

INITIAL PROPOSAL FOR AN APA PLANNING ADVISORY SERVICE REPORT OR SIMILAR APA DOCUMENT ON: REGIONAL PLANNING AND THE DESIGN OF REGIONS

PURPOSE AND SUMMARY OF PROPOSAL

Purpose and Introduction: The purpose of this proposal is to develop an APA Planning Advisory Service (PAS) Report or similar APA Planning Services document on regional planning as practiced at the sub-state level. The further purpose is to develop an APA document on regional planning that relies on actual physical regional design as developed by an array of disciplines including urban planners and urban designers. This approach would be different than, but draw from as pertinent, the now heavy emphasis on transportation planning and mathematical model building and associated regulatory approaches as practiced in most metropolitan areas and as driven primarily by transportation planning considerations. One of the most important starting points for the following proposal is, *The Regional City: Planning for Ending Sprawl*, written by Peter Calthorpe and William Fulton and issued by the Island Press in 2001.

Reasons for Proposal and Illustrative Case Practices: The following paper initially lays out a framework of reasons for supporting a PAS or other similar APA report on this subject. That is followed by a proposal of two basic parts. Part I provides actual examples of regional planning in nine different states which lend themselves, with or without adaptation, to the physical design of regions. It should be mentioned that, across the United States, there are over 500 regional planning agencies which serve either large metropolitan, medium-size metropolitan, or small metropolitan and rural areas. And the great majority of these organizations are multi-county in nature.

Cafeteria of Methodologies: Part II provides a cafeteria of possible methodologies which might lend themselves to the physical design of regions, including those examined under Part I. It should be made very clear that in both Parts I and II, the examples given are illustrative only. Different states could have been chosen for case studies and even within the nine states, different geographic examples could have been given. And the same is also true of the suggested methodologies under Part II. In both cases, different State cases, or the same or different case studies or combinations of methodologies might be chosen for the report to be developed.

Emphasis of Proposed Document: It is anticipated that this report would be 200-250 pages in length. It is further anticipated that 60-70 percent of the report would deal with Part I case studies and that 30-40 percent with deal with methodologies. Also, the final report might reverse the subject matter of the two parts. That is, the methodologies might come initially in part I followed by the case studies in part II. For the following proposal, however, the case studies are listed under Part I because of their substantive nature.

Appendix of APA and Other Secondary Sources: Finally, there is an attached appendix which lists all related pertinent PAS Reports as well as all related pertinent APA policy guides. While related to the subject at hand, none of these PAS reports nor any of the policy guides deal in a direct sense with either regional planning per se, or regional planning as guided by regional design. The 2003 PAS report, *Regional Approaches for Affordable Housing*, gives an example the case study approach as is suggested in Part I of this report. However, it does not deal with overall regional planning. And the 2002 *APA Policy Guide on Smart Growth* comes the closest to dealing with regional planning, but it does so in a very macro sense and does not provide a more definitive guide as suggested in the following proposal.

FRAMEWORK OF REASONS FOR DEVELOPING SUCH A PLANNING ADVISORY SERVICE REPORT OR SIMILAR APA DOCUMENT

At the sub-state level, there are over five hundred multi-jurisdictional regional planning agencies in the country, the majority of which are multi-county in nature. Most are government in nature though many are private or non profit. They cover large metropolitan areas (over 1,000,000 population), medium size metropolitan areas (250,000-1,000,000), small metropolitan and rural areas, and strictly nonmetropolitan areas. Also, there are an increasing number of multi-county coalitions that are either permanently or temporarily established, many of which are organized and funded by the private or the non-profit sectors. There are various circumstances and reasons why regions and regional and intergovernmental planning are becoming increasingly important and more central to APA's interests. A discussion of some of the more salient reasons follows.

1. Globalization and Regional Urbanization: The effects of world-wide globalization are intuitively understood by planners and many others. However, it is important to note that much, if not most, of the geographic impacts of globalization are occurring in metropolitan regions, either within a given country, or as in Europe and elsewhere, across national boundaries. And increasingly, the geographic and regional impacts of globalization will be felt by the United States, both within our country and abroad.

2. Federal Stimulation for Regional Planning; The Biggest Impact Coming from the U.S. Department of Transportation Metropolitan Planning Organization (MPO) Programs. The heyday for this type of financial assistance from various federal agencies and mandates for federal-generated or required multi-county planning programs was felt in the 1960's and 1970's. Much of this federal emphasis has either disappeared or faded into the background. There are, however, exceptions. For example, in non metropolitan and rural areas, the U.S. Department of Commerce's Economic Development District program, to this day, plays an important organizational impetus for multi-county planning and development agencies.

But most importantly, that federal planning assistance program and accompanying regulatory regime with the biggest and most lasting impact is that of the U.S. Department of Transportation, through its Metropolitan Planning Organization program. It funds several hundred organizations across all recognized metropolitan areas in the country, and many if not most of these organizations do other or related types of regional planning in addition transportation planning.

It is also important to note that, in the last five years or so, the U.S. DOT has been encouraging the involvement of multi-county Rural Planning Organization (RPOs). In most cases, these RPOs are embedded in existing non metropolitan, rural multi-county planning and development agencies. This movement is important because of the substantial amount of U.S. DOT monies that may flow into this program.

3. State Government Laws and Other Initiatives: Though often overlooked, within the United States existing state laws are basically responsible for most regional and intergovernmental planning efforts. And some of these laws go back 50 to 70 years when companion state laws enacted local government land use planning regimes and accompanying land use regulations. Today, many states are very active in terms of improved or new regional planning laws and similar initiatives. As but one example, in 2005, the State of California developed the Regional Blueprint Program. This program provides significant annual financial planning assistance grants to the State's major regional planning bodies to do comprehensive and specific area regional planning, be it in transportation and land use, affordable housing, Smart Growth, or other similar regional planning venues. Also, the State of California has also initiated strong state interagency actions to assist regional and local agencies in the implementation of regional plans and actions.

4. Growth Management and Smart Growth: This is an influence which is just beginning to be felt in several ways. Major components include Smart Growth incentive initiatives at the regional level, Smart Growth alternative scenarios including those now being developed by MPOs as well as through other regional endeavors, and Smart Growth and regional visioning. All of these specific thrusts will be discussed in more detail under methodologies. Yet, this package of emerging regional growth management and Smart Growth activities do help to provide a framework for the development of an APA document on regional planning through design.

5. Cooperative/Informal Regional Initiatives: Over the last 15 years and particularly over the last half dozen years or so, there has been a growing recognition that, often the best way to deal with regional issues and opportunities is through the development cooperative efforts between existing regional organizations, be these efforts through the private, public, non-profit, or civic sectors, or a combination of the same. Like growth management and Smart Growth, factors will be discussed more thoroughly under methodologies, but also like growth management and Smart Growth, they are also presented here as they are one of the contributing factors providing a framework for an APA document on regional planning

6. The Potential for Regional Design: As indicated above, in 2001 the Island Press published, *The Regional City: Planning for the End of Sprawl* as written by Peter Calthorpe and William Fulton. This publication, in essence, made the case for the physical design of urban and rural regions. For example, page XVI of this document's Foreward states:

"Perhaps most crucially, this book is visionary in the sense that the authors insist that an overall regional design is necessary for successful action."---"It means seeing the interconnections between, for example, land use and transportation, open space and public space, growth boundaries at the edge of the region and rebuilt inner cities at the core. Where traditional policy analyses tend to separate and obscure these interconnections, physical design embodies and reveals the links."--- "This book is a powerful argument for the crucial role of region design as the synthetic discipline bringing together the separate worlds of economics, ecology, social policy, and aesthetics."

Throughout the book, Calthorpe and Fulton argue in various ways that we must begin to design regions and they suggest various ways of doing so. Also, at the final and concluding plenary session of the APA National Conference in March of 2004, Calthorpe and other panelists strongly concluded that the biggest need for theory and practice in the Smart Growth, New Urbanism movement was at the regional level. What we are beginning to see, then, in some of the above-sketched regional smart growth, regional alternative scenario, and regional visioning efforts are the initial steps in moving toward the regional physical design advocated by Calthorpe and Fulton.

The rest of this proposal lays out illustrative materials to suggest what Parts I and II might contain.

PART I: ILLUSTRATIVE EXAMPLES OF REGIONAL PLANNING PROGRAMS OR SYSTEMS IN THE UNITED STATES THAT MIGHT LEND THEMSELVES TO THE DESIGN OF REGIONS

Please keep in mind that the following illustrative examples are just that--illustrative examples. Certainly other illustrative examples could have been given, and even with the existing State examples below, the emphasis or choice of geographic case examples could have been different.

IA. State of California Regional Planning Agencies and the California Regional Blueprint Program

This Regional Blueprint Program covers seven regional agencies. This particular study would examine four of these agencies: the Association of Bay Area Governments/Metropolitan Transportation Commission

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in the Bay Area, the Sacramento Area Council of Governments, the San Diego Association of Governments, and the Southern California Association of Governments in the Greater Los Angeles Region. Three of the four agencies (the Los Angeles, Sacramento, and San Diego regions) have recently completed regional plans, all of which have unique features dealing with some aspect of Smart Growth; three of the four (the Bay Area, and the San Diego, and Los Angeles areas) have pilot Smart Growth programs which provide monetary and other awards to municipalities which develop Smart Growth projects according to regional criteria and processes, and all of the four agencies have looked at alternative growth scenarios in the last five to ten years. Further, these agencies regional planning efforts would be examined within the context of four complementary state actions which could well lead to better local and regional design and community preservation.

First, starting in the late 1990's, moreso than any other state, California has decentralized to local and regional agencies decisions on the expenditure of major federal highway and transit monies.

Second, over the past 20 years, the State of California has delegated responsibilities to regional agencies (in some cases, the same regional agencies that are responsible for regional transportation planning) to help the state in allocating "affordable housing shares" among respective local jurisdictions.

Third, under the recently-initiated California Regional Blueprint program, as mentioned above, these regional agencies are now working with state agencies in the development of "regional blueprint plans" which integrate regional transportation planning with land use/urban form, housing and economic development, environmental resource protection, regional infrastructure and service provision, and interregional planning coordination."

Fourth, and perhaps most interesting, it is fully anticipated that these regional planning agencies will all be heavily involved with state government in implementing various of the States infrastructure bond programs put into law through various referenda in the November 2006 elections.

IB. State of Washington: Puget Sound Regional Council Vision Plans and Other Aspects of the State's Growth Management Act.

In the late 1980's, early 1990s, the Puget Sound Regional Council produced its *Vision 2020*, plan, and in 1991, the State of Washington enacted the State's Growth Management Act. This case study would, first, look at the evolution of the Vision 2020 Plan now going through its first major revision since the early 1990s, and most important for this report, the development of a Regional Design Plan. And then, it would examine the State's Growth Management Act to ascertain what effect it has had on regional design, particularly outside of the Puget Sound Areas.

Puget Sound Regional Council's Proposed Regional Design Strategy: As a part of a major effort to update the metropolitan region's long-range growth management, transformation and economic strategy, the Regional Council has initiated a process to incorporate urban design into the updated regional plan now under development. Through a State grant, the Regional Council is engaging the local architecture and urban design community to: (1) comment on the overall draft plan's alternatives, (2) draft regional policies on design to be incorporated into the regional plan's update, (3) identify draft actions and programs for addressing design both regionally and locally, (4) craft a stand alone regional design strategy to help guide and influence planning and decision-making in the region. The Puget Sound Regional Council, the design community, and the state are also partnering to develop a manual to help other regions of the State how they can incorporate design into their regional planning efforts as well.

The State's Growth Management Act and Regional Design In Non-Puget Sound Areas of the State of Washington:

The State of Washington initially developed the statewide growth management in 1990 with amendments since that time including amendments to create Growth Management Hearing Boards and Shoreline Management Act provisions. The Growth Management Act requires state and local governments to identify and protect critical areas and natural resource lands, to designate urban growth areas, and to prepare comprehensive plans as implemented through capital improvements and development regulations.

As indicated above, as part of its effort to development a Regional Design Strategy, the Puget Sound Regional Council is partnering with the design community and State government to develop a manual to help other regions of the state to incorporate ways and means to incorporate other areas of the state to incorporate region design in their comprehensive planning efforts. The PAS or other APA report might suggest ways in which the manual might foster regional design and planning in geographic areas of the State of Washington other than in the Puget Sound area.

IC. Texas Regional Visioning Initiatives

Historically, the State of Texas has a relatively strong system of COG's which receive funding from the state, some of which goes back to the 1970's. In all, Texas has 24 COGs, all of which are integrated into an overall system. This system of regional councils produces products unique to their particular parts of the state. Most metropolitan COG's, for example, turn out federally-required transportation plans.

Within the last five year, the areas around Austin, Dallas- Fort Worth, and Houston have either completed or are in the process of undertaking regional visioning processes involving the private and non-profit sector, local government, and the general citizenry. These particular regional visioning efforts, to varying degrees, have been done in tandem with, or actually housed in, regional councils of governments. Thus, an examination of the Texas system might put emphasis on how these particular regional visioning efforts moved the more traditional councils of governments towards the actual physical design of regions as measured against such considerations as Smart Growth incentives, visualization techniques, more compact communities including transit oriented development, and other similar approaches that might be applied across the country with adaptation.

ID. FLORIDA'S "MYREGION" AND RELATIONSHIPS TO OTHER REGIONAL PLANNING

An extensive regional visioning effort is now going on in Central Florida, called, "MYREGION." It consists of private, public, and non profit regional vision efforts. While centered on the Orlando metropolitan area, it reaches as far as Daytona Beach on the northeast, Cape Canaveral-Melbourne-Palm Bay on the southeast, Lakeland on the southwest, and Leesburg on the northwest.

Florida has an extensive array of regional planning agencies which include multi-county regional councils county regional planning agencies, and Metropolitan Planning Organizations, the latter often being single county agencies as designated by the State Department of Transportation. Also, numerous discussions are going on within the state concerning the future of regionalism.

This particular case study could highlight what regional design might look like within a galaxy of regional agencies. For example, "MYREGION" might well identify the hubs of concentrated development throughout Central Florida, and in the process, use visualization techniques to do the same. And the regional planning agencies could concentrate on alternative regional scenarios or this could be a joint shared function with the regional planning agencies acting as the MPO (s).

IE. GEORGIA'S SYSTEM OF REGIONAL PLANNING

Georgia has a long-established system of regional planning agencies under state law that has had positive impacts on the quality of life in Georgia. Today these agencies are generally known as Regional Development Centers though the names can vary depending upon the circumstances. For example, in the Atlanta area, the long-established Atlanta Regional Commission (ARC) still goes by that name. The proposed PAS report might look at two regional planning efforts within the State of Georgia, such regional planning efforts certainly suggest regional planning by design.

Metropolitan Atlanta: The ARC, in its MPO role, has a program of using some of the federal/state discretionary transportation money to fund Smart Growth initiatives at the local municipal level throughout the metropolitan area. The PAS report might suggest ways and means by which this Smart Growth initiative in concert with ARC regional and local plans might be used in the future to foster Smart Growth, preservation of historic resources on a regional scale, and the development of compact communities through various tools including transit oriented development. Put another way, given what is already going on in metropolitan Atlanta, the proposed PAS report might suggest varying ways in which the Calthorpe/Fulton regional design might actually be achieved in a very fast-growing and dynamic metropolitan area.

Coastal Georgia: Within the last two months the Coastal Georgia Regional Development Center has formally come to the APA Regional and Intergovernmental Planning Division requesting help in identifying agencies across the country which are well organized to deal with rapid growth and environmental protection. They have done this so that they might improve their organization to deal with rapid growth along the entire Georgia Coast. The Georgia coast is subject to substantial urban growth and at present is the second fastest growing area in the State, only being outpaced by Metropolitan Atlanta. Its biophysical environment is very fragile. The Georgia Regional Development Center's jurisdiction also includes the City of Savannah and the surrounding Chatham County in its membership.

The proposed PAS or other APA report might show ways and means by which coastal Georgia can designate and design future areas of growth to foster compact growth within the context of a sensitive biological environment. And given that Savannah is one of the nation's first planned cities, which has maintained its historical character and benefited greatly from the same, the proposed PAS report might also show ways in which historical preservation has been maintained and can further be maintained in the future, including that in a regional context. Also, in a very much related way, the report might also show how Savannah, as one of the two primary cities within Coastal Georgia, can be used to anchor and stabilize the growth of a well planned and physically-designed Coastal Georgia Region.

IF. Appalachian Regional Commission Local Development Districts (New York State Area)

The Appalachia Regional Commission (ARC) has been around since the mid-60's and it covers all of West Virginia as well as portions of 12 other states stretching from southern New York to northern Mississippi. And while its funding level has declined somewhat over the last 10 years, one of the part of its program which is still very strong is its Local Development District (LDD's) program. These LDD's are usually rural, multi-county planning and development districts. All of the ARC is blanked by 57 LDD's, a typical LDD covering 6-8 counties and having typical staff size of between 15 and 20 people.

While these LDD's receive monies from several federal and state programs and other sources, historically, their emphasis has been on "development." Yet, at the same time, in some respects, these rural oriented LDDs' are ahead of their large metropolitan counter parts in terms of regional design as per various requirements, either implicitly or explicitly, they tend to concentrate their efforts in selected growth centers within a given LDD. There are several tools for doing this, not the least of which is the Appalachian

Development Highway program, ARC's most expensive program. (The Appalachian Development Highway System now numbers over 2,600 miles and its highways are developed at or near Interstate standards.) And the planning roles of these LDD's is likely to increase in the future as they gradually take on the planning roles of the Rural Planning Organization (RPO) as being promoted by the U. S. DOT across the country.

New York State Southern Tier LDDs It is suggested here that the proposed PAS report look at a selected number of LDDs. Specifically, it is suggested that the three planning and development districts that make up the 17-county Southern Tier of counties in New York State be explored to see how they have and can further contribute the physical design of each of their respective regions. This Southern Tier has numerous older smaller cities and sizeable towns which can benefit from historical preservation and rejuvenation. And Senator Clinton has pushed strongly through the ARC, including funding, for the development of broad band communications systems to strengthen Appalachian areas. The proposed PAS report might show how the tools of broad band communications innovation, the new RPO roles, other tools of the ARC, and other public and private efforts can be used to physically design the growth and renaissance of rural regions in one part of Appalachia.

IG. New Jersey's Three Regional Planning Examples

Within the last 25 years, and particularly within the last five years, there have been three very important examples of successful regional planning in various stages, such examples are definitely helping to improve the quality of life for the citizenry of the Garden State. And each of these examples have been engaged in the physical design of a region. The three examples include the Pinelands Commission in south central New Jersey which constitutes 21-22 percent of that State's land mass, the rejuvenated Meadowlands Commission, not too far from Manhattan, and the recently created Highlands Regional Council in northwestern New Jersey which also covers a substantial portion of New Jersey.

The Pinelands Commission: This body was created 25 years ago and, in that short period of time, is now acclaimed as one of the more successful regional planning organizations in the country in terms of curbing urban sprawl. It has the tools (including vigorous transfer development rights) and political leadership to keep in basic preservation the largest piece of open space and low level urbanization in the entire Atlantic Coast urban conurbation stretching from Boston to Richmond.

The Meadowlands Commission: Within the last five years, this agency has developed a far-reaching comprehensive plan balancing environmental protection and planned economic development. And already, considerable amounts of wetlands have been potentially saved within the 32 square-mile area. It has also instituted revenue sharing among its 14 municipalities which are either partially or wholly within the jurisdiction of Commission.

The Highlands Regional Council: This body was created by state legislation in 2004, in large part to protect the drinking water supply of much of New Jersey, which includes portions of Metropolitan New York. The initial first comprehensive plan is now in its final draft stages. It deals not only with water conservation, but also with urban development as there are numerous medium-size or small urban settlements in this five-county basically rural area that are subject to growth, preservation, and renewal. Like the plan of the Meadowlands Commission, the about-to-be regional plan for the Highlands Region will deal with tradeoffs between environmental protection and economic development.

Aggregate Impact of the Three Agency's Regional Planning Efforts: The total land area covered by the jurisdictions of the above three jurisdictions combines, covers upwards of 40 percent of New Jersey's land area and most of the aggregate area is covered by rural areas or low-level urbanization. And this type of coverage by strong regional planning bodies is truly unique, especially considering that much of the rest of the State of New Jersey is either highly urbanized or about to become so. It is also somewhat unusual that these three regional planning bodies are not now the designated MPOs under U.S. DOT and state-DOT

designation. Thus, they are free to develop concepts and methodologies that are not encumbered by more urban MPO planning bodies. Further, all three are state agencies with very heavy local government and other participatory involvement. This particular case study would, first, identify and discuss some of the techniques of the Calthorpe/Fulton approach that are already underway in one or more of these three regional planning areas. The second step would be to suggest for the proposed regional planning PAS or other APA report what other regional design methodologies might be applied to these three regional planning bodies and the areas they represent.

PART II: METHODOLOGICAL FRAMEWORK FOR PLANNING A REGION: APPROACHES AND TECHNIQUES

Again, the following planning approaches and techniques are for illustrative purposes only. The Planning Advisory Service report, itself, would contain a full array of planning approaches and techniques.

IIA. Regional Development Scenarios

Alternative plans and planning have long been taught in planning schools. However, it has only been within the last 10-15 years or so that the alternative scenarios approach has become important. It started in earnest with the Puget Sound Regional Council Long Range Vision Plan in the late 1980s. And during the 1990's, it was applied in various places such as Portland, Oregon, Envision Utah, and elsewhere. Also, starting sometime in the very early part of this Century, the Federal Highway Administration and the Federal Transit Administration started to encourage the development of such alternative scenarios through its MPO federal financial planning assistance programs and related requirements.

IIB. Regional Visioning

For the last 15-20 years, the field of urban and regional planning have used long-range visualization approaches to frame comprehensive planning programs. And in the past 10-15 years this has also been true of regional planning efforts. Perhaps the best known of these efforts has been Envision Utah. However, others have recently been completed or are fully underway. They include efforts in Greater Los Angeles, the Austin, Dallas/Ft Worth, and Houston areas in Texas, and a large urban region in Central Florida centering around Orlando. And a similar effort is now also under way in Louisiana involving the entire State of Louisiana as a long-term means to recover from Hurricane Katrina. And certainly there are other such efforts now getting underway. This APA report would do a basic review of these long range visioning efforts to suggest regional design approaches that might evolved for future practices.

IIC. Visualization Techniques at the Regional Level

An extremely important tool or technique that is employed to conduct regional visioning and other planning efforts these days is that of visualization. And perhaps one of the most successful of these visualization efforts was, once again, that of "Envision Utah," using numerous public meetings among other things to get the point across about what alternative scenarios could look like in actual settings. And in fact, *The Regional City* by Calthorpe and Fulton has a substantial number of such visualization techniques, demonstrating one way to help to design a region. In any case, visualization concepts and techniques, in numerous different ways could well become a major force in future regional planning. This may particular be true in the design of regions, and therefore, this publication will address this factor.

IID. Regional Design and Programming Tools

Urban Growth Boundaries and Growth Management: Various geographically large cities and counties now have urban growth boundaries, or generally a line demarcating a geographic area beyond which a municipality or country shall not grow within a given period. And of course, even more municipalities and counties have growth management programs, generally prescribing when and where growth shall take

place in a given jurisdiction. And some regional agencies are beginning to assume the same tools, perhaps the best known being Metro Government in the Portland, Oregon area. Much more needs to be developed across the country, however, if regional planning is to have political clout and teeth, and to be able to actually design regions.

Transfer Development Rights, Infill Development, Open Space Conservation: These particular instruments can often be used separately, but usually they are most effective in some combination. For example, Montgomery County, Maryland has land use planning responsibilities for over 90 percent of the population in this urban county of over 900,000 people. This has allowed the county, starting in the mid-1970's, to buy and preserve agriculture land in the northern fourth of the county. This is done by facilitating the purchase of the urban development rights that had occurred to this not-yet-developed agriculture lands and then transferring the sale of these development rights "down county." This program is augmented by an aggressive open space and outdoor recreation program in the southern part of the County. A similar effort has been underway in the New Jersey Pinelands regional organization for close to 25 years. Under state law, the Pinelands Commission was given the regional authority to plan for the five different stages of development in the Pinelands area, including type of land use that would get future urban growth. To ensure preservation of areas designed for preservation, the Pinelands Commission was also given Transfer Development Right authority.

Transit Oriented Development (TOD) and Subarea Regional Design: This is happening in a number of fast-growing regions, and there are some who say it is happening just about everywhere. The point would be that it is an excellent planning and development tool. And it is one which can be employed with much greater use at the regional level. In fact, in a sprawling region of 17-18 million people and utilizing subregional planning agencies where pertinent, the Southern California Association of Governments (SCAG) is doing something very much along these lines in the Greater Los Angeles Basin. Growing out of its COMPASS regional visioning program, its 2 Percent Strategy identifies those 160 or so sites throughout the Greater Los Angeles Basin which might receive Smart Growth treatment. And in a substantial number of these cases, they are TOD or TOD-like areas that utilize public transit which can be employed to accomplish Smart Growth ends.

In order to facilitate transit oriented development, some MPOs are utilizing sketch-planning urban simulation models like PLACES and INDEX to help in the evaluation of alternative land use transportation scenarios at a sub-regional or local scale, and in some cases to provide visual simulation for these scenarios. These tools are being made available to local jurisdictions to be utilized in the update of local general plans and community plans. In addition, some MPOs and other regional planning agencies are developing regional Smart Growth urban design guidelines that can be used by local jurisdiction in the update of local plans and in the review of local development projects.

Smart Growth Locational Incentives and Other Financial Tools: It has already been mentioned under Part I that the Atlanta Regional Commission, the San Diego Association of Governments, and the Southern California Association of Governments use this tool in varying ways to foster Smart Growth development in high priority growth areas of their respective metropolitan regions. The degree of the approach varies substantially, ranging from planning assistance and program development funds to funding for land assembly for Smart Growth sites. Money can come from state and local bond issues, the various U.S. DOT construction funds, or other similar funds (e.g. CMAQ). Usually, however, the geographic location of such Smart Growth incentive programs is at the nexus of important transportation- land use juncture.

In addition to direct allocation of funding through incentive programs, some MPOs are also developing "toolkits" of other types of financing mechanisms that can be used at either the sub-regional or local scale to pay for needed infrastructure that supports Smart Growth development. Such tools can include tax incentives, assessment districts, special development financing programs, and the like. The PAS report might suggest how these financial tools might be used to promote smart growth through regional design.

Growth Centers and Growth Poles: This technique can be used in metropolitan and non metropolitan areas. In metropolitan areas for example, it is often the basis of regional plans as they are anchored around growth centers. But this is often equally true in non-metropolitan and rural area regional planning, especially where choices have to be made in slow growth or declining regions. And historically, much of this type of growth management planning was and is central to federal programs for rural areas such as those of the Economic Development Administration and the Appalachian Regional Commission. The methodologies will make use of the case studies to show how this approach can best be applied.

Regional Physical Design: Historically, many regional plans have been physical designs for their regions. However, because the great majority of metropolitan regional planning in the last 20-30 years has been for the funding of MPOs, most of the physical design has derived from the proposed regional transportation system, mainly highways and transit. And while transportation systems will always be a central component of regional physical design, perhaps there is more to regional physical design. The updating of the Puget Sound Regional Council's Comprehensive Plan, with its draft regional urban design section provides but one example of how physical regional design might be carried out. The proposed PAS or other APA study would provide for other examples.

IID. Environmental And Energy Sustainability

Land Holding Capacity Analysis and Habit Preservation or Restoration Plans: What can our natural environment sustain given future regional development futures? If possible, case examples from the Pinelands Commission, the Meadowlands Commission, and the Highlands Council as well as examples from San Diego Association of Governments and perhaps My Region in Florida will be used to demonstrate this aspect of regional design.

Air Quality and Water Conservation: Vital components of any environmental sustainability regional planning, or regional physical design, would be air quality considerations and water quality. Existing Metropolitan Planning Organization transportation plans, in EPA/state-determined non compliance areas, already incorporate air quality considerations, particularly as proposed transportation facilities must meet air quality conformance rules. The proposed document might well do two things with regard to air quality. First, it would make an attempt to develop, through examples, language which makes air quality conformance more understandable to both professional land use planners as well as to the general public. Second, though not now required under federal air quality laws, it would probe ways in which global warming considerations might be brought into regional planning considerations.

Water conservation and planning long have been a part of regional planning, whether at multi-state, state, or sub-state levels. The proposed document would bring up-to-date ways and means in which water quality conservation considerations might be incorporated into sub-state regional planning.

Energy Analysis and Conservation Plans: Most sub-state regional plans do not deal with energy. Perhaps the only exception to this statement, and it is done in an indirect sense, is that many sub-state transportation conformity activities specifically provide measures to abate or reduce automobile travel so as to reduce ozone levels. And in effect, such measures often conserve fossil energy. The proposed PAS or other APA document would suggest ways in which energy analysis and conservation might become a more important component of regional planning, and as suggested above, particularly with regard to global warming considerations at the sub-state regional level.

Generic Environmental Impact Analysis: Whether under federal the National Environmental Policy Act or various state laws and regulations, there is a need for compliance at the regional level. This is true for federal highway and mass transit programs and particularly in metropolitan areas not in compliance with federal air quality standards, when proposed y funded transportation projects must be in conformance with air quality budgets. These are but two examples; but there are other examples at both the federal and state levels. The proposed APA PAS study or other similar APA document would identify the most important of these compliance tools, and using the case study examples, show how they might best be used

for regional design. For example, under the revised Puget Sound Regional Plan, ways are now being sought to develop an overall environmental framework and process to deal with a variety of environmental compliance needs.

IIE. Resource Sharing and Social Equity

Fiscal Resource Sharing: The Metro Council in the Minneapolis/St Paul area is the best known metropolitan revenue sharing program in the country. However, others do exist such as those of Meadowlands Commission in New Jersey. Unfortunately, far too little is being done in this area on a nationwide basis and this is one of the areas in which the proposed APA document may well be able to make many legal, planning, and other technical suggestions.

Environmental and Social Equity Under the programs of the U.S. DOT, various MPO's are now beginning to develop Environmental Justice analysis of their proposed programs., And while this movement is in infancy, nevertheless, they are beginning to cause MPO's to look more deeply at the questions of the underserved and underrepresented. And further, while they are often nothing more than demographic analysis programs in combination with various graphics, they are at least a start. It would be the intent that the proposed document would highlight what is going on in these areas and suggest "breaking new ground."

Affordable Housing Considerations. One of the most important social equity program that regional planning agencies are becoming involved in is that of regional affordable housing analysis and programs. And in fact, the APA PAS Report, *Regional Approaches to Affordable Housing* deals exactly with this social equity question. And there are examples of how this can work. For example, in California and under State laws and guidance, various regional planning agencies are now working with local governments regarding the distribution of affordable housing per state law.

IIF. Formal and Informal/Cooperative Approaches to Regional Design

While not a formal part of regional physical design, it is important to recognize the context in which sub-state regional planning through design would be carried out, and that context is both formal and in an increasingly important way, in an informal and cooperative mode.

Formal Institutional Framework: There are over 500 sub-state regional planning organizations, in this country, be they at the large metropolitan, small metropolitan, and nonmetropolitan or regional level. For example, all metropolitan areas in this country are covered by Metropolitan Planning Organizations, some of which cover only one county, and the majority of which cover two or more counties. And the National Association of Development Organizations, which basically serves small metropolitan and rural areas, includes a membership of over. And again, most of these organizations are multi-jurisdictional, and more often than not, multi-jurisdiction in nature.

Cooperative/Informal Network: Over the last 15 years or so, and particularly over the last half dozen years, increasingly regional issues and opportunities are being addressed through cooperative efforts that do not rely primarily on a formal, sub-state, institutional framework. There are various forms that these networks take. Sometimes it is a matter of two or more existing regional agencies serving the same geographic area and having a need to solve a common issue or problem that cuts across program lines. Very often, it is the business and/or civic sectors, with or without the public sector, dealing with either single-purpose or multi-purpose regional issues. And there are various other combinations. It is important to note that

many of the recent regional visions efforts, such as Envision Utah, either are in this mode or started out in this mode.

IIG. Hybrids of The Best Tools from Former Regional Planning Efforts, Combining Those of Regional Physical Design with Those from MPO Transportation Planning:

As stated before, nearly \$350 million dollars are spent per year for traditional MPO planning. Many of the planning approaches and techniques of MPO planning are very sophisticated and they should be incorporated into the proposed Regional Planning PAS report or similar APA document. For example, it would be legitimate to talk for another five to ten page, in summary, in this paper on the two to four most important regional simulation models presently in practice. Many other examples could be mentioned. But the important point here is that these considerations may well become a very important component of the PAS or other APA report.

IIH. Actual Regional Plan-Making

Under the Calthorpe/Fulton message to “design the region” several of the case studies mentioned above have actually designed their own regional plan in a context different from that under which, “long range fiscally constrained plans” have typically been developed under DOT’s MPO program. Truly comprehensive plans, for example, have been developed for the San Diego Association of Governments and the Sacramento Area Council of Governments, and the same can be said of the Pinelands Commission and the Meadowlands Commission in New Jersey.

One of the features of this methodology and part of the proposed PAS or other APA Report on Regional Planning would be the identification of different types of regional plans that might be physically designed. In some ways, the proposed report would serve as a synthesis of what has been developed to date. In other ways, it would suggest what type of “designed” regional plans might be developed in the future.

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APPENDIX: SECONDARY SOURCE MATERIALS

At the present, these secondary source materials are as follows:

APA PAS reports which go back to about 1990. They include:

Project Rating/Recognition Programs for Supporting Smart Growth Forms, Report 539/40, 48 pages, published in 2006, Doug Porter, Mathew Cuddy

Urban Containment: History, Models and Techniques for Regional and Metropolitan Growth Management, Report 520, 2004, 130 pages Chris Nelson, Casey Dawkins

Regional Approaches to Affordable Housing, Report 513/514, published in 2003, 24 Pages, James Schwab, Stewart Meck, Rebecca Retzlaff

Traffic Sheds, Rural Highway Capacity & Growth Management, Report 485, published in 1999, 283 pages, Land Kendig, Stephen Tocknell

Principles of Smart Development, Report 479, published in 1998, 68 pages, no authors given

Performance Standards in Growth Management, Report 461, published in 1996, 44 pages, Douglas Porter, ed.

Sustainable Development, Report 467, published in 1996, 66 pages, Kevin Krizek, Joe Power

Transportation Land Use Connection, Report 448/449, published in 1994, 40 pages, Terry Moore, Paul Thorsnes

Staying Inside the Lines, Urban Growth Boundaries, Report 440, published in 1990, 32 pages, V. Gail Easley

Designing Urban Corridors, Report 418, published in 1989, 38 pages, Kirk R. Bishop

Note: Probably the most pertinent of these documents as it provides a format for the type of case studies we are talking about is item number 3 above, *Regional Approaches to Affordable Housing*.

APA Adopted Policy Guides

Policy Guide on Surface Transportation, originally adopted in 1990, updated in 1997

Policy Guide on Planning for Sustainability, April, 2000

Policy Guide on Smart Growth, April 2002

Policy Guide on Energy, April, 2004

Policy Guide on Security, April, 2005

Policy Guide on Housing, April 2006

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Note: Probably the most important of the Policy Guides is the 2002 Policy Guide on Smart Growth. A couple of its sections apply, directly or indirectly to regionalism. However, these sections do so at a rather high level policy thrust and in no ways to they get into how regional planning might actually work.

Sources Outside of the APA

The Regional City: Planning for the End of Sprawl published by the Island Press in 2001. The co-authors are Peter Calthorpe and William Fulton.

Note: The above document will be the primary source for this development of this PAS study. However, as the PAS progresses, other non APA source-materials will be used.