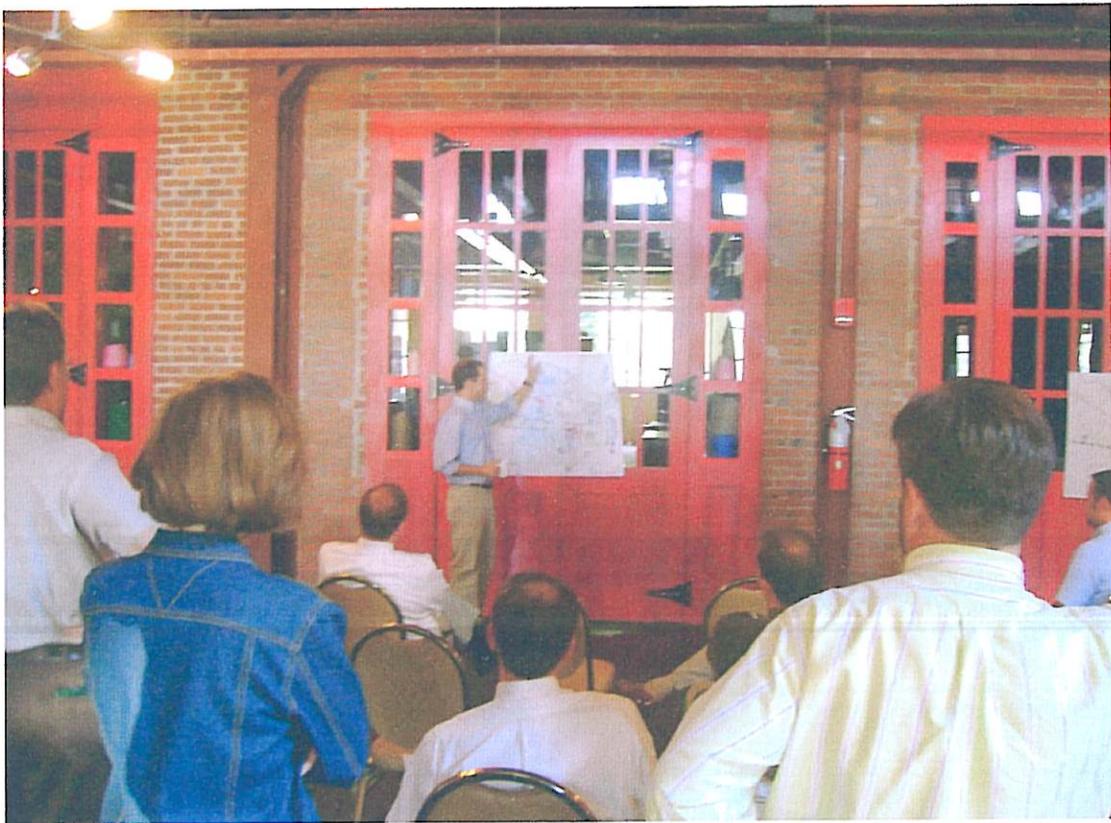


THE A.I.A. 150 BLUEPRINT LEBANON ADVISORY COMMITTEE WORKSHOP

*LEBANON'S HISTORIC TOWN CENTER AND ITS NEIGHBORHOODS
28 AUGUST 2008*

SUMMARY REPORT



This report was prepared by T. K. Davis FAIA, Associate Professor
at the University of Tennessee College of Architecture + Design

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SUMMARY

On Thursday, August 28, 2008, AIA Middle Tennessee, Cumberland Region Tomorrow, the Greater Nashville Regional Council and the University of Tennessee College of Architecture and Design conducted a four-hour afternoon workshop for the AIA 150 Blueprint Lebanon Advisory Committee, hosted at the Mill in Lebanon. This workshop was an extension of the two-day AIA 150 community assessment and visioning workshops for Lebanon held in August 2007 to address problems of growth and the town center through application of the AIA's Ten Principles of Livable Communities and Cumberland Region Tomorrow's *Quality Growth Toolbox*.

The stated purpose of the workshop was to consider how Lebanon could designate for reinvestment and redevelopment areas of its historic town center and surrounding neighborhoods, and to consider strategies and tools by which a reinvestment and redevelopment plan might be implemented. To this end, the program began with a presentation on Reinvestment and Revitalization Area Plans, followed by small breakout groups at tables identifying whether factors present in Lebanon's town center district warranted a reinvestment area plan, and where the potential boundaries of such a plan might be located. Following a group presentation by each table on their ideas, a presentation followed on strategies and tools in Cumberland Region Tomorrow's *Quality Growth Toolbox* that might be considered as part of a revitalization area plan. Each of the tables was then asked to consider the relevance to Lebanon of these ideas, and present their thoughts to the group.

Many of the ideas and much of the discussion inferred two complementary and interconnected strategies:

First, encourage the Tennessee Department of Transportation (TDOT) to improve walkability and better streetscapes through Context Sensitive Solutions (CSS / see appendix) for the major east-west and north-south state routes that intersect at the historic central square in Lebanon's town center— the heart of Lebanon. Context Sensitive Solutions are the proposed recommended practice of The Institute of Transportation Engineers and the Congress of the New Urbanism. The Institute advocates in a recent report (see appendix) CSS "in the planning and design of major urban thoroughfares for walkable communities." The report "provides guidance and demonstrates for practitioners how CSS concepts and principles may be applied in roadway improvement projects that are consistent with their physical settings. The report's chapter's are focused on applying the principles of CSS in transportation planning and in the design of roadway improvement projects in places where community objectives support walkable communities-- compact development, mixed land use and support for pedestrians and bicyclists, whether it already exists or is a goal for the future."

Second, promote transit-oriented development (TOD / see appendix) within a ten minute, or half-mile walk, of the Music City Star transit station, an area that

encompasses amenities such as the town square, The Mill, and new greenways that can all become connected. Transit-oriented development is compact, supports transit, promotes mixed uses, is pedestrian-friendly, mixes housing types, densities and costs, is environmentally sensitive, prioritizes public space formation, and encourages infill and redevelopment.

In addition, there appeared to be general agreement to support the University of Tennessee College of Architecture and Design and the Vanderbilt University Owen School of Business Real Estate Program in their upcoming collaboration on a design and development study focusing on Lebanon's town center. During the four month Spring Semester of 2009, the University of Tennessee and Vanderbilt students, under faculty direction, will explore the feasibility of transit-oriented development in Lebanon to produce environmentally, economically and socially sustainable redevelopment in and near the town center. The University of Tennessee students will produce drawings of urban design alternatives for Lebanon. The Vanderbilt students will concurrently produce detailed pro-forma analysis of the designs, an analysis of the projects' goals, constraints and projected utilization, identify indirect project stakeholders with an accompanying cost-benefit analysis of the local impact on these indirect stakeholders, and report on the legal environment affecting the investment, development and management of the property.

The TDOT Context Sensitive Solutions and Tennessee/Vanderbilt transit-oriented design and development initiatives constitute "next steps" in Lebanon's effort to revitalize its town center and surrounding neighborhoods.

LEBANON'S HISTORIC TOWN CENTER AND ITS NEIGHBORHOODS
AIA 150 BLUEPRINT LEBANON ADVISORY COMMITTEE WORKSHOP

28 August 2008

The purpose of this workshop is to consider how Lebanon can designate for reinvestment and redevelopment areas of its historic town center and surrounding neighborhoods, and to consider the strategies and tools by which a reinvestment and redevelopment plan might be implemented.

WORKSHOP SCHEDULE:

1:00 p.m. Welcome by John McDearman, Magi Tilton and T. K. Davis
and a Report on The AIA 150 Blueprint for America
Assessment and Visioning Workshop for Lebanon
The Process and Its Recommendations

1:20 p.m. Presentation on Reinvestment and Redevelopment Area Plans

2:00 p.m. Breakout Table Discussion with Facilitators

Table participants should orient themselves to key features in Lebanon's historic town center and its neighborhoods, using the plan and tracing paper overlay sheet(s) for reference.

According to the American Planning Association's (APA) *Growing Smart Legislative Handbook* (2002), "a redevelopment area plan... encourages reinvestment in and revitalization and reuse of areas of the local jurisdiction characterized by (any of the following eleven) conditions or circumstances:"

- Loss of retail, office, and industrial activity, use, or employment
- Predominance of deteriorating or deteriorated structures
- Abandonment of structures
- Environmentally contaminated land
- Existence of unsanitary or unsafe conditions that endanger life, health, and property
- Damage from disasters
- Defective or inadequate street or lot layout

- Vacant land that has remained so for a long period of years and is not likely to be developed through the instrument of private capital
- Deterioration in public improvements, such as streets, lighting, curbs, gutters, sidewalks, and related pedestrian amenities
- Tax or special assessment delinquency exceeding the fair market value of the land
- Any combination of such factors that substantially impede growth or affect public health and safety

At each table, identify which (if any) of these factors are present in Lebanon's historic town center and its surrounding neighborhoods, making diagrammatic notations on the tracing paper overlay, as appropriate.

At each table, discuss whether Lebanon should identify one or more reinvestment and redevelopment plan areas, and why?

As a group, determine potential boundaries of the area(s), and draw these potential boundaries on the tracing paper overlay. (Use additional tracing paper layers if necessary.)

2:30 p.m. Each table will tape their plan drawing(s) on the wall, and make a concise report to the entire group with their findings.

3:00 p.m. Break

3:10 p.m. Presentation on reinvestment and redevelopment strategies and tools to consider for Lebanon's historic town center and its neighborhoods from Cumberland Region Tomorrow's *Quality Growth Toolbox*.

3:50 p.m. Breakout Table Discussion with Facilitators

Using the plan drawing and tracing paper for diagrams and notations, each table should brainstorm to identify opportunities that may exist for reinvestment and the redevelopment of Lebanon's historic town center and its neighborhoods.

Again using tracing paper for diagrams and notations, seek to reach a consensus at each table on which of the following Cumberland Region Tomorrow's *Quality Growth Toolbox* strategies and tools are most relevant, and why, to implement the goals and objectives of a potential reinvestment and redevelopment plan.

Define and Focus on Promising Areas

Create a Good Redevelopment Plan

Make Reinvestment Possible

- Utilize Approval Streamlining
- Make Higher Density Possible
- Expand Residential Use and Type
- Encourage Mixed-Use
- Adopt and Use Form-Based Regulations
- Establish Flexible Parking Requirements
- Zoning Code Amendments
- Utilize Building Codes That Allow for Rehabilitation

Use Incentives to Promote Reinvestment

- Provide Brownfield Assessment and Remediation
- Encourage Greyfield Redevelopment
- Establish a Redevelopment District
- Implement Tax Increment Financing (TIF) Districts
- Business Improvement Districts (BIDS)
- Implement PILOT – Payment in Lieu of Taxes
- Community Development Block Grants (CDBG)
- Tennessee Courthouse Square Revitalization Program
- Green Investment Fund
- Location Efficient Mortgages (LEM)
- Revolving Loans for Historic Preservation
- Historic Tax Credits
- Capital Improvements
- Upgrade and Repair Infrastructure
- Adopt Innovative Storm Water and Management Program
- Implement Information Infrastructure

Design Attractive Community Centers

- Make Streetscape Improvements
- Maximize Public Buildings and Uses
- Create Multimodal and Walkable Areas
- Use Effective Design Principles
- Use Good Civic and Architectural Design to Create Great Places
- Use Civic Design Principles to Create Great Public Spaces
- Use Design Guidelines
- Use Conservation Zoning
- Include and Enhance Natural Features, Rivers, and Open Spaces
- Enhance Community Assets with Signage
- Create an Urban and Community Forestry Program

Maximize Organizations and Resources in Revitalizing Areas

- The National and Tennessee Main Street Program
- Community Development and Neighborhood Associations
- Design Charrettes

4:20 p.m. Each table will then tape their drawings on the wall, and make a concise report to the entire group with their findings. (Please make a notation on the drawings for the record of who was at each table.)

4:50 p.m. Workshop Conclusions, Next Steps and Wrap Up

5:00 p.m. Adjourn

4:20 p.m. Each table will then tape their drawings on the wall, and make a concise report to the entire group with their findings. (Please make a notation on the drawings for the record of who was at each table.)

4:50 p.m. Workshop Conclusions, Next Steps, Wrap Up and Adjournment

OBSERVATIONS AND IDEAS PROPOSED:

There appeared to be a general sense that a revitalization area plan would be a positive development in Lebanon's town center and (at least) some of its surrounding neighborhoods.

Many of the ideas and much of the discussion inferred two complementary and interconnected strategies:

Encourage TDOT to improve walkability and better streetscape through Context Sensitive Solutions (CSS / see appendix) for the major east-west and north-south state routes that intersect at the historic central square in Lebanon's town center— the heart of Lebanon.

Promote transit-oriented development (TOD / see appendix) within a ten minute, or half-mile walk, of the Music City Star transit station, an area that encompasses amenities such as the town square, The Mill, and new greenways that can all become connected.

In addition, there appeared to be general agreement to support the University of Tennessee College of Architecture and Design and the Vanderbilt University Owen School of Business Real Estate Program in their upcoming collaboration on a design and development study focusing on Lebanon's town center.

Among other ideas suggested by one or more participants or tables were the following:

Institute form-based codes in lieu of traditional land use zoning.

Promote more flexible parking.

Allow higher densities of housing in the town center.

Promote mixed use.

Promote bicycle riding (Chattanooga and Davis, California exemplify best practices readily researchable on the Internet in this regard, both of which are university towns).

"The Cedar City" should enhance its efforts in urban forestry.

Establish a Business Improvement District downtown.

Reinforce the visual and physical connections of Cumberland University to the town center.

Explore the feasibility of Tax Increment Financing (TIF / see appendix) as an incentive for revitalization as part of a redevelopment area plan.

Spatially define the southwest corner of the historic town square with a parking structure lined with mixed uses (and therefore facades) fronting on the square.

Institute revolving loans for historic preservation in the town center.

Enact zoning changes to allow upper story living in the town center.

Enact conservation zoning for established neighborhoods.

One table identified a number of locations, and boundaries) which could have their identity enhanced through revitalization efforts, including:

The Historic Square District

The Hill Street District

The Depot District

The Fairview District

The Mill District

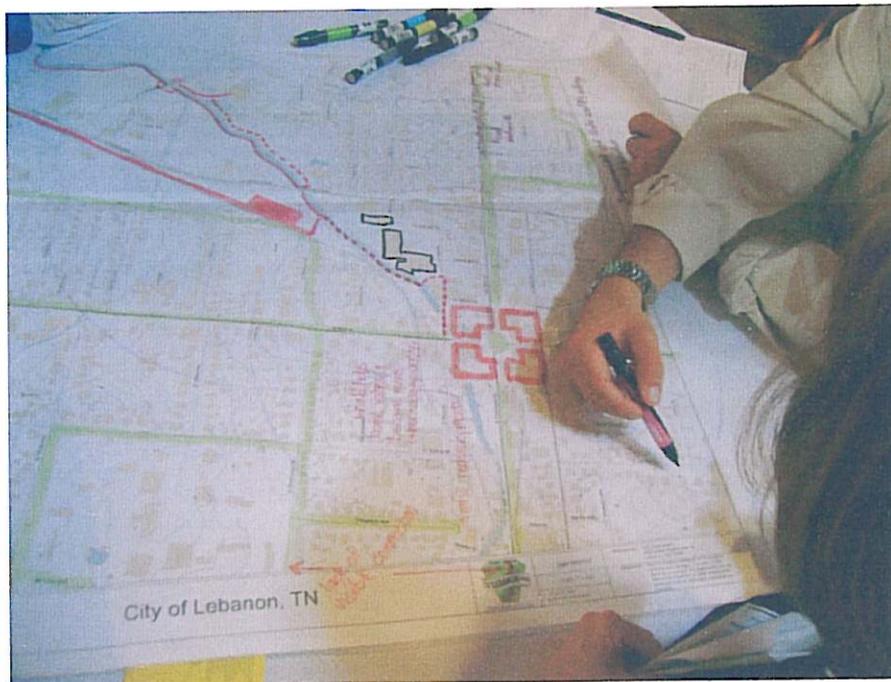
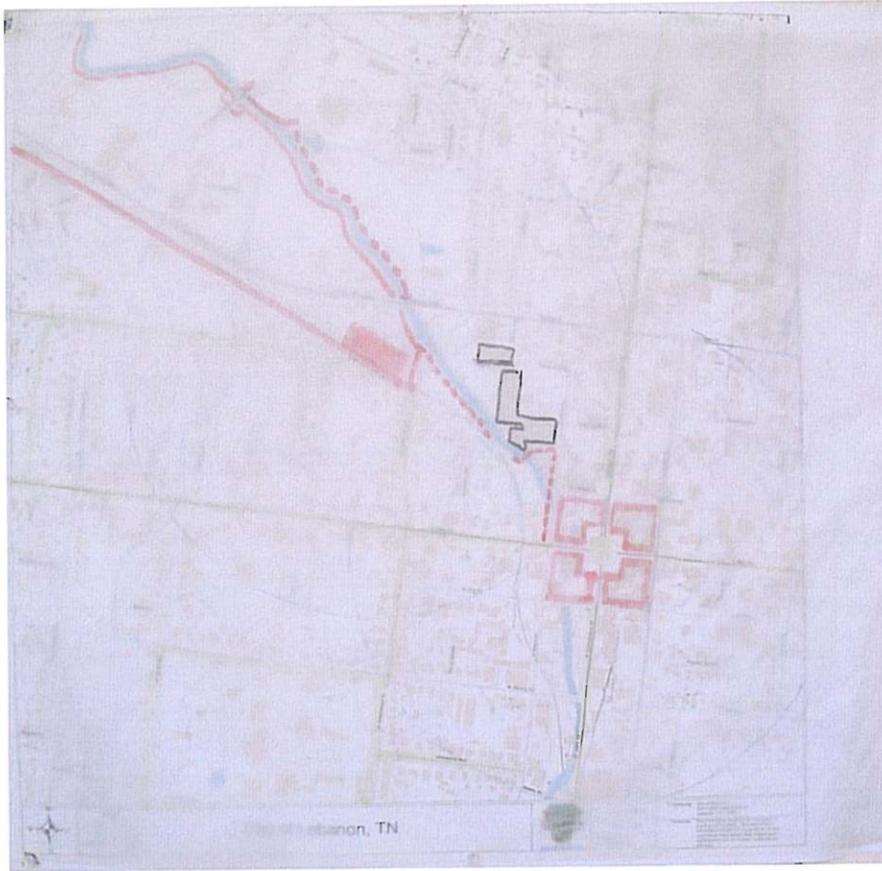
The Market Street District

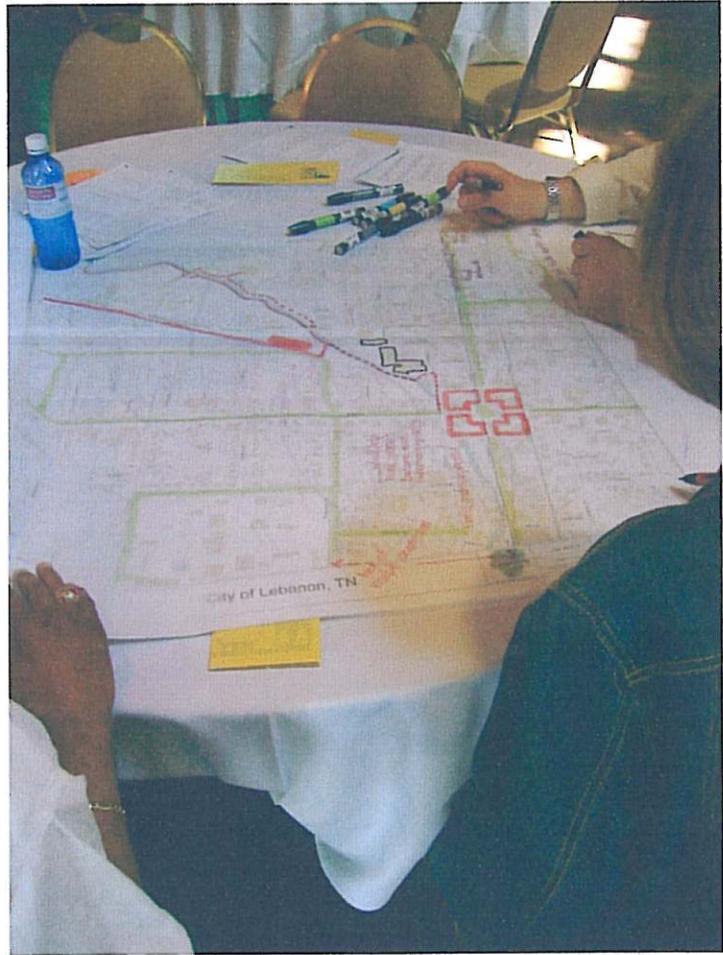
The Civic Center District

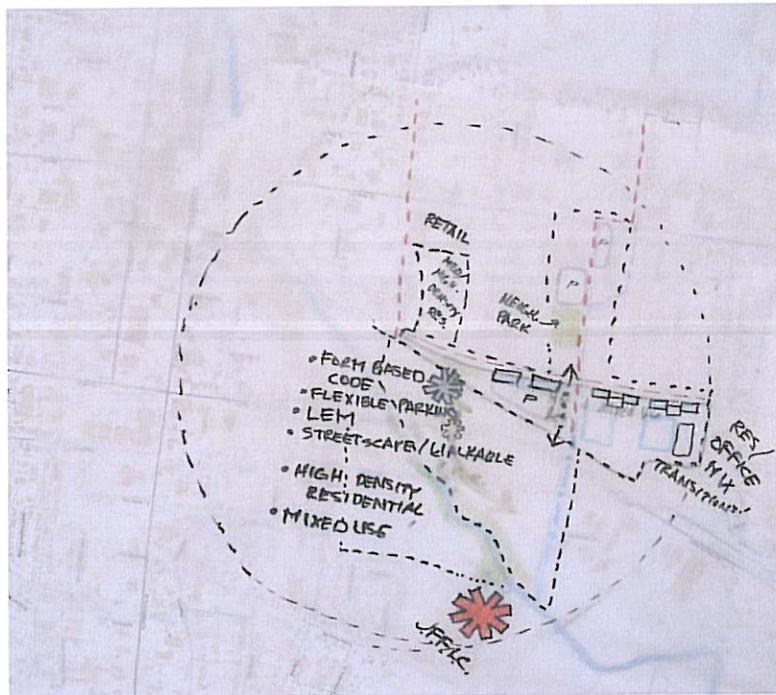
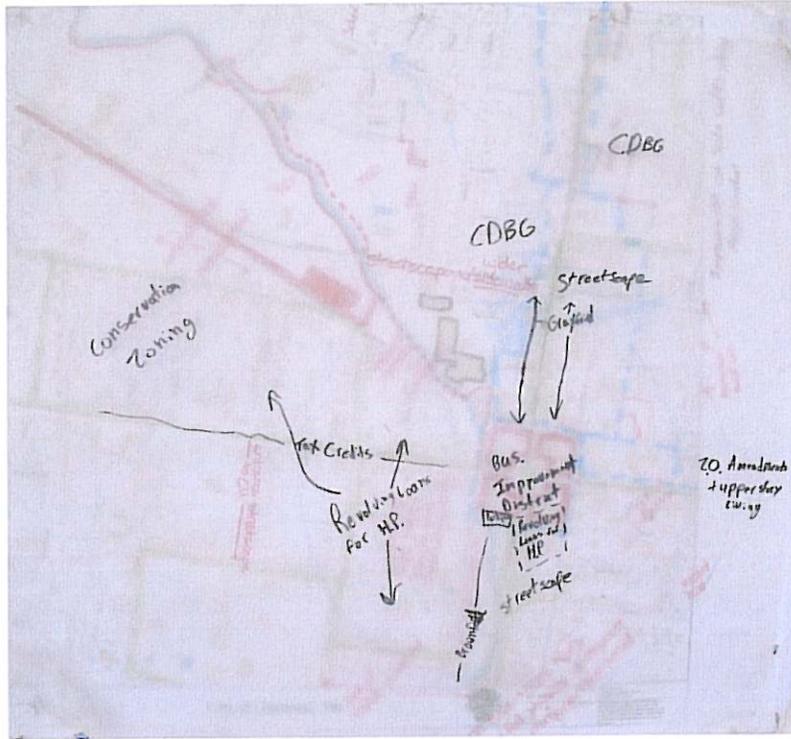
The Cumberland Historic District

The Greenwood Mixed-Use District (redevelop the Greenwood Corridor)

PHOTOGRAPHS OF THE WORKSHOP AND BASE DRAWING TABLE OVERLAYS







APPENDIX:

Excerpt from The Institute of Transportation Engineers'
Proposed Recommended Practice Publication *Context Sensitive Solutions in Designing
Major Urban Thoroughfares for Walkable Communities*
"Transforming a Suburban Arterial" pages 73-76.

Excerpts from the American Planning Association's *Planning and Urban Standards*
Emina Sendwich, Graphics Editor. John Wiley & Sons, Inc. (Hoboken, New Jersey)
2006.

- "Redevelopment Area Plans" pages pages 25-26.
- "Transit-Oriented Development" pages 450-452.
- "Capital Improvement Programs" pages 63-64.
- "Tax Increment Financing" pages 641-643.

The American Institute of Architects Ten Principles of Livable Communities

Cumberland Region Tomorrow Quality Growth Principles

DEVELOP CONTEXT SENSITIVE DESIGN GUIDANCE

(Excerpt from *Cumberland Region Tomorrow's Quality Growth Toolbox* pp. 149 – 155)

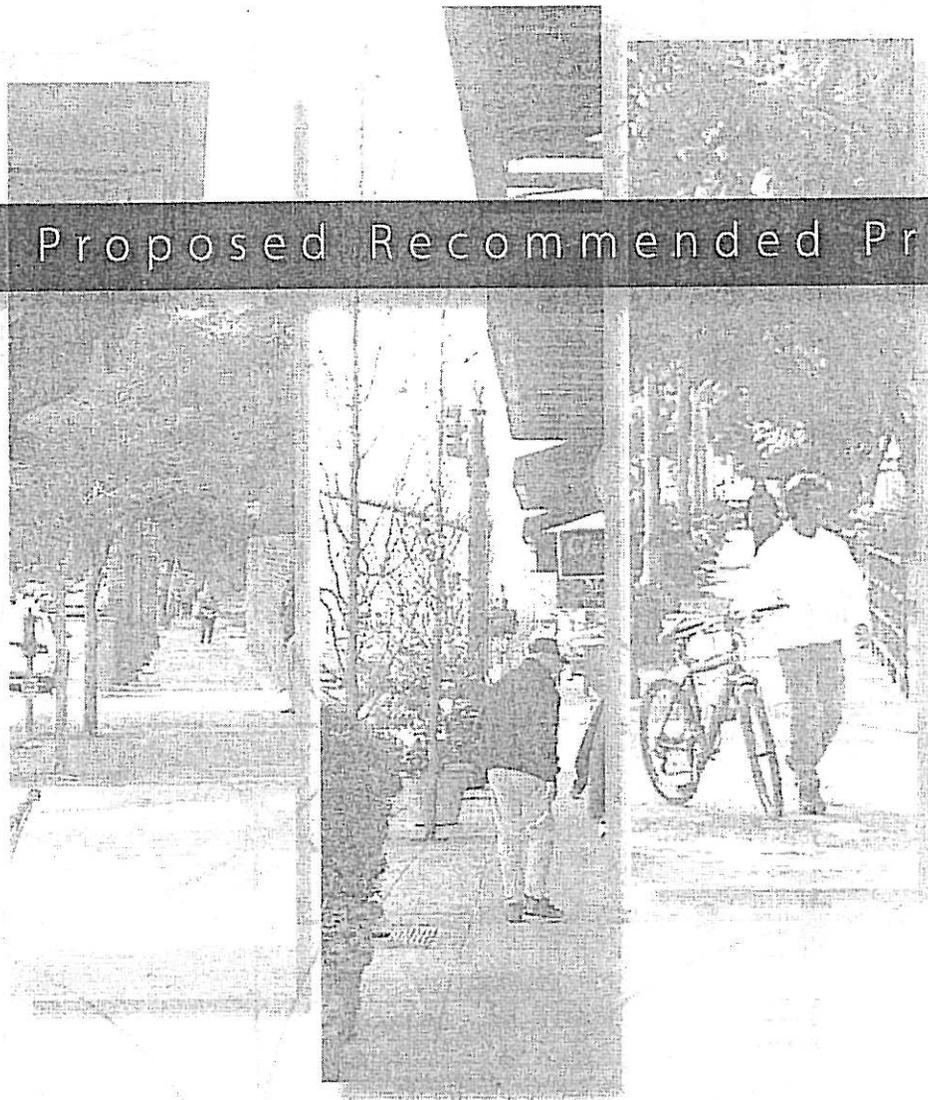
(In accordance with *TDOT's Tennessee Long Range Transportation Plan* "Policy R: Promote and implement context-sensitive solutions and balance safety, mobility, community, and environmental goals in all projects" and The Institute for Transportation Engineers' publication *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*)

What is Context Sensitive Design?

Context Sensitive Design or CSD is a way of approaching the development of transportation projects that serve all users and that are compatible with their surroundings-- the community and the environment. Successful CSD results from a collaborative, multidisciplinary, and holistic approach to transportation planning and project development. It is a process of balancing the competing needs of many stakeholders starting in the earliest stages of project development. It is also flexibility in the application of engineering standards to design a facility that is safe for all users regardless of the mode of travel they chose. There are many definitions of CSD but they share a common set of tenets:

- Balance safety, mobility, community and environmental goals in all projects.
- Involve the public and stakeholders early and continuously throughout the planning and project development process
- Use an interdisciplinary team tailored to project needs
- Address all modes of travel
- Apply flexibility inherent in design standards
- Incorporate aesthetics as an integral part of good design

An ITE Proposed Recommended Practice



Context Sensitive Solutions
in Designing Major Urban Thoroughfares
for Walkable Communities

Design Example #2: Transforming a Suburban Arterial

Objective

Transform an obsolete suburban arterial into a boulevard serving a mixed-use commercial-oriented street in an area evolving from a typical suburban pattern (C-3) to a mixed housing environment with commercial activity and walkable development pattern (C-4).

Stage 1: Review or develop an area transportation plan

Existing Street Characteristics

Existing street is a seven-lane undivided arterial street with the following characteristics:

- Functional classification: principal arterial
- Right-of-way: 100 ft.
- On-street parking: none
- ADT: 32,000–40,000 vpd
- Speed limit: 45 mph
- Percent heavy vehicles: 4–5 percent
- Intersection spacing: 1,250 ft.
- Network pattern: 1 mile arterial grid
- Center turn lane: 14 ft. TWLTL with turn bays at intersections
- Transit: high frequency regional route
- Bicycle facilities: not a designated bicycle route
- No sidewalks (4 ft. unpaved utility easement in right-of-way on both sides)
- No landscaping
- Conventional street and safety lighting

Stage 2: Understand community vision for context and thoroughfare

Vision

Community supports higher-intensity, higher-value development in an existing strip commercial corridor, transforming the suburban character of the corridor to general urban (C-4). Redesign of the street to create an attractive walkable boulevard is a public-sector investment strategy to stimulate change. The corridor

is envisioned to support a diverse mix of pedestrian-oriented retail, office and entertainment.

Stage 3: Identify compatible thoroughfare types and context zones

- Existing context zone: C-3
- Future context zone: C-4
- Thoroughfare type: boulevard

Stage 4: Develop and test the initial thoroughfare design

Desirable Design Elements (in prioritized order based on vision)

- Lower operating speed (35 mph)
- Gradual speed transition from higher speed segments to study segment
- Landscaped median
- Wide sidewalks
- Street trees
- Pedestrian facilities including benches and space for cafes, public spaces, etc.
- Pedestrian-scaled lighting
- Bus stops with shelters
- On-street parking
- Increased crossing opportunities using consolidated signalized driveways

Factors to Consider/Potential Trade-Offs

- Reduction in the number of through lanes and vehicle capacity vs. wider sidewalks
- Accommodation of large vehicles vs. narrowing lane width
- Provision of on-street parking vs. median and wider sidewalks
- Right-of-way acquisition to accommodate desirable features
- Need to gradually reduce speed on higher speed segments approaching the lower speed segment under design

Alternative solutions

1) Provide parking, median and minimum width sidewalks by reducing to four travel lanes.

2) Provide wide median and sidewalks by reducing the travel lanes to four without providing on-street parking.

3) Provide all desirable features, including median, wide sidewalks and parking, by reducing travel lanes to four and acquiring right-of-way.

4) Emphasize vehicular capacity and provide median and sidewalks by retaining six narrower travel lanes without providing on-street parking. Alternatively, the 11 ft. outside lanes could be used for curb parking during off-peak periods and converted to travel lanes during the peak. This alternative would not provide curb extensions at intersections.

Selected Alternative

Alternative #1:

- Near term: Provides all desirable design features, except minimum width sidewalks.
- Long-term: As corridor redevelops, right-of-way can be acquired or development can be required to provide an easement to widen sidewalks.
- Selected alternative provides a balance between competing needs and provides most of the desirable design features without requiring right-of-way acquisition.

Stage 5: Develop detailed thoroughfare design

Solution Design Features

Traveled Way:

- Target operating speed: 35 mph
- Four 11 ft. travel lanes
- Two 8 ft. parallel parking lanes
- Tree planters in parking lane to increase planting opportunity
- Signalized intersection spacing at 400 ft. at consolidated driveways or mid-block pedestrian signals to create crossing opportunities

Roadside:

- 12 ft. sidewalks
- Pedestrian-scaled lighting
- Street trees in tree wells
- 6 ft. furnishings zone (includes 1.5 ft. edge zone)
- 6 ft. clear pedestrian throughway
- Throughway and frontage zone ultimately expanded with redevelopment

Intersections:

- Curb extensions to reduce pedestrian crossing distance
- High-visibility crosswalks
- Safety lighting
- Farside bus stops within parking lanes

Table 6.2 General Parameters for Arterial Thoroughfares

| Context | Suburban (C-3) | | | | General Urban (C-4) | | | | Urban Center/Core (C-5/6) | | | |
|--|--|------------------------|-----------------|-----------------|----------------------|------------------------|-----------------|-----------------|---------------------------|-----------------|-----------------|-----------------|
| | Residential | | Commercial | | Residential | | Commercial | | Residential | | Commercial | |
| | Boulevard | Avenue | Boulevard | Avenue | Boulevard | Avenue | Boulevard | Avenue | Boulevard | Avenue | Boulevard | Avenue |
| Building Orientation (entrance orientation) | front, side | front, side | front, side | front, side | front | front | front | front | front | front | front | front |
| Maximum Setback [1] | 20 ft. | 20 ft. | 5 ft. | 5 ft. | 15 ft. | 15 ft. | 0 ft. | 0 ft. | 10 ft. | 10 ft. | 0 ft. | 0 ft. |
| Off-Street Parking Access/Location | rear, side | rear, side | rear, side | rear, side | rear, side | rear, side | rear, side | rear, side | rear | rear | rear | rear |
| Roadside | | | | | | | | | | | | |
| Recommended Roadside Width [2] | 14.5 ft. | 12.5 ft. | 16 ft. | 15 ft. | 16.5 ft. | 12.5 ft. | 19 ft. | 16 ft. | 21.5 ft. | 19.5 ft. | 21.5 ft. | 19.5 ft. |
| Pedestrian Buffers (planting strip exclusive of travel way width) [2] | 8 ft. planting strip | 6-8 ft. planting strip | 7 ft. tree well | 6 ft. tree well | 8 ft. planting strip | 6-8 ft. planting strip | 7 ft. tree well | 6 ft. tree well | 7 ft. tree well | 6 ft. tree well | 7 ft. tree well | 6 ft. tree well |
| Street Lighting | For all arterial thoroughfares in all context zones, intersection safety lighting, basic street lighting and pedestrian-scaled lighting is recommended. See Chapter 8 (Roadside Design Guidelines) and Chapter 10 (Intersection Design Guidelines). | | | | | | | | | | | |
| Traveled Way | | | | | | | | | | | | |
| Target Speed (mph) | 35 | 25-30 | 35 | 35 | 35 | 25-30 | 35 | 25-30 [3] | 35 | 25-30 | 30 | 25-30 [3] |
| Design Speed | Design speed should be a maximum of 5 mph over the operating speed. Design speed is used as a control for certain geometric design elements including sight distance and horizontal and vertical curvature. | | | | | | | | | | | |
| Number of Through Lanes [4] | 4-6 | 2-4 | 4-6 | 2-4 | 4-6 | 2-4 | 4-6 | 2-4 | 4-6 | 2-4 | 4-6 | 2-4 |
| Lane Width [5] | 10-11 ft. | 10-11 ft. | 10-12 ft. | 10-11 ft. | 10-11 ft. | 10-11 ft. | 10-12 ft. | 10-11 ft. | 10-11 ft. | 10-11 ft. | 10-11 ft. | 10-11 ft. |
| Parallel On-Street Parking Width [6] | 7 ft. | 7 ft. | 8 ft. | 8 ft. | 7 ft. | 7 ft. | 8 ft. | 8 ft. | 7 ft. | 7 ft. | 8 ft. | 8 ft. |
| Min. Combined Parking/Bike Lane Width | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. | 13 ft. |
| Horizontal Radius (per AASHTO) [7] | 762 ft. | 510 ft. | 762 ft. | 762 ft. | 762 ft. | 510 ft. | 762 ft. | 510 ft. | 762 ft. | 510 ft. | 510 ft. | 510 ft. |
| Vertical Alignment | Use AASHTO minimums as a target, but consider combinations of horizontal and vertical per AASHTO Green Book. | | | | | | | | | | | |
| Medians (which will accommodate single left-turn lanes at intersections) [8] | 14-16 ft. | Optional 14 ft. | 14-16 ft. | Optional 14 ft. | 14-16 ft. | Optional 14 ft. | 14-16 ft. | Optional 14 ft. | 14-16 ft. | Optional 14 ft. | 14-16 ft. | Optional 14 ft. |
| Bike Lanes (min./preferred width) | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. | 5 ft./6 ft. |
| Access Management [9] | Moderate | Low | High | Moderate | Moderate | Low | High | Low | Moderate | Low | High | Low |
| Typical Traffic Volume Range (vpd) | 20,000-35,000 | 15,000-25,000 | 20,000-50,000 | 10,000-35,000 | 10,000-30,000 | 10,000-20,000 | 15,000-40,000 | 5,000-30,000 | 15,000-30,000 | 10,000-20,000 | 15,000-40,000 | 5,000-30,000 |
| Intersections | | | | | | | | | | | | |
| Roundabout | Consider urban single-lane roundabouts at intersections on arterial avenues with less than 20,000 entering vehicles per day, and urban double-lane roundabouts at intersections on Boulevards and Avenues with less than 40,000 entering vehicles per day. | | | | | | | | | | | |
| Curb Return Radii | Refer to Chapter 10 (Intersection Design Guidelines) for details | | | | | | | | | | | |

Table Notes:

- [1] For all context zones with predominantly commercial frontage, this table shows the maximum setback for buildings with ground floor retail. In suburban contexts, office buildings are typically set back 5 ft. further than retail buildings to provide a privacy buffer. In general urban and urban center/core areas, office buildings are set back 0-5 ft. Setback exceptions may be granted for important buildings or unique designs.
- [2] Roadside width includes edge, furnishing/planting strip, clear travel way and frontage zones. Refer to Chapter 8 (Roadside Design Guidelines) for detailed description of sidewalk zones and widths in different context zones and on different thoroughfare types. Dimensions in this table reflect widths in unconstrained conditions. In constrained conditions roadside width can be reduced to 12 ft. in commercial areas and 9 ft. in residential areas (see Chapter 5 on designing within constrained rights-of-way).
- [3] Desired operating speeds on collector avenues serving C-4 and C-5/6 commercial main streets with high pedestrian activity should be 25 mph.
- [4] Six lane facilities are generally undesirable for residential streets because of concerns related to neighborhood livability (i.e., noise, speeds, traffic volume) and perceptions as a barrier to crossing. Consider a maximum of four lanes within residential neighborhoods.
- [5] Lane width (turning, through and curb) can vary. Most thoroughfare types can effectively operate with 10-11 ft. wide lanes, with 12 ft. lanes desirable on higher speed transit and freight facilities. Chapter 9 (Traveled Way Design Guidelines) (lane width section) identifies the considerations used in selecting lane widths.
- [6] An 8 ft. wide parking lane is recommended in any commercial area with a high turnover of parking.
- [7] For guidance on horizontal radius - see AASHTO's section on "Minimum Radii for Low Speed Urban Streets - Sharpest Curve Without Superelevation." Dimensions shown above are for noted design speeds and are found in Exhibits 3-16 (Page 151) in *A Policy on Geometric Design of Highways and Streets* (2004), assuming a superelevation of -2.0 reflecting typical cross slope.
- [8] These median widths can accommodate a single-left turn lane at intersections. The boulevard median width (16 ft.) can accommodate a minimum 6-foot wide pedestrian refuge adjacent to the turn lane. In constrained conditions, raised medians on arterial thoroughfares can be reduced to a minimum of 10 ft. and accommodate a single left-turn lane.
- [9] Access management involves providing (in other words, managing) access to land development in such a way as to preserve safety and reasonable traffic flow on public streets. Low, moderate and high designations are used for the level of access restrictions. A high level of access management uses medians to restrict mid-block turns, consolidates driveways and controls the spacing of intersections. A low level of access management limits full access at some intersections.

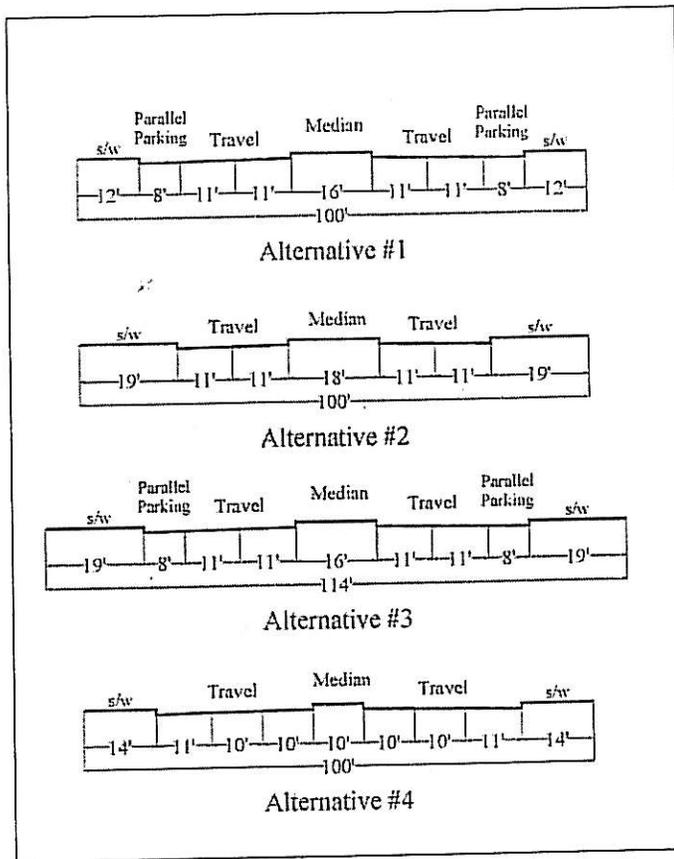


Figure 6.2C
Alternative street cross sections.
Source: Kimley-Horn and Associates Inc.

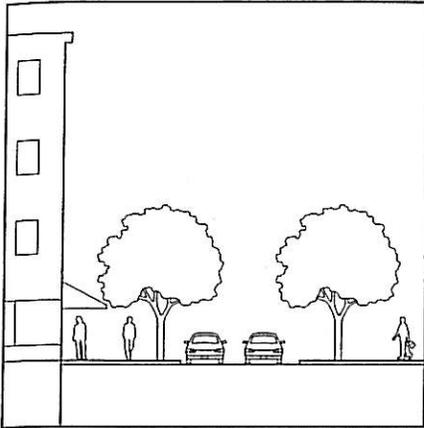
Relative Comparison of Trade-Offs

| Alternative | Parking | Sidewalk Width | Vehicular Capacity | Large Vehicle Accommodation | Pedestrian Crossing Width | Left Turn Lanes | Landscaped Median | Ped. Amenity Accommodation | Speed Reduction | Right-of-way Acquisition |
|-------------|---------|----------------|--------------------|-----------------------------|---------------------------|-----------------|-------------------|----------------------------|-----------------|--------------------------|
| Existing | -- | -- | ++ | ++ | -- | ++ | -- | -- | -- | ++ |
| 1 | ++ | - | + | + | ++ | ++ | ++ | -- | + | ++ |
| 2 | -- | ++ | + | + | ++ | ++ | ++ | ++ | + | ++ |
| 3 | ++ | ++ | + | ++ | + | ++ | ++ | ++ | + | -- |
| 4 | -- | + | ++ | - | -- | + | -- | - | - | ++ |

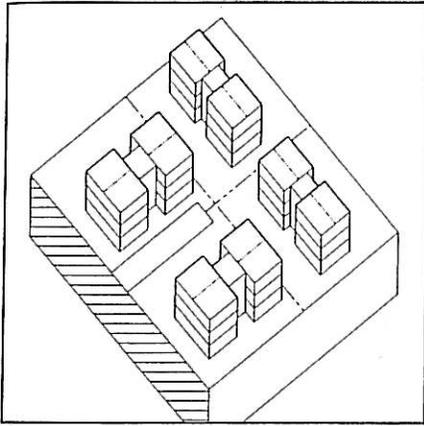
Score (relative to other alternatives)

- ++ Good (achieves objectives)
- + Fair
- Poor
- Fails to meet achieve objectives

Figure 6.2D Relative comparison of alternative trade-offs. Source: Kimley-Horn and Associates Inc.



PLANNING AND URBAN DESIGN STANDARDS



**AMERICAN PLANNING
ASSOCIATION**

EMINA SENDICH
Graphics Editor



JOHN WILEY & SONS, INC.

REDEVELOPMENT AREA PLANS

Redevelopment areas are those identified as requiring specific action by the local government for revitalization to occur. A jurisdiction typically plans for several types of areas needing redevelopment, each of which calls for a different set of planning strategies, such as:

- business districts that are experiencing loss of retail, office, and related residential activity;
- residential areas where dwelling units are in a marked state of deterioration or dilapidation; and
- industrial areas where plants and facilities are abandoned, idled, or underused, and the sites themselves are environmentally contaminated and must be remediated before they can be reused

REASONS TO PREPARE A REDEVELOPMENT AREA PLAN

According to the American Planning Association's *Growing SmartSM Legislative Guidebook* (2002), a redevelopment area plan provides detail to and refines proposals in the local comprehensive plan. It also encourages reinvestment in and revitalization and reuse of areas of the local jurisdiction characterized by certain conditions or circumstances:

- Loss of retail, office, and industrial activity, use, or employment
- Predominance of deteriorating or deteriorated structures
- Abandonment of structures
- Environmentally contaminated land
- Existence of unsanitary or unsafe conditions that endanger life, health, and property
- Damage from disasters
- Defective or inadequate street or lot layout
- Vacant land that has remained so for a period of years and is not likely to be developed through the instrument of private capital
- Deterioration in public improvements, such as streets, street lighting, curbs, gutters, sidewalks, and related pedestrian amenities
- Tax or special assessment delinquency exceeding the fair market value of the land
- Any combination of such factors that substantially impede growth or affect public health and safety

APPROACHES TO THE PLAN

Redevelopment area plans tend to be highly specific because the community may want to acquire properties to join together in a new lot pattern, to build public improvements, or to carry out a design theme. Local governments acquire land either through a negotiated purchase or through the use of eminent domain. Individual parcels may be resubdivided, a process in which previously existing lots are combined or divided, existing street rights-of-way are eliminated, and new streets are created; in addition, new water, sewer, and related facilities are constructed, if necessary, to create a plat with different lot and street configurations. If the property is environmentally contaminated—a brownfields site—the private property owner will be responsible for cleaning up the site and for satisfying state and federal regulations.

Moreover, the local government may want to impose special controls on all new development so that the redeveloped area carries out a unified design theme. See page C-12 of the color insert for an example.



REDEVELOPMENT AREA MAP

Source: Hillsborough County City-County Planning Commission, 1999. *Community Redevelopment Plan: Old Tampa Police Department Site*. City of Tampa, FL.

Supporting Studies

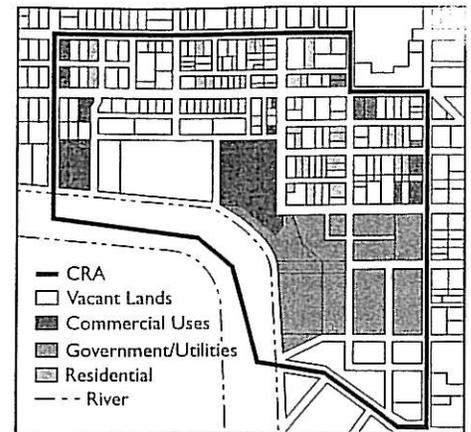
In preparing the redevelopment area plan, the local planning agency should conduct supporting studies that may include the following:

- Analyses of socioeconomic conditions of the redevelopment area
- A description and analysis of existing land uses, a historical overview of land-use change in the redevelopment area, and a discussion of current land-use issues
- Opinion surveys of property owners, business owners, employees, and residents within the redevelopment area
- Surveys and assessments of the conditions of properties, buildings, and structures
- An evaluation of conditions of public infrastructure
- Analyses of tax and special assessment delinquency of properties within the redevelopment area
- Assessments and site investigations to characterize the extent and location of environmental contamination of properties within the redevelopment area
- Assessments and site investigations characterizing the extent and location of properties susceptible to the effects of natural hazards or describing damages from actual disaster events
- Assessments of historic, cultural, and scenic resources in the redevelopment areas
- Market analyses for residential, commercial, and industrial uses
- Analyses of parking supply and demand
- Studies of traffic circulation and traffic signalization

PLAN COMPONENTS

The redevelopment area plan, which should be based on the supporting studies and analyses, should include the following:

- Statement of the community's goals, policies, and guidelines regarding the revitalization and reuse of the redevelopment area, including a statement of



REDEVELOPMENT AREA, EXISTING LAND-USE MAP

Source: Hillsborough County City-County Planning Commission, 1999. *Community Redevelopment Plan: Old Tampa Police Department Site*. City of Tampa, FL.

the relationship of the plan to the local comprehensive plan

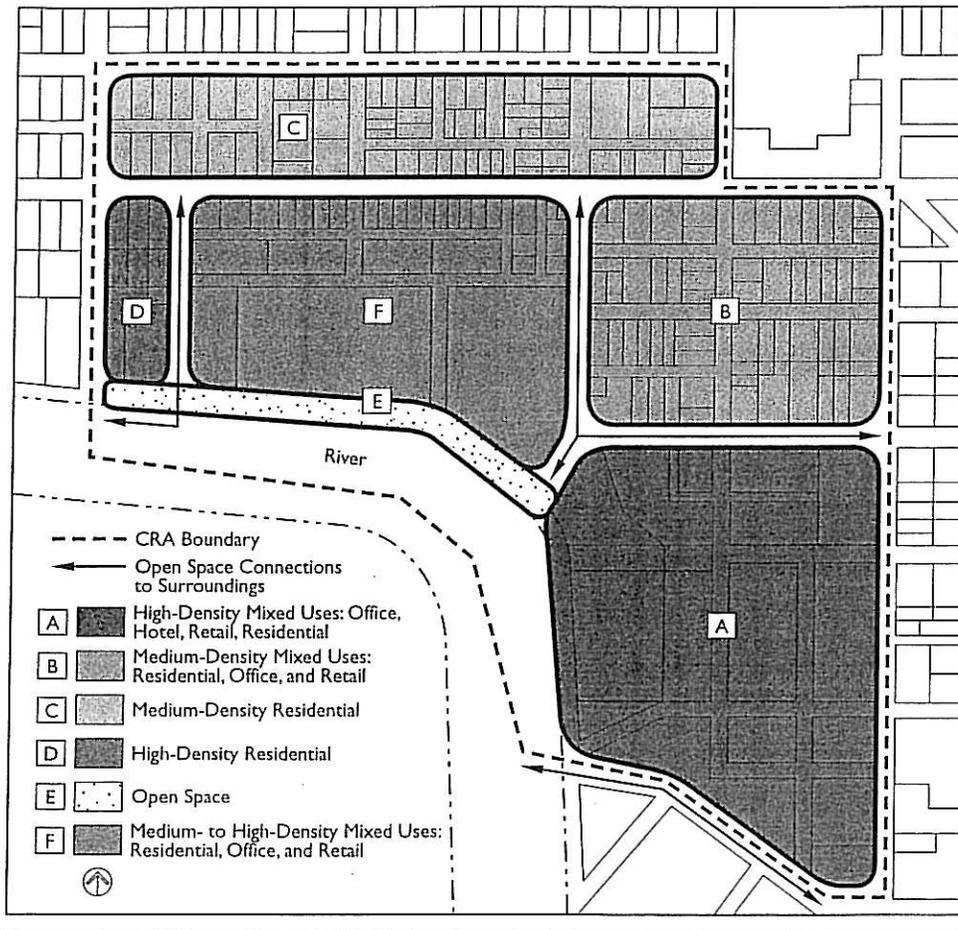
- A plan map drawn to an appropriate scale that delineates the boundaries of the redevelopment area and that may show:
 - The location and characteristics of permissible types of development
 - The location and characteristics of streets, other rights-of-way, public utilities, and other public improvements
 - The dimensions and grading of parcels
 - The dimensions and siting of structures
 - Areas where rehabilitation of buildings is to occur
 - Parcels to be acquired or on which demolition is to occur
 - Parcels on which environmental contamination or susceptibility to natural hazards is to be remediated (if applicable)
 - Design guidelines or controls
 - The public investment plan
- Illustrations showing the general configuration of building heights and volumes
- The legal description of the redevelopment area
- Any other planning matters that contribute to the redevelopment and use of the area as a whole.

If a redevelopment plan is carried out as a function of a state law, the state statute may contain additional requirements that must be satisfied (for example, the creation of a project area committee consisting of residents and property owners).

IMPLEMENTATION

Several actions can be taken to implement the goals and objectives of a redevelopment plan. These include the following:

- Creation or designation of a public or nonprofit agency to oversee and administer the implementation of the plan
- Land development regulations that apply to the redevelopment area



REDEVELOPMENT AREA PLAN

Source: Hillsborough County City-County Planning Commission. 1999. *Community Redevelopment Plan: Old Tampa Police Department Site, City of Tampa, FL.*

- Enactment, amendment, and enforcement of property maintenance and housing codes
- Business retention and technical assistance programs and grant and loan programs to encourage the rehabilitation of buildings, improve the appearance of building façades and signage, stimulate business start-ups and expansions, and otherwise attract private investment to the area
- Use of tax increment financing to pay for public improvements
- Special assessments
- Capital improvements that may include the installation, construction, or reconstruction of streets, lighting, related pedestrian amenities, public utilities, parks, playgrounds, and public buildings and facilities
- Programs of site remediation to remove environmental contamination
- Programs to minimize the effects of natural hazards on property
- Acquisition of property
- Demolition and removal of structures and improvements
- Programs of temporary and permanent relocation assistance for displaced businesses and residents, including an estimate of the extent to which safe and sanitary dwelling units affordable to displaced residents will be available to them in the existing local housing market
- Assembly and replatting of lots or parcels

- Disposition of any property acquired in the redevelopment area, including the sale, leasing, or retention by the local government
- Programs to market and promote the redevelopment area and attract new businesses

Redevelopment Agency

If one does not already exist, a redevelopment agency may be created to oversee the redevelopment project. It may administer temporary or permanent relocation of existing residents and businesses. The local government or the redevelopment agency may then establish business retention, technical assistance, and grant and loan programs to encourage the rehabilitation of buildings, to improve the appearance of building façades and signage, to stimulate business start-ups and expansions, and to otherwise attract private investment to the area.

Financing for Redevelopment

Financing for redevelopment can include special assessments to property owners, tax increment financing, federal grants, and tax abatements. Check with applicable state statutes to determine which financing tools can be used.

Special Assessments

A special assessment is a charge imposed upon the property owner to pay for an improvement that bene-

fits the property. The amount of the special assessment is typically a pro rata share of the cost of installing the improvement. For example, the redevelopment plan may require the replacement of all sidewalks in the redevelopment area. The local government would impose the special assessment, as in the manner of a property tax, to recover the cost of designing and installing the sidewalks. The property owner would typically be assessed on the amount of street frontage—each foot of frontage would be multiplied by the cost of installing one lineal foot of sidewalk of a certain width. However, the local government would be responsible for installing improvements in the public right-of-way—for example, the cost of replacing curbs, gutters, and sidewalks at street intersections.

Tax Increment Financing

Tax increment financing taps into the increase in tax revenue from a redevelopment project to finance the improvements and activities that make redevelopment occur. Under tax increment financing, the local government determines the property tax revenue it is collecting in a given area before redevelopment occurs. The local government then borrows money with loans or by the sale of bonds. The funds are used in various ways to improve the development prospects of the area: loans to new businesses, capital improvements, new services (such as more frequent street cleaning and security patrols), advertising, and marketing. As development occurs in the area, tax revenue increases, and the excess above pre-redevelopment property tax revenue in the area—the tax increment—is used to pay off the loans or bonds and to finance further redevelopment activities.

Federal Grants

Federal grants, notably the federal Community Development Block Grant (CDBG), can be used for land acquisition, clearance, and redevelopment. Those who use federal monies must follow federal regulations with respect to environmental protection, fair labor standards, relocation, bidding, and other requirements.

Tax Abatements

Property owners may receive tax abatements for a certain period of years to induce investment in the redevelopment area. Under tax abatement, the assessed valuation of real property in the redevelopment area is frozen as of a specified date, and the real property taxes are levied against the property according to the assessed value on the specified date instead of the current value of the property. Therefore, any increases in the value of real property, whether due to capital improvements to the property or to the general economic improvement of the neighborhood, will not result in a higher tax bill that could act as a disincentive to further investments or improvements.

REFERENCES

- Meck, Stuart (Gen. Ed). 2002. *Growing SmartSM Legislative Guidebook: Model Statutes for Planning and Management of Change*. 2 vols. Chicago: American Planning Association, Chapters 7 and 14, esp. Sections 7-303 (Redevelopment Area Plan), 14-301 (Redevelopment Areas), 4-302 (Tax Increment Financing), 14-303 (Tax Abatement).

See also:

Brownfields
Revitalization and Economic Development

TRANSIT-ORIENTED DEVELOPMENT

Transit-oriented development (TOD) is generally defined as development that is located within a 10-minute walk, or approximately .5 mile, from a light rail, heavy rail, or commuter rail station. It also includes development along heavily used bus and bus rapid transit corridors. In some communities, waterborne transit supports TOD.

A mix of uses, including housing, retail, office, research, civic, and others, characterizes TOD projects. TOD also involves development at higher densities than typical, to take advantage of transit proximity and planning and design elements that encourage walkability and create pedestrian-friendly connections to the surrounding community. TOD projects range widely in size, from infill loft developments to mixed-use centers to entire new communities.

Many communities have limited opportunities for TOD, because land areas within the half-mile radius have already been developed, transit is not yet an available transportation option, or potential development sites are not of a suitable size for TOD. Most TOD projects contain at least 100,000 square feet (or 60 to 80 housing units), and many are far larger. TOD can be developed at a smaller scale, but such projects often have more difficulty absorbing the costs of creating a pedestrian-friendly public realm. That said, economic benefits often accrue from reduced parking requirements and increased densities. When potential TOD sites become available, communities should be ready to take advantage of the unique potential they offer.

BENEFITS OF TRANSIT-ORIENTED DEVELOPMENT

Certain benefits of TOD make it distinct from conventional development approaches. These benefits are numerous and include quality of life, public health, economic development, community character, environmental quality, and transit use.

Quality of Life

Transit-oriented development can result in many quality-of-life benefits, including reducing automobile dependency; increasing the range of housing options, both the types of housing and the range of affordability available to a community; and enhancing the vitality of neighborhood main streets and centers.

Public Health

Because transit-oriented development reduces automobile dependency, residents can take advantage of a more walkable environment. Reduced vehicle trips also result in improved air quality.

Economic Development

Transit-oriented development provides affordable access to jobs for people without automobiles or with fewer automobiles per household, attracts employers to locate around station areas, and broadens the overall tax base.

Community Character

The increased density in TOD projects provides opportunities to create public spaces and well-

designed buildings that give identity and vitality to those spaces.

Environmental Quality

In addition to the public health benefits, transit-oriented development provides a design alternative to sprawl, and is an opportunity to pursue environmentally sensitive site planning and "green" architecture.

Transit Use

Increased ridership and the potential for additional funding sources for new transit facilities are among the transit benefits of TOD.

SITE PROGRAMMING

When developing an overall site program for a transit-oriented development, four principles for achieving optimal use and function of the site should be considered:

- Build densely.
- Mix uses.
- Mix housing types and prices.
- Reduce parking requirements.

Build Densely

One of the primary characteristics of transit-oriented development is an increased level of density as compared to conventional development. Building to a higher density lets one take advantage of reduced auto dependency, make efficient use of TOD sites, support pedestrian-friendly shops, and create lively, people-filled environments. Locating between 1,500 and 2,500 housing units within walking distance can support a new block of "main street" retail space, according to a 2002 study by Goody Clancy and the real estate firm of Byrne McKinney.

Some representative TOD densities include the following:

- *Massachusetts:* TOD guidelines include floor area ratios (FAR) that exceed conventional standards in Massachusetts by 33 to 50 percent—at least 1.0 for suburban communities, 2.0 in smaller cities and urban neighborhoods, 2.5 to 4.0 on urban sites, and greater than 4.0 in downtowns.
- *Arlington, Virginia:* More than 15 million square feet of office space and 18,000 housing units have been built along two transit lines; FARs for development near stations ranges between 6 and 10, similar to traditional downtown densities.
- *Seattle, Washington, and Addison, Texas:* Both Metropolitan Place in the Seattle region and Addison Circle in Addison, Texas, reach or exceed 50 to 100 units per acre in areas where conventional housing densities are far lower.

Mix Uses

Along with higher densities, transit-oriented development can also be characterized by the emphasis on a mixed-use environment. To create such a dynamic, enliven sidewalks and public spaces with as much retail as the market will support, provide tax revenue-generating and job-producing commercial development, and provide opportunities for residential to be located adjacent to or above such uses. This

intentional programming can reinforce the vitality of town centers and main streets, where transit stations are often located. The decision to include residential above or adjacent to commercial and office uses will depend upon economic feasibility, market forces, local preferences, or other factors.

Examples of variety in mixed-use projects include the following:

- *Denver, Colorado:* Market Square, located in downtown Denver near the transit mall, consists primarily of office and retail uses.
- *Atlanta, Georgia:* The proposed Lindberg City Center, which includes a MARTA transit station, will include more than 2 million square feet of office space, in addition to more than 800 housing units.
- *Willow Springs, Illinois:* The Willow Springs Village Center includes a new town hall, 52,000 square feet of retail and office, and 274 town houses and condominiums adjacent to a new commuter rail station.
- *Arlington County, Virginia:* This area seeks a fifty-fifty mix of residential and commercial development over time for its TOD. As a result, the county has received a significant boost to the tax base, with 6 percent of the land generating 50 percent of the county's tax revenue.
- *San Francisco, California:* Mission Bay, a new mixed-use district with 6,000 new housing units, 5 million square feet of research and office space, a medical research campus of the University of California San Francisco, 250,000 square feet of retail and hotel space, and 50 acres of new open space is rapidly growing around a transit node of commuter rail, multiple light rail lines, long-distance rail, and water transportation.

Mix Housing Types and Prices

Take advantage of creating housing at higher densities to increase the diversity of housing in the community, including affordable housing. According to the Urban Land Institute (ULI), the share of house holds with children looking for housing will drop significantly by 2025, producing demand for a wide range of housing options.

Reduce Parking Requirements

One of the most important outcomes of transit-oriented development is increased transit use. Lower parking requirements and dedicated bicycle path and bicycle parking are among the actions that can be taken to achieve this. The higher density and land values of TOD often make it feasible to construct structured parking or below-grade parking in place of surface lots. Lower parking ratios reduce overall project costs. Mixed-use projects can further reduce parking requirements by enabling shared parking such as office workers during weekdays and residents during evenings and weekends.

Here are some representative TOD parking ratios in different parts of the United States:

- *Massachusetts:* At least 33 percent below comparable project levels.
- *Portland, Oregon:* Orenco Station, located outside Portland, has approximately one space per 1.0

square feet, which is at least 50 percent below regional norms.

Boulder, Colorado. The mixed-use Steelyards project also has approximately one space per 1,000 square feet, which is rapidly becoming a standard for TOD areas, and at times is a maximum allowed in "transit first" areas.

SITE DESIGN

Within a transit-oriented development site, the following design features should be emphasized in the site planning process.

Pedestrian Access

Provide convenient, direct, and public pedestrian access to transit through TOD projects. Create continuity with local streets, and locate retail and other pedestrian-friendly uses to encourage pedestrian flow to nearby commercial districts and main streets.

Public Spaces

Create new public spaces, including lively streets, squares, and parks, that enhance nearby commercial districts. Take advantage of the increased pedestrian activity generated by both transit and TOD. Relate the new spaces to public and semipublic uses that may also cluster at TOD locations.

Sense of Place

Create a sense of place by orienting buildings and public spaces to create a strong sense of identity for the development, and by using buildings to frame public spaces. Consider design guidelines or standards that celebrate these places.

Pedestrian Experience

Foster an enriched and invigorated pedestrian experience. Include retail and other pedestrian-friendly uses. Maximize windows and entries to build a sense of connection between pedestrians and activities within buildings. When surface parking is needed, locate it on the side or rear of buildings. Visually screen parking areas with vegetation or create urban blocks that allow for screening of parking structures with residential units or retail on the street level.

Character and Quality

Enhance the quality and character of surrounding communities. Allow for well-designed buildings that emphasize place making. Orient buildings to new and existing streets and squares. Use transitions in height and massing to respect, but not mimic, the fabric of nearby districts.

Architecture

Encourage architecture that reflects transit's civic importance, creating buildings that, regardless of architectural style, employ materials and design that convey a sense of quality, permanence, and community-enriching character.

Sustainability

The combination of transit use and intense development around transit stations is one of planning's most powerful policies for long-term sustainability. Plans, guidelines, and development approaches should work to reinforce this use and intensity. On a building or project scale, build for sustainability, including

site and building design, which reflects a commitment to environmental responsibility. This should include the following:

- Green site design that reflects environmental issues such as minimizing impervious surfaces and maximizing sunlight on public spaces.
- Green building design that uses materials and design principles that minimize the use of nonrenewable resources and maximize energy conservation.

PUBLIC/PRIVATE PARTNERSHIPS

TOD often involves public/private partnerships. Involvement of the public sector implies greater responsibility to create projects that promote community goals. In many cases, the public sector must make initial investments to create a site adjacent to a transit station, contribute publicly owned parking lots, or invest in new local access to the TOD site. Where the private sector controls a TOD site, it is often necessary to collaborate on planning and design to create appropriate connections between development and transit.

Transit proximity often increases real estate values, and TOD projects often can afford the cost of public benefits. Studies show that property values within .25 miles of DART stations in Dallas were roughly 25 to 50 percent higher than comparable properties. Arlington County, Virginia, has used density bonuses, often 15 to 25 percent, to fund increased affordable housing and other benefits adjacent to transit. Massachusetts and other states have taken this concept a step further and have proposed that transit-oriented developments help fund new transit initiatives.

IMPLEMENTING TOD

TOD sites often have complex programs, hence require significant planning. It is often the lack of planning, rather than the lack of market demand, that slows or blocks a transit-oriented development. Several mechanisms can be used to address this.

Partnerships

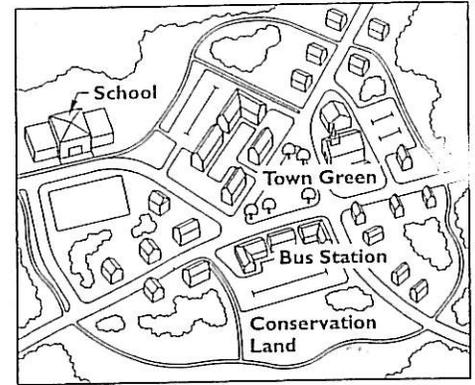
Create effective planning partnerships that include the transit agency, local government, other appropriate public agencies, the community, and the development team.

Planning Study

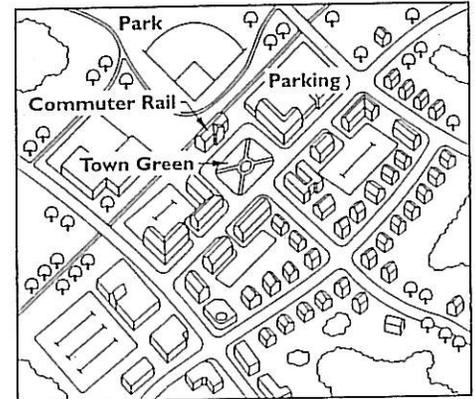
Conduct a planning study to determine how the TOD should be physically, socially, economically, and culturally integrated into a community. Resolve issues such as parking, site access, relationship to existing neighborhoods and commercial districts, and similar concerns. Identify initial public investments in land acquisition or infrastructure that need to precede significant private investment. The study should also identify zoning and other regulatory hurdles that need to be resolved.

Participation

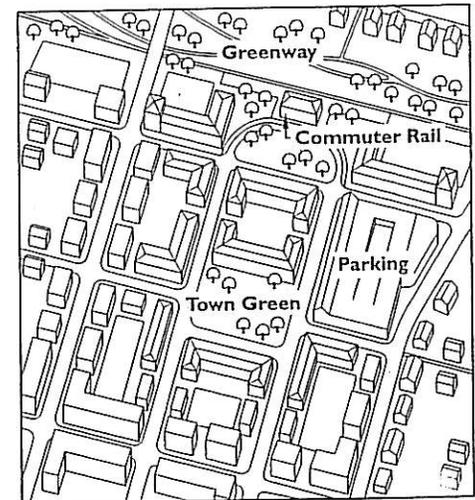
Establish an effective community participation process that reflects the major role that TOD can play in shaping a community's future and TOD's unique civic dimension.



Rural TOD



Suburban TOD



Urban Center TOD

TYPES OF TRANSIT-ORIENTED DEVELOPMENT

Source: Goody Clancy.

Design Guidelines

Given the civic nature of TOD, design guidelines and ongoing planning and design review are quite important. If such review processes are not in place, consider establishing review procedures that reinforce these places through massing, materials, lighting, and similar design features.

REFERENCES

Goody Clancy and Byrne McKinney & Associates. 2002. *Density Myth and Reality*. Presentation, Boston, MA.

The Urban Land Institute (ULI). 1994. *Transit-Oriented Design*. Washington, DC: ULI.

See also:

Design Guidelines
Mixed-Use Development
Scale and Density
Sidewalks
Street Networks and Street Connectivity
Transportation
Walkability

REVITALIZATION AND ECONOMIC DEVELOPMENT

CAPITAL IMPROVEMENT PROGRAMS

Capital planning involves the purchase or construction, major repair, reconstruction, or replacement of capital items, such as buildings, utility systems, roadways, bridges, parks, landfills, and heavy equipment, which are expensive and have a long, useful life. The capital improvement program (CIP) is a five- to six-year schedule of capital projects. The first year of the CIP is the capital budget, which the local government formally adopts and implements, along with the operating budget. The CIP is one of the most powerful tools for implementing a local comprehensive plan.

The careful study of capital project selection and timing can:

- help a planning commission and its staffs provide valuable advice and perspective to the legislative and executive branches of government;
- help coordinate activities of various government departments and agencies; and
- influence the pace and quality of development in a community.

DEFINING A CAPITAL IMPROVEMENT

Capital improvements are projects that involve major, nonrecurring expenditures. They include acquisition or lease of land; projects requiring significant public borrowing for equipment, building, and facilities; studies whose costs exceed a stated dollar amount; and related major equipment, furnishings, and improvements that exceed a stated dollar amount.

Capital expenditures may be further distinguished as being either a capital outlay or a capital project. Capital outlays are: any nonmajor capital expenditure with a certain service life; of a relatively minor dollar

value; and not physically dependent on or affixed to a particular stationary fixed asset. Examples include office equipment and vehicles. Capital projects are major capital expenditures exceeding a set dollar value and attached to a particular fixed asset. These projects are separate, discrete improvements that have a specific purpose in developing, upgrading, replacing, or maintaining existing infrastructure. Examples include upgrades to facilities, roads, and sewers.

ROLE OF LEGISLATION

State planning enabling legislation or municipal charters may describe capital improvement roles and responsibilities. For example, New Jersey statutes authorize the governing body to formally designate the planning board as a group that formulates the CIP, coordinating its preparation with municipal officials and the local school board.

In Florida, the local comprehensive plan itself must include a capital improvement element, to be reviewed on an annual basis. The element must contain standards to ensure the availability of public facilities at acceptable levels of public service.

In Nevada, a local government cannot impose impact fees unless it first prepares and updates the CIP at least every three years. This requirement was expressly imposed to ensure that local governments adequately plan for the expenditure of impact fee revenues after they have been collected from developers. The statute requires that such revenues be placed in a separate interest-bearing account that clearly identifies the category of capital improvement within the service area for which the fee was imposed.

Some modern growth management programs link the approval of projects to the presence of adequate public facilities nearby. A developer can choose whether to wait for such facilities to be constructed through the CIP process or to install the facilities ahead of the long-range schedule.

ADVANTAGES OF CAPITAL IMPROVEMENTS PROGRAMMING

Advance planning and scheduling of community facilities may avoid costly mistakes. A systematic organized approach to planning capital facilities provides a number of practical advantages.

Using Taxpayers Dollars Wisely

Deliberate assessment of the need to repair, replace or expand existing public works, as well as careful evaluation of the need and timing of new facilities can provide many savings. Project timing may be improved to make better use of available personnel, expensive equipment, and construction labor by scheduling related major activities over a long period. Coordinating construction of several projects may affect savings in construction costs—for example, so that streets do not need to be dug up several times. Overbuilding or underbuilding usually can be avoided. Needed land can be purchased at lower cost well in advance of construction.

Focusing on Community Needs and Capabilities

Capital projects should reflect the community's needs, objectives, expected growth, and financial capability. Assuming each community has limitations for funding capital facilities, planning ahead will help assure that high-priority projects will be built first.

Obtaining Community Support

Citizens are more supportive of projects that are part of an overall plan. When the public participates in the planning of community facilities, citizens are better informed about community needs and priorities. Also, when citizens participate in the process, they are often more supportive of bond issues, rate increases, and other funding methods.

Encouraging Economic Development

Typically, a firm considering expansion or relocation is attracted to a community that has well-planned and well-managed facilities in place. A capital improvement program allows private investors to understand a community's tax burdens and service costs, and reflects the fact that the community has done some advance planning to minimize the costs of capital projects.

Increasing Administration Efficiency

Coordinating capital facilities construction, both within a jurisdiction and among city, county, and spe-

IS IT A CAPITAL IMPROVEMENT?

| THESE ARE CAPITAL IMPROVEMENTS | THESE MAY BE CAPITAL IMPROVEMENTS | THESE ARE USUALLY OPERATING EXPENSES |
|---|---|--|
| City Halls Courthouses Fire and Police Stations Libraries Park Land and Development Streets, Roads, and Sidewalks Parking Lots and Buildings Sewer and Water Mains Schools Hospitals Water and Sewage Treatment Plants Land Purchases Street Lighting Systems Storm Sewers Major Building Additions and Remodeling Airports Deposal Sites and Equipment Jails Recreation Buildings Tennis Courts Swimming Pools | Fire Trucks Road Graders and Similar Equipment Computer Systems Police and Fire Radio System Trash Compactor Trucks Minor Building Additions or Remodeling Parking Meters Police Cars Street and Road Repairs Playground Equipment | Office Furniture Library Books Fire Hoses Lawn Mowers Pothole Repairs Electric Typewriters Blueprint Machines Road Gravel |

cial districts, can reduce scheduling problems, conflicts, and overlapping of projects. A capital improvements program allows a community to anticipate lead times necessary to conduct bond elections and bond sales, prepare design work, and receive contract bids.

Maintaining a Stable Financial Program

When construction projects are spaced over a number of years, abrupt changes in the tax structure and bonded indebtedness may be avoided. Major expenditures can be anticipated, resulting in the maintenance of a sound financial standing through a more balanced program of bonded indebtedness. Where there is ample time for planning, the most economical methods of financing each project can be selected in advance. Keeping planned projects within the financial capacity of the community helps to preserve its credit and bond rating and makes the area more attractive to business and industry.

Taking Advantage of Federal and State Grant and Loan Programs

A capital improvements program places the community in a better position to take advantage of federal and state grant programs, because plans can be made far enough in advance to use matching funds, both anticipated and unanticipated. Most federal and state grant and loan programs require prior facilities planning, or favor applications that have conducted such planning.

PROCESS

Local officials must decide how elaborate their approach should be and who will conduct the various steps for their community. There are eight major steps in developing a capital facilities program:

1. Identifying the needs for facilities and the timing, costs, and means of financing for each project.
2. Presenting the relationship of the CIP to the comprehensive plan.
3. Preparing a financial analysis of the jurisdiction's capacity to pay for new facilities.
4. Setting priorities among the proposals.
5. Seeking review and comment by the public on the recommended projects and priorities.
6. Preparing a final capital facilities program showing projects, priorities, schedule of completion, and methods of funding each project.
7. Adopting the capital facilities program by the governing body and adopting first-year projects as a capital budget as part of the annual budget.
8. Reviewing the capital improvements program annually.

| Checklist of Capital Improvement Program Procedures | |
|---|---|
| <input type="checkbox"/> | Appoint a Coordinator and Other Participants, and Define Responsibilities |
| <input type="checkbox"/> | Inform Citizens |
| <input type="checkbox"/> | Set Rules/Policies <ul style="list-style-type: none"> • Define Capital Improvement • Determine Length of Plan |
| <input type="checkbox"/> | Develop a Priority System |
| <input type="checkbox"/> | Prepare Inventory List <ul style="list-style-type: none"> • Include Age, Condition, Replacement Dates • Include Improvements Underway and Current Status |
| <input type="checkbox"/> | Prepare a Project Request List in Priority Order <ul style="list-style-type: none"> • Include In-Depth Information on Each (Justification, Future Operation and Maintenance Costs, Relationship to Other Projects) |
| <input type="checkbox"/> | Review Projects and Develop Project Summary Lists |
| <input type="checkbox"/> | The Financial Picture <ul style="list-style-type: none"> • Revenue Trends/Projections • Expenditure Trends/Projections |
| <input type="checkbox"/> | Alternative Financing Mechanisms |
| <input type="checkbox"/> | Final Report, Adoption, and Implementation |

CHECKLIST OF CAPITAL IMPROVEMENT PROGRAM PROCEDURES

Source: American Planning Association.

Steps in CIP Preparation

Local government practices vary as to how the document is formulated. The chief responsibility for assembling the CIP may be that of the municipal manager's office or the public works or planning department. Typically, planners, working with the finance department and the government's chief executive, request proposals from all operating departments several months before the beginning of the new fiscal year. They evaluate them, determine the local government's ability to pay for new projects based on revenue forecasts, and then organize the projects into a schedule.

The planning commission may be involved in identifying projects that eventually appear in the CIP because of the impact that the projects may have on the community's physical development. Sometimes it may advise elected officials and administrators on general priorities for selecting projects—for example, whether projects that affect health and safety should

take precedence over those that stimulate economic development when money is tight.

The commission will review the draft CIP against the backdrop of the comprehensive plan and forward its recommendations to the legislative body. If the legislative body approves the plan for the first year of the CIP, this is adopted by ordinance as the capital budget, along with the annual operating budget, which appropriates monies for personnel, indirect costs such as health insurance and electricity, supplies and equipment (for example, computers and police cars are typically in the operating budget). Public hearings on the draft document are always part of the CIP process. The public hearing may be before the planning commission, or governing body, or both. Once the capital budget is adopted, then governmental departments can begin to spend money on individual projects, contract for architectural and engineering design, and send out requests for construction bids.

Policies

One of the most important steps in preparing a CIP is to have a set of fundamental policies in place. These policies should define a capital improvement, determine the length of the plan, and develop a priority system. A CIP should show at least five years of capital planning. The CIP of projected projects is typically reviewed once a year and updated as necessary. Factors that could positively influence the priority of a project to a funding entity include whether the project:

- involved significant citizen participation in the process;
- is consistent with the comprehensive plan or other goals and priorities;
- receives financing from specific revenue sources (such as user fees and grants);
- is mandated by state and/or federal law;
- is essential to public health or safety;
- results in savings of operating costs;
- generates sufficient revenue to be self-supporting;
- includes capital improvements identified in accordance with the approved CIP;
- requires adoption of a multiyear plan (CIP), updated annually;
- allows the community to maintain all its assets to protect city investments and minimize future maintenance and/or replacement; or
- involves long-term debt financing that matches costs with benefits received by future residents.

See also:

Community Facilities Plans
Comprehensive Plans
Development Impact Fees
State Enabling Legislation

TAX INCREMENT FINANCING

Tax increment financing (TIF) is a financing technique that allows a local government or redevelopment authority to target a group of contiguous properties for improvement—a TIF district—and earmark any future growth in property tax revenues in the district to pay for initial and ongoing improvements there. This growth in tax revenue is the "tax increment."

Since its inception in the 1950s, TIF has become one of the most popular sources of financing for public-private development projects. In some ways, its popularity stems from the fact that other sources, especially federal ones, have contracted, and that tax and expenditure limits currently restrict the amount of revenue local governments can raise both internally and through the bond market.

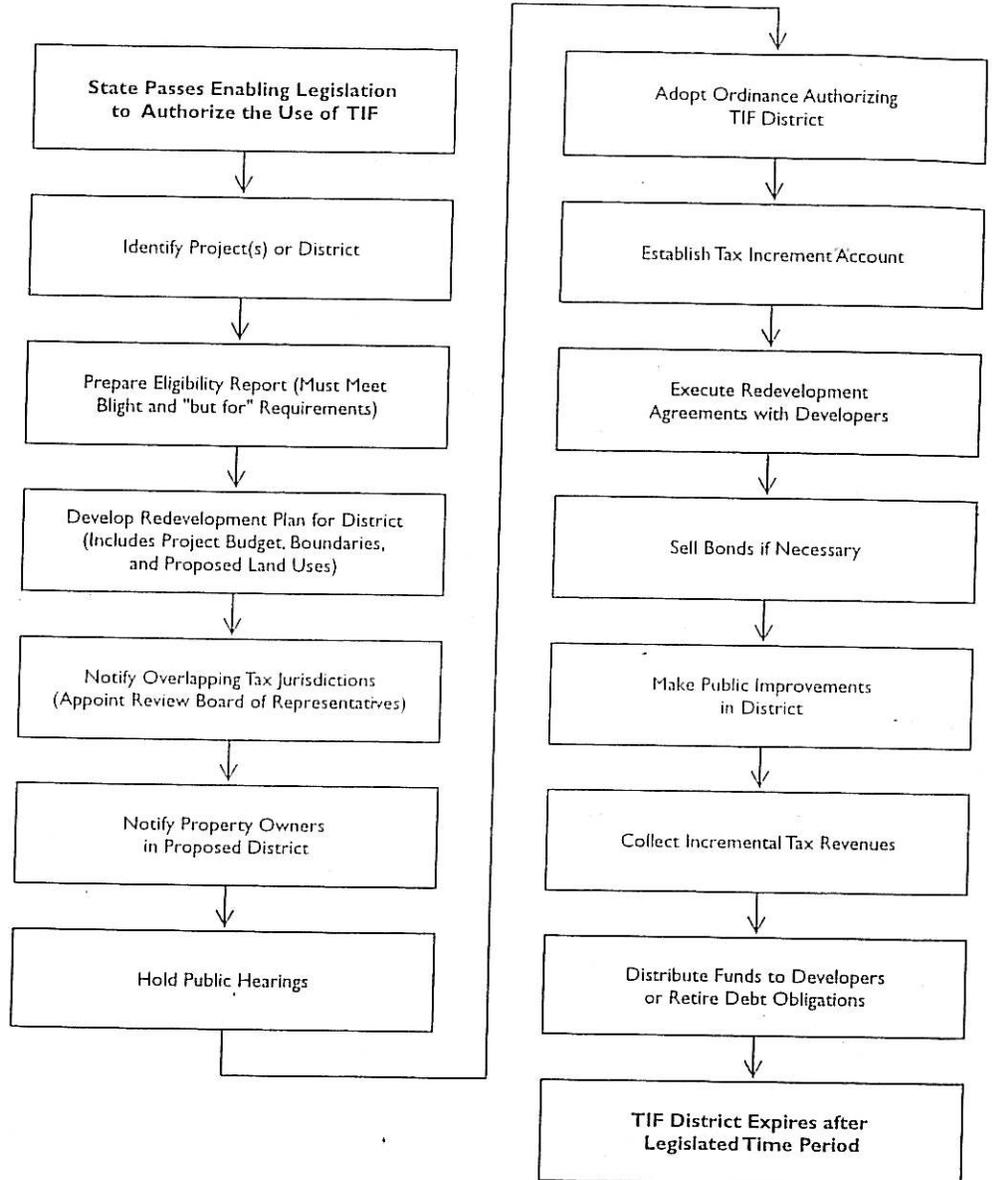
TIF offers a means of circumventing these obstacles and has many qualities that distinguish it as an attractive development tool. Unlike the federal categorical programs that preceded it, TIF can be used for most kinds of projects that demonstrate financial feasibility and promise increases in property value. TIF's flexibility has enabled local governments to channel funds to such varied activities as infrastructure improvement, industrial expansion, downtown redevelopment, historic preservation, and military base conversion. Moreover, reducing the up-front costs of development, primarily those related to site preparation, is often more attractive to potential developers than conventional abatements that reduce a developer's tax burden over time.

HOW TIF WORKS

The precise details of TIF enabling legislation differ in each state; however, the underlying design is similar. The process is set in motion when a local government designates an area for improvement. This area must be "blighted," the definition of which can be found in state statutes authorizing the use of TIF and must be confirmed in local ordinances designating the TIF district. In Illinois, for example, state legislation provides a checklist of features that impair values or prevent a normal use or development of property, including the presence of structures that do not meet building codes, obsolete platting of the land, and excessive vacancies or land coverage. The local government and its consultants draft a study to determine whether the proposed area meets the state's definition of blight, documenting the deterioration and declining property values. In some states, nonblighted areas may be designated as TIF districts as long as they serve other legislated goals, such as industrial job creation.

State statutes also require the local government to attest to the fact that redevelopment of the area would not occur "but for" the use of TIF; that is, without public assistance. If the blight and "but for" conditions are met, a TIF district may be formed by ordinance after notice is given and a public hearing is held to discuss the local government's plan for redeveloping the area.

Once the district is designated, local governments and redevelopment authorities are given the power to engage in almost any kind of activity that they believe would encourage private investment and enhance the property tax base of the blighted area.



The TIF process can vary from state to state. Check state statutes to determine the specific process that applies.

TIF DESIGNATION AND DISTRIBUTION PROCESS

Source: Rachel Weber.

They may use their powers of land assembly and sale, site clearance, relocation, utility installation, and street repair to improve the district. They may also offer below-market rate financing to make it more attractive to businesses and developers.

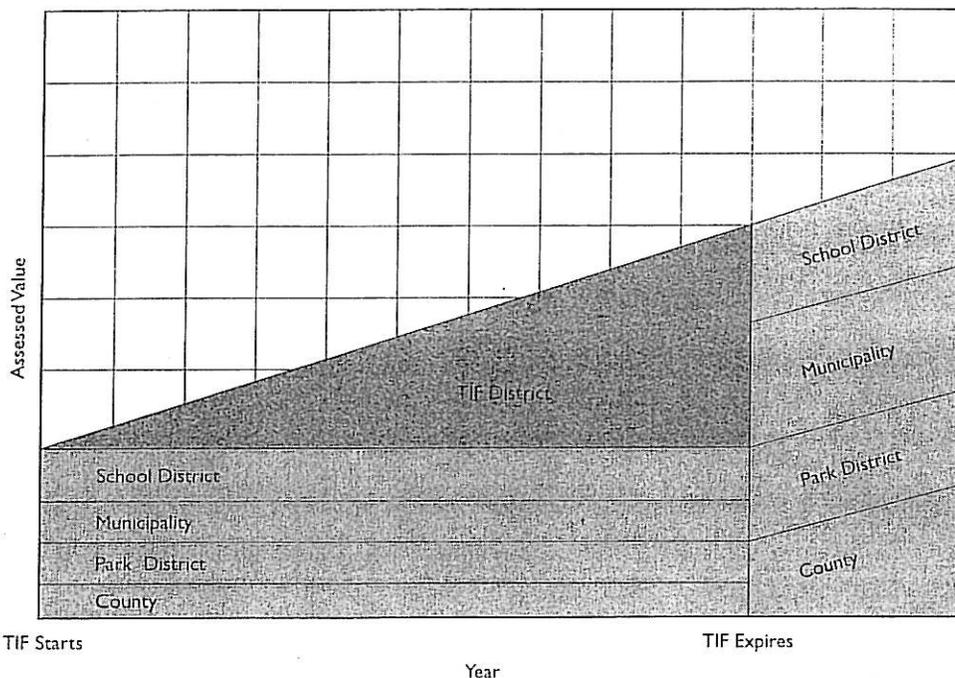
If private investment is attracted to the area, the assessed value of property there is expected to rise. The difference between the original assessed value of the properties in their undeveloped state and the new assessed value, as noted above, is the tax increment. Taxes on this incremental value must be channeled back into the TIF district and used to finance any debt accumulated when making improvements.

In most states the lifetime of a TIF district is around 20 years, although some states have no limits on how long a TIF district can be in existence. Therefore, the increase in the property values of the district over the subsequent 20-plus years will pay for the economic development activities, while taxes on the base value of the properties will remain the same and will continue to be paid to all local taxing bodies.

TIF districts do not generate funds for incentives or infrastructure immediately; instead, increments trickle in over the lifespan of the district. The local government, therefore, must find ways of paying for the up-front costs of any initial improvements. In many

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This graph shows the effect of TIF designation on tax revenue allocation over time. Prior to TIF designation, taxes on the base assessed value of all property are allocated among taxing districts. After designation, the added increment of assessed value is taxed, and the revenues pay off bonds or fund other expenses specifically for the TIF district. Base assessed value is unaffected. When the designation expires, the increment of assessed value is added to the base assessed value. This combination is taxed, and revenues are allocated among taxing bodies.

ALLOCATION OF ASSESSED VALUE WITHIN TIF DISTRICT

Source: Rachel Weber.

cases, the TIF mechanism provides the local government with the legal means and security to borrow against the future property tax revenues for current spending. Local governments float bonds for the public portion of the development costs, dedicating the expected tax increments to pay the debt service. In other cases, the developer initially pays for the costs of the project and is reimbursed by the local government as the incremental property taxes are generated. Because developers require sums of money larger in amount than the increments trickling in, they often turn to banks to pay for costs such as land acquisition.

ELIGIBLE USES FOR TIF FUNDS

State enabling legislation will spell out the eligible uses for TIF funds. These typically include the cost of demolition, parcel assembly, remediation and land preparation, historic rehabilitation and other façade improvements, planning studies, and, occasionally, workforce development and training. Individual developers must apply and be approved for an allocation of increment by the local administration and city council to cover the costs of an eligible use. In many states, part of the TIF district designation process also involves the approval of a "redevelopment plan," a wish list of the future projects in the district written by the local government, development authority, or planning consultant—often in concert with an interested developer. The local government uses this plan to guide its increment allocation strategy, basing its decision to fund specific projects on whether they meet the objectives specified there. The

local government will enter into a redevelopment agreement with the individual developer or business tenant that spells out the details of how TIF funds will be used and the schedule for disbursements.

The decision of a local government to use TIF funds also depends on the degree to which the project promises to increase the value of property in the district. This is why the design of TIF works well with large, expensive projects that promise quick and substantial spikes in the tax increment, such as cases where land uses are up-zoned (i.e., when property moves from less-intensive to more-intensive usage). Government-owned (i.e., tax-exempt) property, abandoned buildings, or derelict sites in appreciating neighborhoods are especially ripe for TIF-financed in-fill development. In these cases, the base value of the property—the value in the year of the TIF designation—is low enough so that when the property values start to grow in subsequent years, a substantial amount of increment can be generated. Even if a project looks like an excellent candidate for TIF funding, however, the local government ultimately has the discretion to make the final determination about projection selection and the magnitude of public investment.

CONTROVERSIES AND RECOMMENDATIONS

TIF is designed so that subsidized development will pay for itself through taxes on the increased property values. TIF can only be considered self-financing, however, if the increases in property values within the district would not have occurred "but for" the

CALCULATING TAX INCREMENT

The general formula used to calculate increment revenues is:

$$I = r(n - i)$$

Where:

I = the increment revenues

r = the tax rate in the current year

n = the assessed valuation in the current year

i = the assessed valuation in the base year

For example, if the assessed value in the base year was \$25 million, and rose to \$45 million in year 4 of the TIF district designation, and the tax rate in year 4 is 9 mills, then:

$$\begin{aligned} I &= .009 (\$45,000,000 - \$25,000,000) \\ &= .009 (\$20,000,000) \\ &= \$180,000 \end{aligned}$$

That is, in year 4, \$180,000 will be available for the local government or redevelopment agency to make bond payments or fund improvements in the TIF district. If the local government or redevelopment agency wants to use the future increment in the present, this amount needs to be discounted by an appropriate discount rate to determine the present value.

Source: Casella 1984.

incentive. If property value increases within a district are solely due to the local government's public assistance, the cost to taxpayers is arguably zero. TIF would therefore obviate the need for unpopular tax increases.

If, however, TIF has no effect on the value of property within the district, and property taxes would have increased without its use, either because of inflation or the attractiveness of the particular location, then this mechanism is not really creating new value. When TIF is used in areas that need no stimulus, it becomes a device for capturing revenues in areas rich in appreciating property and redistributing them from overlapping taxing jurisdictions (e.g., school districts and county governments). The potential for redistribution exists because taxes on any increase in the assessed property values of the TIF district go into a separate fund to pay for TIF activities while taxes on the base value of the properties remain the same for the designated lifespan of the TIF.

In order to address this problem, state legislation can be amended to require local governments to demonstrate responsibility for creating the incremental value that is appropriated for economic development. It can, for example, adjust the base value of the property in the TIF district by the inflation rate to allow school districts and other jurisdictions to recapture some of the increment that is not attributable to the new development. Local governments can also reduce opposition from other taxing jurisdictions by involving their representatives from the onset of the TIF designation process. If they can convince other jurisdictions that their projects are legitimate use of tax dollars, there is a greater likelihood that local governments will fund worthwhile development that would not have taken place "but for" the incentive.

Other constituencies may oppose the local government's use of TIF to fund redevelopment. Upward

vement in property values is often applauded as a sign of revitalization, but renters, small business tenants, and elderly homeowners may feel threatened by proposals for large-scale TIF-funded developments. If an area is targeted for large and rapid increases in property taxes because it is within a TIF, these groups may not be prepared for the higher tax burden and higher rents. Because TIF districts are intended to lead to a rapid appreciation of property values, the local government should put protections in place for these groups unable to bear the additional burden. Property tax deferral programs for elderly homeowners in TIF districts are one way of ensuring that TIFs do not cause displacement of existing residents.

Another concern about TIF relates to a local government's capacity for fiscal management. Local governments speculate on future increases in property taxes, having committed them to developers, banks, and bondholders long before they are actually generated. If subsidized projects do not increase in value, or do not increase rapidly enough, they could jeopardize the fiscal health of sponsoring local governments. The risks inherent in such an arrangement can be expensive for local governments, as bondholders will demand higher interest rates for TIF-backed revenue bonds. Indeed, many TIF-funded development projects—such as convention centers, shopping malls, and mixed-use entertainment com-

plexes—are risky ventures. Minimizing financial exposure may involve traditional strategies such as conducting accurate feasibility studies up front and accessing bond insurance and refinancing.

REFERENCES

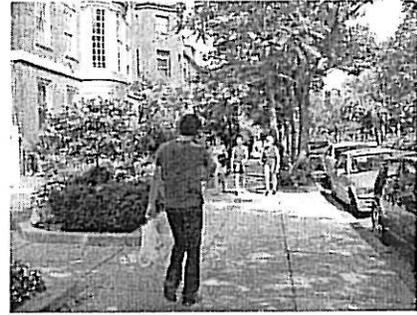
Casella, Sam, et al. 1984. *Tax Increment Financing*. Planning Advisory Service Report No. 389. Chicago: American Planning Association.

See also:

Redevelopment Agencies
State Enabling Legislation

The AIA's 10 Principles for Livable Communities

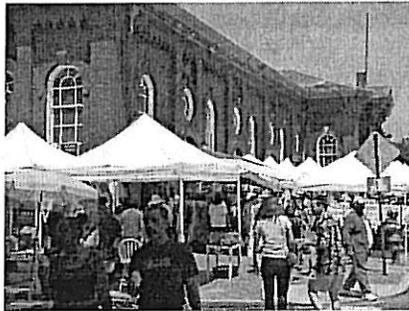
1



Design on a Human Scale

Compact, pedestrian-friendly communities allow residents to walk to shops, services, cultural resources, and jobs and can reduce traffic congestion and benefit people's health.

2



Provide Choices

People want variety in housing, shopping, recreation, transportation, and employment. Variety creates lively neighborhoods and accommodates residents in different stages of their lives.

3



Encourage Mixed-Use Development

Integrating different land uses and varied building types creates vibrant, pedestrian-friendly and diverse communities.

4



Preserve Urban Centers

Restoring, revitalizing, and infilling urban centers takes advantage of existing streets, services and buildings and avoids the need for new infrastructure. This helps to curb sprawl and promote stability for city neighborhoods.

5



Vary Transportation Options

Giving people the option of walking, biking and using public transit, in addition to driving, reduces traffic congestion, protects the environment and encourages physical activity.

The AIA's 10 Principles for Livable Communities

6



Build Vibrant Public Spaces

Citizens need welcoming, well-defined public places to stimulate face-to-face interaction, collectively celebrate and mourn, encourage civic participation, admire public art, and gather for public events.

7



Create a Neighborhood Identity

A "sense of place" gives neighborhoods a unique character, enhances the walking environment, and creates pride in the community.

8



Protect Environmental Resources

A well-designed balance of nature and development preserves natural systems, protects waterways from pollution, reduces air pollution, and protects property values.

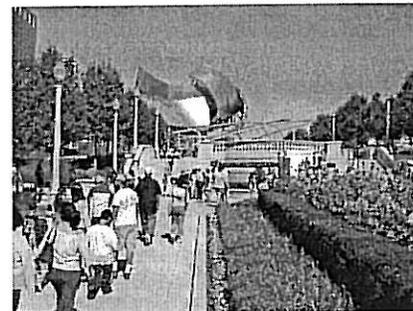
9



Conserve Landscapes

Open space, farms, and wildlife habitat are essential for environmental, recreational, and cultural reasons.

10



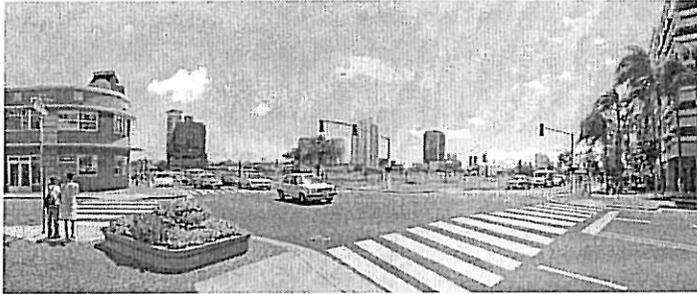
Design Matters

Design excellence is the foundation of successful and healthy communities.



1. Existing Conditions.

Design Alternatives for a “big box” development



2. Good sidewalks create an environment where people feel comfortable walking.



3. First floor commercial uses contribute to street life. Parking is integrated within the block.

The AIA's 10 Principles for Livable Communities

Design alternatives for a “big box” development, courtesy Benjamin Lee, FAIA



4. Articulated frontages and appropriate landscaping define successful public spaces.

CUMBERLAND REGION TOMORROW QUALITY GROWTH GUIDING PRINCIPLES

The Cumberland Region Tomorrow Quality Growth Toolbox should be utilized as a primary resource document in the future planning of Lebanon. This is the most significant observation made by the workshop's participating leadership of AIA Middle Tennessee, Cumberland Region Tomorrow, the Greater Nashville Regional Council, the Nashville Civic Design Center, and the University of Tennessee College of Architecture and Design. This document contains topical information on strategies, tools, incentives, resources and contacts for public officials to implement the recommendations of community citizens expressed in these assessment and visioning workshops, including the desire to ensure economic vitality through quality growth. *The Quality Growth Toolbox Guiding Principles* are the following:

- *Guide our region's growth with comprehensive community plans.*
- *Update zoning, subdivision and building codes to implement community plans.*
- *Use design to protect and enhance our region's diversity of community character.*
- *Redevelop and strengthen our region's cities, towns and rural communities to ensure a range of unique lifestyle choices.*
- *Create a variety of housing choices for our region's diverse workforce.*
- *Conserve our region's land, water, natural and cultural resources for our future economic, health, and social wellbeing.*
- *Link land use and transportation planning to promote an integrated framework to guide growth and development.*
- *Guide public and private investment to efficiently use pre-existing infrastructure and developed land.*
- *Think and act regionally to ensure our future livability and economic vitality.*