

INTERGOVERNMENTAL AFFAIRS

LOUISVILLE/JEFFERSON COUNTY, KENTUCKY CONSOLIDATE: THE URBAN PLANING AND DESIGN COMPONENT

by Charles C. Cash, AIA

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BACKGROUND: On January 6, 2003, a new city was born on the southern banks of the Ohio River. The merger of the City of Louisville (256,000 residents) with surrounding Jefferson County, Kentucky (437,000 residents) created the new Louisville / Jefferson County Metro Government. Its combined population represents 70% of the metropolitan statistical area (MSA) of just over one million people and covers a seven county region of Kentucky and Indiana. More importantly, it covers most of the growth area for the future expansion of the metropolitan area.

PLANNING STRUCTURE AND PROCESS: In one sense, the growing pains for the urban planning process have been minimal. The former Department of Planning and Development Services had been staff to both the City and the County Planning Commission since 1966. With formal consolidation on January 6, a newly revitalized Louisville Metro Planning Commission was put in place. It contains eight citizen members and two local government appointees. It is staffed by a new Department of Planning and Design Services, which combines personnel from the former Planning and Development Services, the Landmarks Commission, and the Metropolitan Development Authority. Concerning urban planning, this new city is off to a good jump start because of the comprehensive planning and implementation steps described below.

CITIZEN INVOLVEMENT AND PLANNING: Mayor Abramson strongly believes urban planning processes must become more inclusive, increasing communication with neighbors and developers. This certainly has been done in the process of creating the Cornerstone 2020 Comprehensive Plan and its new development code.

A New Comprehensive Plan: Over the last several years, the Cornerstone 2020 Comprehensive Plan covering the then City of Louisville and Jefferson County was created. Visioning sessions actually began in the early 1990's, and subsequent efforts led to the preparation of the Goals and Objectives and Plan Elements for the plan, which was adopted in 2000. This entire effort was crafted by hundreds of volunteers who represented a broad array of backgrounds and who worked closely with staff on the development of the new comprehensive plan.

A New Development Code: Cornerstone 2020 laid the ground work for the plan's new Land Development Code, which also included extensive citizen involvement. The new code, the first in decades, was recently adopted by the Metro Planning Commission and legislative bodies after extensive public meetings and four Planning Commission public hearings. The Code and its accompanying Form District Map identify 11 different Form Areas. These Form Areas represent the varying development patterns of the newly-consolidated city. All geographic sections of the new city are in one of the 11 Form Areas.

THE IMPORTANCE OF NEIGHBORHOODS IN THE NEW CITY: By ensuring all new development is both consistent with the character of existing neighborhoods and innovative in design, the new Land Development Code supports Mayor Abramson's focus on preserving the unique character of each of Louisville's metro neighborhoods. He wants every neighborhood in the community to have its own Neighborhood Strategy and has created the Louisville Metro Department of Neighborhoods to assist residents in developing these strategies.

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“Louisville and Jefferson county consolidate.”

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Nature of New Code Via Neighborhoods :

The consolidated city’s new Land Development Code acknowledges different development patterns, and promotes the best features of each. The new code varies according to the type of neighborhood and its physical character. Urban developments have to meet different standards than suburban or other types of developments. The new code respects the need for different setbacks and dimensional requirements in urban and traditional neighborhoods. Provisions for pedestrian and bicycle amenities supporting alternative transportation modes are included. There are provisions for developers who provide open space, affordable housing, upper-story residential and office use over retail, and other community benefits in keeping with the goals of Cornerstone 2020. The new code

and Form District Map will work in conjunction with zoning districts.

SUMMATION: The consolidation of the former City of Louisville and Jefferson County, Kentucky into a new consolidated city on January 6, 2003 is very significant. Also significant is the fact that the new Cornerstone 2020 Comprehensive Plan, which covers the geographic area of the new city, was adopted in the last few years. And now a new Land Development Code implementing this Plan and varying according to the 11 development patterns of the new city is also being put into place. Practitioners and students of local governmental modernization as well as advanced, conceptual urban planning and design would do well to “keep an eye” on what happens in the new Louisville / Jefferson County Metro Government.

NEW YORK APA METRO CHAPTER INVOLVEMENT IN WORLD TRADE CENTER AREA PLANNING AND REBUILDING, AND INTERGOVERNMENTAL ACTIVITIES

by Ethel Sheffer, AICP

President, New York Metro Chapter

Immediately after the attack on the World Trade Center, the New York Metro Chapter of the American Planning Association (APA) began to work with other professional associations to provide assistance to the affected communities. In the following weeks, the Chapter, as part of an unprecedented coalition of architects, planners, and engineers, took part in efforts directed at the planning and rebuilding of Lower Manhattan, surrounding the World Trade Center site. To assist this undertaking, several APA Chapters and Divisions have contributed funds to the New York Metro Chapter. Included was a contribution in the fall of 2002 from APA’s Intergovernmental Affairs Division. This article looks at two questions. First, what has been the general role of APA’s New York Metro Chapter in this planning and rebuilding effort? Second, what have been some of the important federal-state-local activities and issues?

THE OVERALL ROLE OF THE NEW YORK METRO CHAPTER: The Chapter’s role has generally centered on three basic priorities: to promote comprehensive planning principles, to seek coordinated decision-making, and to advocate for an open, inclusive process. In December, 2001, the

Chapter held an all-day conference, with professional and civic organizations represented, on the planning and related agendas for the rebuilding of Lower Manhattan. At the same time, the Chapter began to formally urge the decision-makers to assign a stronger role to the New York City Planning Department, even as the Lower Manhattan Development Corporation (LMDC) was being created by the Governor of New York State.

More recently, the Chapter has also been actively involved in a December, 2002, five-day charrette/workshop on city- and region-wide alternatives for rebuilding the World Trade Center site and its surrounding neighborhoods. This planning workshop was prompted in part by the public rejection of earlier proposals for the rebuilding of the World Trade Center by the LMDC and the Port Authority of New York and New Jersey. The deficiencies in these first rebuilding proposals become clear in the course of an interactive public meeting and forum held by the Civic Alliance for Rebuilding Lower Manhattan, attended by 5,000 people, in mid-summer of 2002. (This Civic Alliance is a direct offshoot of the Regional Plan Asso-

“The New York APA works to provide assistance to the World Trade Center communities.”

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ciation of New York, the latter being a long-established and effective intergovernmental, private regional planning agency.)

The five-day charrette developed alternative scenarios for a global office center, for creative hubs, and for livable neighborhoods, all of which had a mix of activities and common rebuilding themes.

The Lower Manhattan Task Force of the Metro Chapter also wrote and disseminated papers on key issues such as “Comprehensive Planning and the Participatory Public Process,” “Principles for the Rebuilding of Lower Manhattan,” “The Memorial Process,” and “Moving Lower Manhattan”, created by the Chapter’s Transportation Committee.

INTERGOVERNMENTAL ACTIVITIES :

For any large, regional undertaking in New York City to be successful, there needs to be significant local, state, and federal coordination and cooperation. The World Trade Center itself was built and operated by an interstate public agency, the Port Authority of New York and New Jersey. The federal government has pledged 20 billion dollars for recovery and rebuilding. Questions are now being raised as to how much of these and other federal and state dollars have to be spent in other parts of the New York metropolitan region (e.g. on improved access to airports) in order for the rebuilding of the World Trade Center area to be successful.

In a letter of November 18, 2002 to New

York State Governor Pataki, the Metro Chapter raised the issue of the existing lack of coordination between various state, local, and interstate public and semi-public entities. The Chapter suggested the Governor should take a strong coordinating role through three separate actions: First, create a decision-making structure having commanding authority, utilizing either the existing Empire State Development Corporation, or an intergovernmental model such as the Hudson River Park Trust. Second, ensure more effective public participation through a clearly articulated iterative process among various uncoordinated efforts now underway. Third, the Governor, together with the Mayor, should take a personal hand in negotiating among the World Trade Center stakeholders, simultaneously ensuring this is done within the context of a strong vision for Lower Manhattan.

The role of the New York APA Metro Chapter in the planning and rebuilding of the World Trade Center area and surrounding neighborhoods is a very important professional planning activity, and perhaps, even a duty. Further, for this effort to succeed, sustained and high-level intergovernmental efforts are a must. We know that the Intergovernmental Relations Division will continue to follow the efforts of the New York APA Metro Chapter and we welcome such attention. Should you have any questions contact: Ethel Sheffer, AICP, President, New York Metro Chapter at esheffer@nyplanning.org.

Have an Intergovernmental Success Story to Share in an Upcoming Newsletter?

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INTERGOVERNMENTAL PLANNING FOR PUGET SOUND WINS APA OUTSTANDING PLAN AWARD

by Michele Leslie, Public Involvement Coordinator, Puget Sound Regional Council

“The long-range transportation plan for the central Puget Sound region of Washington state, is this year’s recipient of the American Planning Association’s Outstanding Planning Award for a Plan.”

DESTINATION 2030: The long-range transportation plan for the central Puget Sound region of Washington state, is this year’s recipient of the American Planning Association’s *Outstanding Planning Award for a Plan*. Unanimously adopted in May 2001, key agencies and organizations involved in the plan’s development include: 4 counties, 68 member cities and towns, 3 port districts, 2 state transportation agencies, and 3 federally recognized Tribal Nations. The plan is designed to fit the needs of a diverse region and integrates the comprehensive plans of local governments and transportation agencies. Public collaboration was early, continuous and broad. It included a partnership with KING TV, a monthly newsletter distributed to approximately 10,000 people, direct mail and follow-up phone calls to 8,000 homes in targeted communities, surveys, an updated Web site, presentations at public meetings, newspaper advertising and aggressive news media outreach.

PUGET SOUND REGION: The four-county central Puget Sound region includes 82 municipalities, with the City of Seattle at its core. Located between the Cascade and Olympic mountain ranges and bisected by an inlet of the Pacific Ocean, Puget Sound, the area has a population of 3.4 million people. The region has experienced rapid growth over the past several decades and the population is expected to increase by more than 1.5 million in the next 30 years. The unique geographic and environmental features that define western Washington also present significant challenges to urban development and the provision of an effective transportation system.

LAND USE, TRANSPORTATION, AND GROWTH MANAGEMENT: *Destination 2030* reflects a heightened awareness of how land use is integrally linked with transportation. The 30-year transportation plan is designed to support the region’s adopted growth management strategy. Transportation investment principles in the plan support both regional and local land use strategies that call for the creation and revitalization of livable urban communities linked by an efficient transportation system, while preserving open space and limiting sprawl.

The continued development of mixed-use, high-density centers is a core component of the plan. The region has designated an urban growth area where transportation, development, jobs and other services are focused. Within the urban growth area, the plan supports the development of 21 formally designated urban centers, to be connected by a high-quality multimodal transportation system. In addition to the designated centers, other compact communities, urban corridors, mixed-use neighborhoods, and transit station areas are part of the overall vision for growth in the region. The plan contains physical design guidelines for creating walkable, mixed use neighborhoods that will assist local jurisdictions in planning for centers, transit station areas and other compact communities.

MONITORING AND IMPLEMENTATION: *Destination 2030* also provides for a monitoring and benchmark system to review progress in meeting growth management and transportation objectives. Through ongoing evaluation, the region can assess whether investments and programs are achieving desired outcomes. Such monitoring provides decision-makers and the public with a system that provides early warning if current practices are not having the desired results. This system is also useful for refining programming criteria and other decision-making processes to ensure that actions are supporting regional growth and development policy.

Guided by *Destination 2030* policies, the Puget Sound Regional Council has targeted federal transportation funds to designated urban and manufacturing centers and the corridors that connect them, creating a firm link between the policy direction contained in the regional growth strategy and the transportation funding process.



STRONG INTERGOVERNMENTAL RELATIONS AND PLANNING

by Lee Schoenecker, AICP

“Strong intergovernmental relations when combined with good urban and regional planning can be effective.”

The foregoing articles indicate that strong intergovernmental relations when combined with good urban and regional planning can be effective:

LOUISVILLE/JEFFERSON COUNTY

METRO GOVERNMENT: This consolidation was helped because of good working relationships between the City of Louisville and Jefferson County. One is also struck by the fact that planning services for both the City of Louisville and Jefferson County were basically carried out in one agency since 1966. One can further conjecture that this nearly four-decade arrangement helped to smooth the way, at least in part, for city, county consolidation. Further, it augurs well for the new Metro Government that its geography is covered by a new comprehensive plan, *Cornerstone 2020*, and a new accompanying development code.

PUGET SOUND REGIONAL COUN-

CIL'S PLANNING: *Destination 2030* is the first metropolitan transportation plan to win a major American Planning Association Award. For years, the Puget Sound Regional

Council has worked hard to involve local, special purpose, and state bodies. Looking at land use, *Destination 2030* fits within the context of and reinforces the regional growth management plan for the Puget Sound Region --- that of *Vision 2020* as initially issued in 1990 and updated in 1995. This transportation plan also helps to implement the State's Growth Management laws.

WORLD TRADE CENTER AREA

PLANNING AND REBUILDING: Strong metropolitan, intergovernmental efforts such as those for transportation and economic development are necessary prerequisites for the rebuilding of this area. There also must be adequate comprehensive planning and stakeholder involvement such as advocated by the New York APA Metro Chapter. With good planning and involvement, such as in the last six months, plans can go forward. This is evidenced by the selection of the Studio Daniel Libeskind plan for the World Trade Center area in late February of 2003.

Take Your Conference Experience to New Heights...

*American Planning Association's National Planning Conference
March 29—April 2, 2003*

Denver Colorado

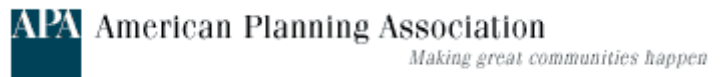
Denver will host the APA National Planning Conference, March 29—April 2, 2003. See Denver's rehabbed warehouse district, planned neighborhoods, and new airport design and old airport conversion. Explore the region and see resorts and tourism planning, environmental protection programs, and the Rocky Mountain landscape.

Choose from more than 200 sessions and workshops covering topics in all areas of planning. Advance your GIS and Internet skills at one of the hands-on workshops. Learn about Denver's history or tour a downtown redevelopment site during one of the more than 70 mobile workshops.

For more information, visit the APA website at www.planning.org. The program is available online.

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A PREVIEW OF THIS NEWSLETTER'S ARTICLES

by Scott Taylor

This newsletter features articles from three parts of the country. The first, by Charles Cash, Director of Planning and Design Services for the newly formed Louisville/Jefferson County Metro Government reviews this consolidation. It particularly looks at the urban planning efforts associated with this consolidation. The second, by Michele Leslie, Public Affairs Officer for the Puget Sound Regional Council, reviews the intergovernmental relations efforts behind the Council's *Destination 2030*. This plan will receive a major APA award at the 2003 National APA Conference in Denver.

The third article, by Ethel Sheffer, President of the New York APA Metro Chapter, describes that Chapter's effort in the planning and the rebuilding of the area around the World Trade Center. This article particularly looks at involved intergovernmental relations. Finally, Lee Schoenecker, our Division Chair, briefly comments on how each of these three efforts are effective as they involve strong intergovernmental relations as well as good urban and regional planning.