next. Also, many developer concerns can be addressed by taking the citizen participation plan one step further by expediting review when neighborhood associations support a project.

Following a citizen participation process like that described above and implemented using the model language, there are three benefits:

a. The neighborhood organizations and interested citizens are involved in an early stage of the process;
b. The developer or applicant has an opportunity to work with potential opposition to resolve the issue before a final action must be taken; and
c. The decision-making body can know that all sides have been involved in an issue prior to making a decision. When the hearing occurs, those who speak are more likely to have a full knowledge of the project and their contribution to the discussion will be more effective and focused.

Mandatory and Structured Involvement

The citizen participation model is becoming widely accepted as the solution to most citizen involvement problems. It brings neighborhood organizations and developers together early in the process. This increases the likelihood that the final application brought for considered by the decision-making body represents a consensus between the two different interests.

But such a citizen participation program has two limitations:

First, it does not empower the neighborhoods to have more than a political voice in the final development consideration. Involvement and participation by a neighborhood or citizen might reduce their perceived influence before the governing body; especially if the developer has conceded to modify the proposal, the neighborhood might appear unreasonable by continuing to oppose the project on a single issue, even if the issue is their single-most important one. This forces the neighborhood association to learn sophisticated negotiation techniques or risk appearing inflexible.

The second limitation is that a citizen participation program does not directly reward a developer who truly cooperates with a neighborhood organization and gains their support for the project. The general spirit of involving and empowering citizens is to let them feel more involved in the process, but the developer's only reward is fewer headaches during public hearings and a lower chance that approval will be denied.

Formalizing Neighborhood Involvement

One idea to improve neighborhood involvement is to make the process more formalized. Such a proposal is intriguing, but mostly untested in political and legal

systems. The basic form would involve requiring an application to have neighborhood approval before moving forward for final action. This is risky on many levels:

- Determining which neighborhood association has final say would be difficult when more than one organization would be affected by the proposed development. This problem has arisen in cities where neighborhoods play a major role in development approval. For example, in Austin, TX, there have been numerous times that a potential development is opposed by one neighborhood group, but supported by another. How would this issue resolve?
- Are the neighborhood associations democratic enough to trust that they really represent their geographical areas? In order for there to be a formalized role, all neighborhood associations would need to follow city-established rules for formation, electing leadership, holding meetings, etc. This could easily overburden what for many is merely a watchdog group.
- Formally giving denial authority to neighborhood associations might be a illegal delegation of legislative authority. If the neighborhood association voted against a development, how could the development be advanced?
- This type of program could easily result in neighborhood associations turning into minor fiefdoms, with power to decide what happens in their area only and not enough reason to consider the needs of the entire community. Certain types of development are necessary for a community, but this approach might result in no area willingly accepting them.

As a result of these concerns, a program to give neighborhood associations the ability to deny a project are strongly recommended against by the consultant. It is doubtful that they could be established fairly, and even more doubtful that they would withstand legal challenges.

In general, the authority to deny an application must rest with an elected body or a duly-appointed body or official. But the ability to approve or support an application can rest nearly anywhere. There are two potential ways to empower neighborhood associations in this way:

One way to formally involve neighborhoods is to modify the citizen participation plan so that the neighborhood association must make a recommendation, in essence stating its support or disapproval of a proposal. The decision-making body still holds final authority, and can weigh the recommendation of the neighborhood association along with

Another benefit of formalized neighborhood associations is that they can play a role in other important community planning activities, including long-range parks, public safety, library, infrastructure and other plans.

all other relevant facts. This is a soft approach to involving neighborhoods in the development review process.

A more firm approach would involve letting a neighborhood association's formal endorsement of a project move more quickly through the approval process.

Expedited Processing

An expedited processing program would be intended to supplement the citizen participation program and reward a developer that obtains support from the affected neighborhood organizations. With this program, a developer that has neighborhood support would be able to request an accelerated review and approval process. A developer without neighborhood support would follow the normal review and hearing process.

An expedited processing program would include these elements:

1. Certification of Neighborhood Associations
   In order to enable a neighborhood association's endorsement of a proposal, the neighborhood association should have a minimum level of planning-related training. This would be relatively easy to accomplish and there are many models for such a program. An additional benefit of training the neighborhood organizations is that they will better understand the issues related to considering a development application, and hopefully look beyond only the neighborhood's interests.
2. Require the developer or applicant to formally present the project to the neighborhood association. This simply expands the typical citizen participation program by formalizing and requiring a critical step.
3. Allow the neighborhood association and the developer to negotiate. Once again this step is basically the same as what happens in the citizen participation program.
4. Establish a way for the neighborhood association to report back to the planning department about the outcome of the negotiation. This formalizes the process and lets the neighborhood association take responsibility for its own actions, rather than requiring the developer to carry this burden.
5. If the neighborhood association reaches agreement about the proposed development, an expedited staff review process will occur so that the application will move more quickly toward final approval.
6. If the neighborhood and developer do not reach an agreement, the regular review process will occur, as well as the regular citizen participation reports before final action. The governing body can then consider both the developer's actions and the neighborhood's involvement and requests.

It is important to note that the developer is only rewarded and never penalized under this system. A developer will be able to balance the new factor of potentially saving time and money by getting neighborhood approval,

rather than just the influence-related benefits of gaining support from the neighborhood.

Mediation Prior to Final Action (or in lieu of an appeal)

As a final step, when no agreement can be reached, mediation can be required between the developer and the neighborhood organizations. Raleigh, North Carolina, is experimenting with such a program. According to press reports, this program has been able to resolve some impasses, but has failed on others. As a last resort before a final denial of an application, mediation might have significant merit. While this idea looks promising, and fits with growing familiarity among planners and lawyers with these techniques, those interested in this idea should wait for more in-depth evaluation of its successfulness. Raleigh's new program already is reporting mixed results and the city is exploring ways to improve the process.

One recommendation of the American Planning Association's recently-released Growing Smart guidebook is the use of hearing officers to resolve development-related disputes. This technique is used extensively in Oregon and Florida, although some critics claim that it actually reduces the effectiveness and influence of neighborhood organizations, for reasons similar to those described above in the discussion of problems with public hearings. This technique might hold some merit, however the ability to implement it under Indiana's statues requires more investigation.

Model language for a community participation ordinance:

This model language is adopted from Glendale, Arizona, one of the few jurisdictions that actually requires a citizen participation plan. The ordinance has been in effect since 1997. It formalizes a process that many jurisdictions try to achieve and requires an applicant to make a good-faith effort to involve citizens in development review.

CITIZEN PARTICIPATION ORDINANCE

Purpose

Every application requiring a public hearing shall include a citizen participation plan that must be implemented prior to the first public hearing. The purpose of the citizen participation plan is to:

B. Ensure that applicants pursue early and effective citizen participation in conjunction with their applications, giving them the opportunity to understand and try to mitigate any real or perceived impacts their application may have on the community;

C. Ensure that the citizens and property owners of Model Community have an adequate opportunity to learn about applications that may affect them and

to work with applicants to resolve concerns at an early stage of the process.

D. Facilitate ongoing communication between the applicant, interested citizens and property owners, city staff, and elected officials throughout the application review process.

The citizen participation plan is not intended to produce complete consensus on all applications, but to encourage applicants to be good neighbors and to allow for informed decision making.

Information Required

At a minimum the citizen participation plan shall include the following information:

A. Which residents, property owners, interested parties, political jurisdictions and public agencies may be affected by the application.

B. How those interested in and potentially affected by an application will be notified that an application has been made.

C. How those interested and potentially affected parties will be informed of the substance of the change, amendment, or development proposed by the application.

D. How those affected or otherwise interested will be provided an opportunity to discuss the applicant's proposal with the applicant and express any concerns, issues, or problems they may have with the proposal in advance of the public hearing.

E. The applicant's schedule for completion of the citizen participation plan.

F. How the applicant will keep the planning department informed on the status of their citizen participation efforts.

Target Area

The level of citizen interest and area of involvement will vary depending on the nature of the application and the location of the site. The target area for early notification will be determined by the applicant after consultation with the Planning Department. At a minimum, the target area shall include the following:

A. Property owners within the public hearing notice area required by other sections of the ordinance codified in this section;

B. The head of any homeowners association or registered neighborhood within the public notice area required by other sections of the ordinance codified in this section;

C. Other interested parties who have requested that they be placed on the interested parties notification list maintained by the Planning Department.

These requirements apply in addition to any public notice provisions required elsewhere in the ordinance.

Phasing

The applicant may submit a citizen participation plan and begin implementation prior to formal application at their

discretion. This shall not occur until after the required pre-application meeting and consultation with the Planning Department staff.

Citizen Participation Report

This section applies only when a citizen participation plan is required by the ordinance codified in this section.

A. The applicant shall provide a written report on the results of their citizen participation effort prior to the notice of public hearing. This report will be attached to the Planning Department's public hearing report.

B. At a minimum, the citizen participation report shall include the following information:

1. Details of techniques the applicant used to involve the public, including:
    a) Dates and locations of all meetings where citizens were invited to discuss the applicant's proposal;
    b) Content, dates mailed, and numbers of mailings, including letters, meeting notices, newsletters and other publications;
    c) Where residents, property owners, and interested parties receiving notices, newsletters, or other written materials are located; and
    d) The number of people that participated in the process.
2. A summary of concerns, issues and problems expressed during the process, including:
    a) The substance of the concerns, issues, and problems;
    b) How the applicant has addressed or intends to address concerns, issues and problems expressed during the process; and
    c) Concerns, issues and problems the applicant is unwilling or unable to address and why.

Discussion Issue Six:

Walkability

What is Walkability?

Walkable residential developments are scaled to humans rather than cars, and they facilitate livelier and more attractive residential communities. The main feature of walkability is an interconnected network of safe sidewalks and paths, separated in some fashion from roads that carry only vehicles. Sidewalks do not end in the middle of a block, and they have a foot or two of grass or trees separating them from streets. Because people can easily walk to many of their destinations, alternative destinations gradually locate nearby. Walkability is about the interaction of people and their environment, and that interaction is a key part of smart growth and CIRCL's Vision.

"Walkability" and *The Image of the City*:

Kevin Lynch's influential *The Image of the City* (1961) identifies five key elements of urban design and the built environment:

- Paths
- Districts
- Edges
- Nodes
- Landmarks

The concept of walkability underlies all five "Lynchian" concepts, but directly addresses the appearance, design and provision of paths, districts and nodes.

Pedestrian-scaled streets and buildings are rooted in the history of human communities. The features of walkable communities still exist in older neighborhoods that developed before the mid-20th century. Many of these areas have experienced a resurgence in popularity throughout Indiana and the rest of the United States. These neighborhoods are attractive vibrant places with small blocks, small-scale commercial activities, canopies of tall, leafy street trees, on-street parking, a range of housing types, an age-diverse population and useful destinations within walking distances. Where these types of older neighborhoods have not been readily available, an increasing number of developers and consumers are building new versions, based on the elements of older communities.

Walkability provides solutions to the following issues:

- The built environment appears unwelcome and inhospitable, so that people prefer to interact with it through their windshields rather than in person.
- Most people drive to meet their daily needs because the different uses in the community – shopping, offices, schools, restaurants, and homes – are so far apart that access is only convenient by car.
- The appearance and pattern of development are not designed to accommodate pedestrians, and it is difficult or dangerous to walk or bicycle in your community's neighborhoods.

- The community is struggling to determine how to accommodate planned transit facilities, so that people are able to easily choose alternative modes of transportation.

Walkability is a key strategy in the toolbox for achieving long-term "livability" in Central Indiana. The principles of compact, livable growth and development identified in CIRCL's Vision Plan are at the core of walkability. A concerted effort to shape development into this pattern will not only accommodate the new residents expected in the Central Indiana region area over future years, but also will help protect the unique environment around Central Indiana for future generations.

Inclusion of Traditional Neighborhood Design Ideas

For the purposes of this discussion, the increasingly popular development form of Traditional Neighborhood Design (TND) is incorporated into the concept of Walkability. The consultants believe that most of the ideas of TND actually are designed to provide walkability features. The five main features of TNDs are:

1. Compact, defined urban neighborhoods, comprising a compatible mix of uses and housing types;
2. A network of connected streets with sidewalks and street trees to facilitate convenient and safe movement through neighborhoods for all modes of transportation;
3. Focus on the pedestrian over the automobile (while retaining automobile convenience);
4. Integration of parks and public spaces into each neighborhood; and
5. The placement of important civic buildings on key sites to create landmarks and a strong sense of place.

The first three TND features can be addressed through regulations in the UDO, while the latter two result more from sound community planning and development practices.

Features of Walkability

Walkable neighborhoods are characterized by diverse housing types, variable lot sizes, shade-providing trees, and accessible green spaces. They promote a sense of community with shared open spaces, trails, and sidewalks, and do so without compromising the privacy and individuality of single residences. Pedestrian and bicycle pathways, typically lit and landscaped, help encourage walking and biking. A good network of pedestrian pathways also minimizes travel distances to local destinations and makes walking more pleasant. Streets are laid out to integrate the neighborhood within the existing grid of the area, dispersing automobile traffic and ensuring multiple, convenient connections to the attractions and services of adjacent neighborhoods and communities. The public realm along neighborhood streets is enhanced by the use of alley-served homes,

which require fewer curb cuts and help maintain the walkable character of the street.

Making communities walkable is not a mysterious process. People naturally will walk more if useful destinations are close to their homes and places of work and if the walking environment is reasonably safe, interesting and pleasant. Walkable communities share several key characteristics that differ from auto-oriented development. (Note: Autos are still a part of a walkable development. Walkable development will not replace auto-oriented development, but should be built more frequently. The ideas of walkability should be incorporated to make auto-oriented development more accessible for pedestrians.)

One must be aware that density does not necessarily lead to walkability, and required density measures should not be a tool to increase walkability. Instead, requirements for features such as sidewalks, smaller blocks, physical improvements to the environment, etc. should form the basis for walkability. Density may then follow, at a level that both the market and careful regulations will encourage. Density is best used to describe walkability, and not to mandate it.

Walkable communities are compact, and the combination of walkable features and compactness results in somewhat higher densities. The compactness brings people and potential destinations closer together, making a walk between destinations more feasible. An additional benefit is that compact communities use less land. Even moderate results of higher density and commercial intensity can yield great improvements in accessibility and preservation of open space. For example, assuming a population growth for Central Indiana of 100,000 people in the next 20 years, a reduction in average residential lot size from 15,000 to 12,500 square feet would save almost 4000 acres of land that would otherwise be developed.

If people aren't walking, it is probably because they are prevented from doing so. Walking rates in neighborhoods within the same city are directly related to the quality of the system. In other words, in high-quality pedestrian environments, lots of people walk. Where the system fails - with missing sidewalks, major barriers, no safe crossings - people walk less, and those who do are at greater risk.

Walkable areas have a human scale that makes walking and bicycling more enjoyable in addition to accommodating the automobile. Non-residential buildings, with many windows and doors, are set close to the street. This configuration enhances the relationship between the private realm of buildings and the public realm of the street, creating an interesting walking environment. Narrower streets cause drivers to be naturally more cautious, which slows traffic and reduces accidents. Narrower street widths also minimize crosswalk distances for pedestrians. Greater provision of sidewalks along all levels of streets improves pedestrian

safety, according to a recently released Federal Highway Administration report.

The principles of walkability apply to neighborhoods of many different scales. While a walkable area may be a specific neighborhood-sized area, many walkable communities can and should be combined and linked with whole towns or cities. Pedestrian friendly concepts can be applied to developments ranging from the scale of individual buildings to small business districts to your community's downtown. There are two scales at which to conceptualize and implement walkable development features and ideas:

Individual subdivisions – Use walkability to create a more compact development, and to encourage compatible infill development and to conserve open space.

Community-wide application – Apply walkability-based principles of design on a community-wide basis as the foundation for the livability development pattern.

Finally, the walkability concept can be applied to different types of locations. It can be used for infill development within existing areas such as your downtown or older neighborhoods, for new growth in Central Indiana's future transit corridors, or for the development of rural hamlets and villages in rural areas.

Using walkability to implement CIRCL's Vision Plan

The basic concepts of walkability fit CIRCL's Vision Plan smart growth agenda very well:

- Connected street patterns create a more efficient transportation network than one that comprises dead-end streets and only a few connector roads. Greater connectivity enables traffic to disperse rather than be concentrated, enables greater choice of routes, increases response times for emergency services, and makes public transportation much more viable.
- Incorporating parks and open space into neighborhood design enables environmental concerns to be addressed more effectively.
- Compact site design provides savings in land area consumed and in infrastructure costs – both capital outlay and ongoing maintenance.
- Integration of compatible uses, such as smaller-scaled retail and office areas, into residential neighborhoods help to provide services and employment opportunities at a local level, thereby potentially reducing the number of car trips necessary in a conventional suburban area.
- Traffic calming street design combines narrower streets with on-street parking and has been shown to slow down vehicle speeds. Narrower streets also enhance walkability by reducing the pedestrian's effort and time required to cross streets. On-street parking also provides pedestrians with the safety barrier of parked cars to protect them from moving traffic. Stop signs at regular intersections combined

with other traffic-calming measures such as traffic circles, speed humps and speed tables can also slow traffic to pedestrian-friendly speeds.

- Cost savings to taxpayers are provided by walkability. These also benefit the local governments who have to carefully balance tax revenues and the costs of services. Many studies have shown that more compact forms of mixed-use development not only consume less land, but also cost less to construct and to maintain than conventional subdivisions.
- The connected street patterns, mixture of uses, variety of house types and housing densities, combined with the overall concept of creating a "walkable neighborhood" create a transit-friendly design that is inherently supportive of public transit, either bus or rail. Because increased efficiency and ridership of public transit is a key desired component of Central Indiana's future, walkability is an important smart growth concept.

What are the Alternatives to Walkability?

If your community desires a more compact and efficient development layout, one that allows flexibility, improved transportation, consumer choice and open space preservation, there are few alternatives to walkability. The ideas of walkability are based on the structure and form of neighborhoods built before automobiles dominated in your community and elsewhere. Those neighborhoods, with attributes including a human, walkable scale and lively mix of uses are as inviting now as when they were originally developed, 60 to 150 years ago. Walkability is developing specifically as an alternative to the car-dominated suburban development common over the last several decades – although as earlier stated, it is not intended to, and will not, result in car-free areas of your community.

The older idea of Planned Unit Development (PUDs) often has several features of walkability, depending on the exact requirements for how the PUD is intended to improve the look and feel of the community. PUDs, with site specific master plans, often feature substantial attention to urban design. But PUDs have typically been individual projects that make few, if any, connections to adjacent properties. The connectivity featured as part of walkable development guarantees the production of a more efficient infrastructure of streets and preserved open space.

Who creates walkability?

Both public and private actions help create walkable areas. Public planning staff, engineers, public works staff, other city and county departments, and legislative bodies provide the public framework for explaining walkability and approving projects that incorporate it when they come forward. In the private sector, developers build pedestrian-scale, livable communities in response to market forces and regulatory frameworks. Private citizens can promote walkability in several ways, including:

- supportive attendance at public hearings;

- continued involvement in neighborhood activities and neighborhood organizations; and
- sending letters to developers, elected officials, and media outlets.

But most importantly, citizens help support the walkability idea by living in or near walkable communities and frequenting the offices and stores in walkable nonresidential areas.

Identifying areas appropriate for walkable development

Your community should clearly identify which areas are most appropriate for transformation or repair into walkable districts. Ideally, a desired urban core of compact neighborhoods and corridors of concentrated growth should be identified as the primary areas where walkable development should be focused. A walkable area should be large enough, through new development or development efforts, to create a critical mass of activity. Ideally, walkable areas should be connected to the greater community and not be isolated islands.

A walkable community should not be cut off by infrastructure or environmental constraints. Wide arterial roads with heavy traffic, grade-separated highways and some transit facilities such as train tracks may act as barriers to pedestrian development. Environmental constraints such as steep slopes are also likely to restrict pedestrian accessibility and limit the amount of land available for development. Park-and-ride lots, buildings with no opportunity for pedestrian pass-through, and even transit stops or stations themselves can end up being pedestrian barriers, if excessive in size or walled off from the surroundings.

In some situations, a more appropriate configuration might be a "one-sided" walkable area. This approach could be used to place large retail businesses that require high visibility from automobiles along an arterial street, while focusing pedestrian-scale elements farther inside the walkable district, away from the arterial street.

This concept, newly emerging in traditional neighborhood development and new urbanism, might be used to help address the apparent mismatch between walkability-type developments and the proven strategies that lead to successful retail. But this "one-sided" option must be carefully implemented, so that the larger retail activity doesn't eventually overwhelm the walkable side. One intriguing idea for this is to require large parking lots to match a desired street and block pattern. The parking area could then share in many of the walkability concepts, and if the market forces eventually led to greater intensity of commercial activity, the street pattern would already be established.

What Are the Advantages of Walkable Communities?

Walkable communities have many benefits, from a county-wide or regional scale to the smallest of local scales. They encourage a mix of housing choices to suit various stages of life, an important concept discussed earlier in this guide. Walkable developments channel growth in new areas to protect habitat, agricultural land and open space. Well-designed walkable communities, with mixes in land use, have the potential to reduce dependency on automobiles and reduce infrastructure investment costs.

One of the original intents of zoning was to separate noxious and unpleasant uses from residential areas. Over time, this idea has been lost and zoning has become more of a tool to group similar uses. The need to prevent problems associated with noxious and unpleasant uses can now be accommodated through a combination of mixed use zoning, performance standards for nonresidential uses and paying special attention to the appearance of new development.

Land use balance

The CIRCL Vision Plan alludes to a growing concern that downtown and suburban areas in Central Indiana are unbalanced in terms of land use.

- Many downtown areas have become places that lack housing and any evening or weekend activity.
- Suburbs have become places that separate housing, retail and employment uses in different, mutually exclusive areas, making residents dependent upon their cars to accomplish even the simplest errands.

Walkable communities can be part of an organized, concerted effort to address county-wide accessibility, congestion and sprawl. Channeling development in compact patterns, reducing automobile dependency and improving the public transit system will help the transportation network in your community, and Central Indiana as a region, perform with a better level of service. Because walkable communities complement housing with nearby employment, retail or community services, they may help improve the ratio of jobs to housing. People may be able to live, work and shop in the same community. The mix of uses may help your community and the region achieve greater economic stability in the face of market declines in different sectors. Individual developers and businesses can gain a wider market area because of street connectivity and greater population within and near their walkable area.

Urban Revitalization

Walkable developments form an efficient framework for infill and redevelopment of underutilized lands in older urban and suburban areas. Tools to help your community increase pedestrian access will help improve livability and compete regionally to attract residents, workers and shoppers.

Creating walkable areas in existing but underutilized areas is particularly cost-effective because the public infrastructure (roads, parking area, street lights, etc.) already exists, although there may need to be some updating. The walkable concept also capitalizes on and enhances the historic, cultural and aesthetic infrastructure in an existing area, including buildings, views and the legacy of a shared past.

Safety

People want to walk in an environment where they can feel safe, not only safe from motor vehicle traffic, but safe from crime or other concerns that can affect personal security.

Combined with street-oriented architecture, the great variety of activities in a walkable community (such as walking, bicycling, rollerblading, street vending and people watching) fosters a safe environment because there are always more people present to look out for one another. Crime Prevention Through Environmental Design (CPTED) stresses that basic improvements in how communities are built and appear can play a significant role in reducing the risk of a range of crimes. Pedestrian-oriented design features, such as numerous storefronts, windows and porches facing the street, help provide the informal surveillance of "eyes on the street."

Street design in a walkable area plays a role in improving safety for children and other pedestrians. Balanced, reasonable street widths, planting strips, street trees and some traffic-calming measures, such as on-street parking or narrowed intersections, slow traffic to manageable levels. North Carolina's Department of Transportation recognized this and provided Traditional Neighborhood Design (TND) street standards in August 2000 that can be borrowed for use for new development in your community. In contrast, conventional streets are usually designed to accommodate traffic speeds 15 miles per hour faster than the posted limits. The FHWA's *Analysis of Factors Contributing to "Walking Along Roadway" Crashes* study released in February 2002, indicated that street and sidewalk design plays a major role in many pedestrian accidents, and added recommendations for provision of sidewalks.

Choice of sites for commercial tenants

Walkable areas also provide choice and diversity for retail, office uses and other tenants. Visitors who drive to the area can park just once and walk to all their destinations and errands, rather than having to make multiple short trips by car from parking lot to parking lot. Development in walkable areas can probably get by with lower parking requirements or shared parking arrangements. Workers are able to walk to commercial areas to do errands. Once people become accustomed to the rich shopping experience in a pedestrian-friendly environment, they might begin to prefer it to the large, expansive parking lots surrounding a single store. This is especially true when the walkable shopping area can still

accommodate the large retail stores to which shoppers are becoming accustomed.

Walkable developments are gaining popularity among large office tenants. Walkability can also be used when developing new areas; in 1994, Apple Computer relocated 500 new jobs to Laguna West, a neo-traditional neighborhood near Sacramento. State Farm Insurance located more than 1,000 jobs at Northwest Landing, a pedestrian-friendly community between Olympia and Tacoma, Washington. The attractiveness of walkable development to major tenants, and its compatibility with Central Indiana's desired form of growth as described in the CIRCL Vision Plan, make it an important concept to integrate.

Environmental Benefits

Walkable areas have numerous indirect environmental benefits. By channeling development in compact patterns, walkable areas help preserve open space, habitat and other sensitive lands. Development that might have encroached on critical lands instead is steered to vacant or redevelopable parcels in areas with existing infrastructure, or to buildable sites in preferred growth areas.

An ample amount of trees helps mitigate "urban heat islands" caused when asphalt and other man-made surfaces absorb and radiate heat, making ambient air temperatures much higher in urban and suburban areas. Trees reduce energy demand for air conditioning in homes and businesses because the shade lowers ambient air and ground temperatures. Trees also reduce carbon dioxide levels in the air, filter pollutants and produce oxygen.

Air and water quality improve when people are able to walk and bicycle more and drive less. Overall, members of households in walkable areas should drive fewer miles and make fewer trips compared to people living in automobile-oriented areas. Automobile emissions are reduced, including chemicals and particulates from tail-pipes and particulate matter from tires. Many of these pollutants are washed into streams and other water bodies during heavy storms.

Traffic Benefits

The average suburban household now makes 10 to 12 car trips per day, and the majority of those trips are made for non-commuting purposes such as shopping, getting children from school, nighttime entertainment or visiting friends. The walkable pattern of development has potential for greatly influencing travel behavior for non-commuting trips. Walkable areas would allow people to walk or bicycle for many of these frequent, but short trips. With a safe and pleasant walking environment, people will walk to as many locations as they can, and they can combine multiple destinations and purposes into one walking trip, rather than making several short trips by car for several different purposes.

Ideally, residents should be able to walk to shopping and other errands from their homes. However, in many areas, especially already built-up parts of communities, this may be unrealistic. One viable solution is to provide walkable “park once” developments that can provide many desired destinations in one location. Such an alternative to existing patterns would make further reductions in automobile use and dependency.

Glossary

Adequate public facilities ordinance. A requirement that approvals for projects are contingent upon evidence that public facilities have adequate capacity for the proposed development. When facilities are found inadequate, development is postponed, or developers may contribute funds to improve facilities.

Affordable housing allocation. A requirement in some states that local governments must plan to accommodate a fair share of all housing types geared to regional housing needs. Targets can then be met through various programs to encourage or mandate lower-income housing.

Cluster zoning. Zoning provisions that allow groups of dwellings on small lots to be located on one part of a site, thereby preserving the open space and/or natural features on the remainder. Minimum lot and yard sizes for the clustered development are reduced to allow flexibility in lot placement and design. Like PUDs, cluster site designs are usually subject to more detailed reviews.

Designated development area. Similar to an urban growth boundary in that certain areas within a community are designated as urbanized, urbanizing, future urban, and/or rural, within which different policies for future development apply. Used to encourage development in an urbanizing area or redevelopment in an urbanized area.

Extraterritorial jurisdiction. Power of local governments in some states to plan and control urban development outside their incorporated boundaries until such areas can be annexed. Such controls may also be effected through intergovernmental agreements, such as between a city and a county.

Flexible zoning. Zoning regulations that establish performance standards and other criteria for determining appropriate uses and site design requirements rather than a prescribing specific permitted uses and building standards. Performance standards are rarely applied to all zoning districts are often used for selected locations or types of uses.

Growth limit. Establishment of an annual limit on the amount of permitted development, usually affecting the number of building permits issued and most often applied to residential development. Such limits require a method for allocating permits, such as a point system. Limits may be adopted as either an interim or a permanent measure.

Incentive zoning. Zoning provisions that encourage but do not require developers to provide certain amenities or features in their projects in return for identified benefits

such as increased density or rapid processing of applications.

Inclusionary zoning. Zoning that requires or encourages construction of lower-income housing as a condition of a project's approval. Provisions may include density or other bonuses in return for housing commitments and may require housing on site or allow construction at another site.

Overlay zoning. A zoning district, applied over one or more other districts, that contains additional provisions for special features or conditions such as preservation of historic buildings, protection of environmental features like wetlands or steep slopes, and allowing certain appropriate uses throughout an area, like residential uses in a downtown area.

Planned Unit Development. An optional procedure for project design, usually applied to a fairly large site. It allows more flexible site design than ordinary zoning by permitting options or relaxing some requirements. A PUD frequently permits a variety of housing types and some nonresidential activities. Usually a PUD includes an overall general plan that is implemented in phases. While offering the advantage of allowing more creativity, PUDs are usually more difficult to approve, since the PUD regulation effectively serves as the entire zoning regulation for the site.

Point system. A technique for rating the quality of a proposed development by awarding points according to the degree to which the project meet stated standards and criteria. Typically, the various factors are weighted to reflect public policies. Point systems are frequently used in flexible zoning and with techniques to limit growth.

Review boards. Review boards are sometimes established by local governments to help with the development review process. Review boards can focus on narrow topics, such as design standards, or broad topics, encompassing any planning issue.

Rezoning. Rezoning is any change from existing zoning standards to new ones. There are two types of rezoning; the most common is when the zoning designation for a piece of land is changed (for example, from multi-family to mixed use); the second type is when a community revises the standards for its zoning districts (for example, allowing additional uses in all commercial districts).

Subdivision Ordinance. Subdivision regulations are used primarily to regulate how large parcels of land are divided into smaller parcels. Subdivision regulations are often used to ensure provision of adequate infrastructure when new development occurs.

Urban growth boundary/urban service limit. Boundaries established around a community within which the local government plans to provide public services and facilities and beyond which urban

development is discouraged or prohibited. Boundaries are usually set to accommodate growth over ten to 20 years and are intended to provide more efficient services and to protect rural land and natural resources.

Variance. A variance is a permitted exception from the standards of a zoning ordinance. Variances require some type of discretionary approval from either an elected or appointed board.

Zoning Ordinance. Zoning ordinances are applied by communities to regulate the use of land and property in order to protect public health and welfare. Common zoning restricts address the size, height and placement of buildings, parking requirements, the permitted uses of a structure, and protection of natural resources.