

# SYMPOSIUM PROCEEDINGS COMMUNITY DEVELOPMENT AND PASSENGER TRANSPORTATION



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**U.S. DEPARTMENT OF TRANSPORTATION  
Urban Mass Transportation Administration  
Office of Service and Methods Demonstrations**

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**THE INSTITUTE OF PUBLIC ADMINISTRATION**

**November 8-9, 1977  
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16. Abstract  This is a compilation of material that was presented at the Urban Mass Transportation Administration (UMTA) Symposium on Community Development and Passenger Transportation, in November 1977. It contains summaries of remarks presented at one plenary session and four workshops. Discussion topics include the joint economic development of land uses and transportation facilities; non-work trip purposes and multiple-use community development; community development planning and site selection for transportation benefits; and uses of passenger transportation for community resource management. Viewpoints on the relationship between community development and passenger transportation are presented by major Federal programs dealing with community development, and illustrated with significant Federal demonstrations. Major agency presentations include those by New Communities Administration, and Office of Policy, Development and Research, Department of Housing and Urban Development; National Park Service, Department of Interior; and Urban Mass Transportation Administration, Department of Transportation; among others. A symposium program and list of participants is included.					
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S Y M P O S I U M

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## PREFACE

This Symposium and the published proceedings are the result of substantial effort and contributions by many people inside and outside of Federal government, and at the Institute of Public Administration. First, it was the interest and enthusiasm of the Urban Mass Transportation Administration (UMTA) Office of Service and Methods Demonstrations, directed by Ronald J. Fisher, which motivated the Symposium. UMTA staff contributed significantly as principal workshop participants. UMTA Associate Administrator Robert McManus set the tone for the Symposium with his substantive overview.

Representatives of several Federal community development agencies, who are identified in these proceedings, gave direction to the Symposium with helpful suggestions, and with thoughtful remarks summarized in this report. It is the effort of these agency staff, together with UMTA staff, which will promote the mutual objectives of community development and passenger transportation. Representatives from several outstanding demonstrations in community development and passenger transportation, who are also identified in this report, gave generously of their time to describe useful models for future joint efforts.

Finally, the staff of the Institute of Public Administration worked thoroughly and creatively to produce a stimulating, informative program. In particular, Sumner Myers, IPA Director, gave substantive direction to the agenda; Samuel Seskin contributed to research and formulation of the program; and Rita Bamberger contributed significantly to the written proceedings. Gertrude Entenmann organized the accommodations for the meeting, which facilitated the ease of information exchange.

Alex Eckmann  
Symposium Coordinator  
Institute of Public Administration



DEPARTMENT OF TRANSPORTATION  
URBAN MASS TRANSPORTATION ADMINISTRATION  
WASHINGTON, D.C. 20590

October 12, 1977

On November 8-9, 1977 the Service and Methods Demonstration Program of the Urban Mass Transportation Administration will hold a Symposium on "Community Development and Passenger Transportation" at the Skyline Inn, South Capitol and I Streets, S.W., Washington, D.C. You are cordially invited to attend this Symposium which results from communications with several Federal program managers who attended an Inter-Agency Organizational Meeting in June.

The objective of this Symposium is to exchange information among local multi-purpose project operators and federal program managers interested in improving passenger transportation and community development. With this exchange of information I hope we will each identify new opportunities for coordinated community resource development. Participants will exchange information on their respective program missions, each of which relates to a different aspect of community development and impacts passenger transportation. Most of the participants will be federal officials, many of whom are working through local organizations to implement projects under their sponsorship. There will be select presentations of the projects thought to be of general interest and to represent the major thrust of their program efforts.

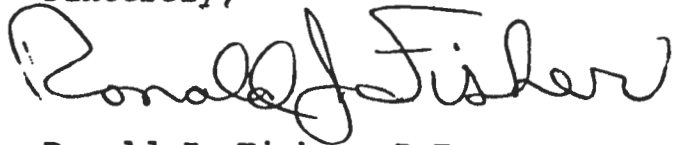
The format of the Symposium will allow representatives of programs to discuss coordination of objectives and to identify mutual opportunities for new initiatives in areas of common interest. Each participant in a workshop should expect to make a brief presentation regarding his program mission and procedures such as sources of sponsorship and funding for integrated projects; methods to coordinate demonstration objectives; barriers to successful coordination with other programs; and constraints on the use of various program resources. Proposed guidelines for Workshop presentations and a Symposium agenda are attached to aid you in preparing for workshop discussions.

Federal Departments attending will include Transportation, Housing and Urban Development, Health, Education and Welfare, Commerce, Interior, Agriculture, Energy and others. In addition, representatives of local community development projects will attend the Symposium to present an account of their programs. The Institute of Public Administration is coordinating the Symposium, and its staff along with mine will attend the sessions and workshops as moderators and to prepare summaries for presentation and your review.

The cost of participants will be \$5.00, to defray the expense of lunch and refreshments. A wine and cheese reception will be held at the conclusion of the first day. The fee may be paid at registration, but confirmation of your attendance should be received by October 28.

Please review the enclosed outline and agenda. Indicate your interest and willingness to attend by mail, or call my secretary at 426-4995 or 426-9157. If you have questions regarding these preparations, please call me. I appreciate the continued interest you have expressed in the Symposium at our June meeting and I look forward to the opportunity of learning more about the programs with which you are associated.

Sincerely,

A handwritten signature in cursive script that reads "Ronald J. Fisher". The signature is written in dark ink and is positioned above the typed name.

Ronald J. Fisher, P.E.  
Director, Office of Service  
and Methods Demonstrations

Enclosure



S Y M P O S I U M

COMMUNITY DEVELOPMENT AND PASSENGER TRANSPORTATION

URBAN MASS TRANSPORTATION ADMINISTRATION  
and  
INSTITUTE OF PUBLIC ADMINISTRATION

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## COMMUNITY DEVELOPMENT AND PASSENGER TRANSPORTATION

URBAN MASS TRANSPORTATION ADMINISTRATION  
and  
THE INSTITUTE OF PUBLIC ADMINISTRATION

### Introduction and Summary

As part of the American Revolution Bicentennial in 1976, two hundred examples of outstanding community achievement were honored by the U.S. Bicentennial Administration for "problem solving capacity in American communities." Among the two hundred accomplishments identified in Horizons on Display, a catalog of the most notable achievements, were several projects sponsored by the Department of Transportation, Urban Mass Transportation Administration. These projects exemplified new directions for community development and passenger transportation. In order to advance the process of community problem solving, UMTA Service and Methods Demonstration Division sponsored a Symposium on Community Development and Passenger Transportation in November, 1977. This Symposium aimed to exchange information among multi-purpose demonstration project operators and their Federal program sponsors.

The purpose of the Symposium was assimilation and diffusion of knowledge about community development and passenger transportation in order to improve coordination between related Federal efforts. This should be among the highest priorities of any effective demonstration program. Various Federal agencies must keep informed of emerging community trends in order to promote responsive development and transportation.

UMTA requested the Institute of Public Administration to organize the Symposium as a forum for interdisciplinary exchange, and a mechanism for acquaintance between program personnel from related agencies. IPA surveyed major Federal programs for their current directions in community development and their transportation needs. For purposes of Symposium presentation and discussion, the most interested representatives were asked to identify outstanding examples of community development demonstrations from their programs, along with their transportation aspects. Approximately one hundred representatives from a dozen Federal programs, local demonstration projects and others were assembled in Washington, D.C., to pursue these objectives. A List of Attendees is attached to this report.

Urban Mass Transportation Associate Administrator for Transit Management and Demonstrations opened the Symposium with a statement in favor of "administrative initiative" using existing laws and regulations to achieve coordination. Examples of good creative management in the past were identified, including Integrated Grant Administration, joint planning regulations by UMTA and FHWA, and administrative discretion in project funding to achieve unified objectives. UMTA was described as favorable to interaction with other Federal agencies, especially capital and operating cost sharing with HEW and HUD.

The Institute of Public Administration urged passenger transportation programs to achieve more than new community development alone. Combined objectives of increased community facility patronage, public transportation ridership and operating efficiency were described as possible results of

mutual "obligations between transportation providers and passengers to patronize the service." Administrative coordination between community development and transit operation was also endorsed for a "sense of joint participation" among programs. In order to achieve reciprocal benefits, according to IPA, development officials must actively participate in planning, funding and promoting public transportation

Departments of Housing and Urban Development, Labor and Commerce

described their on-going Ten City Community Economic Development Demonstration. Personal employment was strongly endorsed as the first priority of community development in order to sustain improvement of housing and other facilities. Leverage of public funds through coordination in order to generate private investment is the central demonstration theme, both in Philadelphia and Chicago where two representative demonstrations are being conducted. Urban transportation is recognized as a major structural element of economic and community development in both cities. In this regard it was suggested that DOT and UMTA specifically may have a role to fill in the Ten City Demonstration to facilitate commuter and other passenger transportation in the future.

New Communities Administration of HUD described the object of its program to develop integrated communities with diverse social groups, economic activities, and energy/resource conserving methods. Contrasting examples of Roosevelt Island, New York, a new-town-in-town, and Woodlands, a new community in the Houston metropolitan area were presented. Roosevelt Island restricts automobile operation within the development, operates an arial tramway to Manhattan and will connect with the New York subway

system. A small fleet of electric mini-buses operates for circulation within the development, but technological problems have interrupted this service. Accordingly, a recommended area for Federal research and demonstration is electric vehicle operation for public transit circulation. Woodlands New Community, on the other hand, accommodates automobile circulation within the development alongside pedestrian and bicycle improvements, with potential for electric vehicle operation. Woodlands sponsors a commuter van pool system for journey to work in Houston, and hopes to obtain reserved transit lane privileges on local interstate highways. New Communities Administration expects to concentrate on new-towns-in-town in the future.

The National Park Service, recently increasing its attention to urban recreation development has focused on transportation needs amidst rising concerns for social equity and a realization that park patronage is a direct function of accessibility. Urban parks have been promoted in New York, San Francisco, Cleveland and Atlanta. Transportation is a major problem here, with intense weekend traffic congestion and automobile parking causing damage to the recreational resources. Park Service authorization must be broadened to include public transportation outside park boundaries, or inter-agency effort must be undertaken to provide recreational access. Public transportation can be used to accommodate many more transit recreationists than auto visitors to the same site. The fact that transit has not been more widely used to date is attributable to community opinion that looks upon public transportation unfavorably no matter how unpleasant the alternative automobile traffic may be.

UMTA Service and Methods Demonstration Division concluded the case study presentations of especially relevant programs with an explanation of "community transit service" and other innovations.

Segmenting the market into distinct groups and devising appropriate passenger services to accommodate them was cited as very important. So, too, were competition and "brokering" between modes, two methods that have been used to achieve optimum efficiency. Traffic management, exemplified by auto restricted zones, may be used to give public advantages to transit operations. Many of these principles are incorporated in Westport, Connecticut's Community Transit System, which provides fixed route, group subscription and shared-ride taxi services to residents. The service has resulted in significantly increased local transit patronage and more importantly, it has influenced community development, promoting desirable social objectives, land use and economic activity.

Afternoon workshops at the Symposium considered a variety of topics relating to the substantive content of community development and passenger transportation, and to the procedural methods of Federal demonstration programs in order to achieve useful project coordination. Avenues available to reap the benefits of interagency cooperation from combined efforts were explored to increase the effectiveness of government demonstrations. Related objectives of different programs were discussed -- including their transportation needs, in particular -- to promote future coordinated planning. These topics were related to the specific programs of the previous case study presentations, and to additional illustrations from other participating programs.

The discussions in these Workshops were broad-ranging and full of promise for future interaction. Their content is not summarized here, but described in the main body of this report and reviewed in the closing Symposium Summary. Workshops were structured around the subjects of Joint Economic Development of Community Land Uses and Transportation Facilities; Non-Work Trip Purposes and Multiple-Use Community Development; Community Development Planning and Site Selection for Transportation Benefits; and Uses of Passenger Transportation for Community Resource Management.

The UMTA Symposium on Community Development and Passenger Transportation initiated a dialogue between Federal program managers. It is hoped that other agencies will follow DOT's example by bringing participants together again to discuss common problems and work toward their solution. If the Symposium also incited program managers to communicate interpersonally, and initiate joint demonstration proposals, then something positive will have been accomplished.

Office of Service and Methods Demonstration  
Urban Mass Transportation Administration  
U.S. Department of Transportation

Institute of Public Administration



UMTA ASSOCIATE ADMINISTRATOR URGES "ADMINISTRATIVE INITIATIVE"  
TO ACHIEVE COORDINATION

I. Opening Remarks by Robert McManus, Associate Administrator,  
Urban Mass Transportation Administration

Robert McManus, UMTA Associate Administrator for Transit Management and Demonstrations, opened the Symposium on Community Development and Passenger Transportation with a call for practical communication among Federal and regional program managers to rationalize their use of resources. While noting that UMTA's intent in sponsoring the Symposium was to "start a dialogue between Federal program managers," he also identified previous achievements of interagency cooperation. Examples were cited to support Mr. McManus' contention that existing laws and regulations can be interpreted creatively to benefit all the authorities concerned with a given program area.

Repeated endorsements in the past for coordination of related Federal programs were attributed by McManus to a succession of new political leaders, and regular pronouncements from OMB and various Congressional committees. The theme of these directives has always been for better communication, simplified procedures and cost savings. Integrated Grant Administration was identified as a successful demonstration activity towards these goals in recent years. IGA permitted unified project operations under the diverse sponsorship of Federal programs such as Model Cities, Community Action, Economic Opportunity and Comprehensive Employment. Mr. McManus personally minimized the need for major reorganization of existing Federal programs to achieve the same ends, calling reorganization "a tiresome route to follow."

The Associate Administrator called on all Federal program managers to "make the most of our own administrative franchise" to achieve desirable coordination between related programs. There are practical ways to interact, he said, in order to make the most of available resources. According to McManus, coordination does not require program managers to undervalue

their own perspective on the programs they administer; but rather to enhance their own programs and to help other managers improve theirs by communication and pragmatic actions. He encouraged Symposium participants to talk about specific cases, and to identify practical examples of potential coordination.

Several administrative initiatives leading to program coordination within DOT were cited, including the expansion of UMTA Section 9 Technical Studies to achieve integrated planning. After responsibility for mass transportation was transferred from the Department of Housing and Urban Development in 1969, a gap was observed between HUD 701 general studies undertaken at the beginning of the planning continuum, and more detailed transportation construction or engineering designs formulated later in the planning process. To avoid conflicts between competing transportation modes, UMTA administratively expanded Section 9 to fill this gap by funding studies of alternatives early in the transportation planning process. DOT, OMB and Congress were persuaded by the logic of the proposal, and Section 9 was increased from a \$5 million program to a \$50-60 million program, Mr. McManus said.

In addition, an administrative formula was devised to increase the number of recipients under Section 9, and thereby foster improved coordination between local beneficiaries of UMTA and Federal Highway Administration planning grants. Since funds authorized under Section 9 are discretionary in their allocation and FHWA funds are apportioned by formula, administrative initiative was required to assure that money from the two programs was applied to corresponding places. After cooperation was achieved between UMTA and FHWA, joint regulations have since been developed by managing these two planning programs.

In addition to promoting communication among its own program managers, DOT has had meaningful interactions with other Federal agencies. Perhaps one of the most encouraging, in McManus' view, has been with HEW. He noted that Section 5 of the Urban Mass Transportation Act provides operating assistance to transportation authorities who, in turn, provide service to people particularly dependent on public transportation for mobility. However, because many programs within HEW are able to use part of their resources to provide transportation for their clients (such as the Nutrition Program of the Older Americans Act), McManus suggested it would be wise use of joint resources for DOT to finance capital costs of transportation providers and for HEW to provide operating assistance in the form of "user side subsidies" directly to their clients so they can select providers who best suit their needs. Demonstration projects of this concept are currently underway.

The possibilities for interaction between HUD and DOT are also promising. Specifically, Mr. McManus pointed out that there should be close interaction between DOT's downtown people-mover program and HUD's initiatives of economic revitalization. Neighborhood transportation problems and community accessibility problems are two more areas where cooperation between HUD and DOT would be beneficial.

In closing, McManus stressed the Symposium's importance of bringing Federal program managers together to discuss pragmatic ways of achieving coordination and efficiently using available resources. Program coordination was favored over program consolidation because it is quicker and easier to achieve.

The address concluded with the hope that other agencies would follow DOT's example by bringing participants together again to discuss common problems and to work toward their solutions.

PUBLIC TRANSPORTATION AND COMMUNITY DEVELOPMENT PLANNED  
SIMULTANEOUSLY FOR MUTUAL BENEFITS

II. Overview Remarks by Alex Eckmann, Urban Planner and  
Symposium Coordinator, Institute of Public Administration

The purpose of public passenger transportation has to be more than a catalyst for new community development, according to Alex Eckmann, urban planner with the Institute of Public Administration, because the positive influence of transit on community development has been limited in recent time. The traditional model of urban development explains physical community changes as a result of improved accessibility and increased transportation capacity. However, the experience of modern urban development shows that transit systems rarely, if ever, provide a major effective increase in accessibility to a development site because "most settled areas are already highly accessible by automobile." Although a minimum level of accessibility is required for development to occur, incremental increases in transportation access do not have great impact.

Delivering Overview Remarks to the UMTA Symposium on Community Development and Passenger Transportation, which was coordinated by the Institute of Public Administration, Mr. Eckmann stated that community facilities and public transit systems must serve a reciprocal purpose. "We should be able to achieve mutual objectives of functional improvement for both community facilities and transportation systems themselves." These improvements would include increased patronage of public facilities and increased transit ridership. Urban transportation is the physical connection between resources which provides accessibility to community facilities and accomodates public participation in them. This purpose can be achieved through joint funding of public transit by transportation

authorities and community development interests.

In the 19th Century, transit and urban development used to profit from each other in the private market. Urban growth and in-migration evolved, for example, in response to ubiquitous public transportation. Transit was provided between all origins and destinations at all times of day throughout urban areas and their adjacent countryside. Increasing problems arose in the 20th Century, in Mr. Eckmann's view, because ".....urban transit continues as a matter of public policy to provide a universal service for public convenience and necessity with no reciprocal obligation by consumers to patronize that service." Included in the list of problems faced by transit industry are increasing competition from private automobiles, labor restrictions prohibiting part-time work or other innovative practices, and declining productivity due to lower density settlements. Eckmann suggested that providing universal service under these unfavorable conditions has led to a "premium cost of operation."

Moreover, the transit industry has been plagued by political complications. Not only has it been necessary to maintain passenger fares at constant low levels; but "special market segments" such as suburban commuters, elderly and handicapped persons, low-income groups, isolated rural residents, shoppers and others, have compelled transit operators to provide specially tailored services as well as ubiquitous operations.

The innovative service modes we see today -- commuter buses, jitneys, shopper shuttles, shared taxis -- are among the replies to these market demands. This is in addition to general transportation innovations of exclusive traffic lanes, traffic management, restricted parking and auto-restricted zones.

In addressing symposium participants, Eckmann emphasized the fact that administrative coordination of transit operation and community development will be beneficial because it will establish "a sense of joint participation" in such development. Community facilities will benefit by being more accessible to transportation disadvantaged groups. Furthermore, increased utilization of community facilities may be obtained through the use of high volume group passenger transportation. In urban areas, group travel may alleviate the need for community facilities to relocate on larger sites in order to accommodate greater automobile access and parking capacity. Finally, improved resource management of community facilities may result from additional traffic and parking controls, such as preservation of existing buildings in central business districts.

Transit operators will, likewise, benefit from coordination, said the IPA planner. They may look forward to increased total ridership as well as reliable off-peak base ridership. With reliability may come a "consumer contract with patrons" leading to closer interaction between public transportation and community development interests. Eckmann added that if transit meets diverse community needs, distribution of ridership throughout the day will be improved. This, in turn, will improve overall productivity of transit systems presently operating at less than full cost-effectiveness

In order to achieve these mutual advantages, community development authorities must not be passive beneficiaries of public transportation benefits. Development officials must actively participate in public transportation

programs. Appropriate use of joint resources would include capital financing of public transportation by Department of Transportation and operating assistance from community development authorities to assure maximum operating benefits for each program's facilities.

Afternoon Symposium workshops were to address these and other issues, Mr. Eckmann noted. Topics had been selected on the basis of requests suggested by Symposium participants during conversations held before the meeting. Mr. Eckmann discussed salient points that each workshop should examine.

The IPA planner, in concluding his overview address, pointed to the importance of respecting local autonomy while simultaneously stimulating local planning initiative. Mr. Eckmann remarked that Federal-local conflicts must be avoided and that "combined benefits of investment" can be achieved if Symposium participants strive to identify a method for Federal program coordination.



## HUD, LABOR AND COMMERCE STRESS JOBS FOR COMMUNITY DEVELOPMENT

### III. Michael Schneider, Program Manager; Office of Economic Affairs, Policy Development, and Research; Department of Housing and Urban Development

Michael Schneider, a program manager from HUD's Office of Economic Affairs, Policy Development and Research, provided Symposium attendees with background on the Community Economic Development Program. The ten city demonstration effort was begun in 1976 by Departments of Housing and Urban Development, Commerce, and Labor. He then introduced demonstration project representatives from Chicago and Philadelphia.

HUD was not always interested in economic development, according to Mr. Schneider. Prior to 1973, the housing agency was primarily concerned with urban renewal and new housing construction -- without major concern for support and maintenance of the new urban infrastructure from the personal income of residents. It became increasingly apparent that HUD's efforts would have little effect if individuals were provided with decent housing, but remained unemployed or had insufficient income to sustain their housing occupancy. Similar discoveries were attributed to the Department of Commerce, Economic Development Administration (EDA), and Department of Labor, Comprehensive Employment and Training Assistance Administration (CETA).

Studies undertaken by groups such as the Urban Institute and RAND Corporation to examine the extent of unemployment clearly indicated cause for alarm. The shift of industrial manufacturing from the central city to the suburbs was particularly damaging, Schneider observed. Intra-metropolitan relocation was identified as more serious than inter-regional transfers, such as between "sun-belt" and "snow-belt" locations. Chronic unemployment was

characterized as "grossly understated," even by official figures, particularly in older inner cities.

In order to determine the proper role of the Federal government in economic development, HUD contracted with the National Council for Urban Economic Development, whose findings were released in a report issued two years ago. Aimed at identifying linkages between CETA programs, EDA, HUD, Community Development Block Grants, Small Business Administration and others, the report eventually led to a decision by the Assistant Secretaries of HUD, Labor and Commerce to enter into a memorandum of agreement to launch a demonstration program.

Extensive selection procedure was involved before an interagency board decided on the most suitable demonstration sites with greater than 150,000 population. Chicago, Philadelphia, Bridgeport, Pittsburgh, Albuquerque, Dayton, Kansas City, Missouri, Baltimore, Oakland and Buffalo were selected to receive annual grants of \$250,000 under the Community Economic Development Program to coordinate existing Federal funded programs. Second-year funding, said Mr. Schneider, was conditional upon first-year performance.

The idea behind the demonstration, he continued, was to show how a city can "... maximize the Federal dollars it has (in order) to end up with a more useful and a more viable product."

There were two specific ingredients in the program: 1) a demonstration of meaningful public and private sector interaction in planning, strategy and investment decisions having long-term effects on central cities; 2) a demonstration of coordination to determine whether there is a rational way of having Federal, state and local programs work together at the local level.

As Schneider aptly remarked: "... what is the point of CETA training electricians when the need is for plumbers?"

The HUD planner briefly compared the organizational structures of Chicago and Philadelphia to support his claim that each city has its own institutional framework which may work well in its own case but which may be totally unsuitable for another city:

Different institutional arrangements in different cities make for different types of programs and the idea is to find out what kinds of things work given a certain type of institutional structure, a certain history of past and public-private relationships.

The Community Economic Development Program is intended to be a learning experience for its participants. Of primary concern, Mr. Schneider concluded, is how to go about increasing employment opportunities, business expansion and service sector involvement.

PHILADELPHIA COMBINES PUBLIC-PRIVATE MONEY FOR  
ECONOMIC DEVELOPMENT

IV. Remarks by Walter D'Alessio, Executive Vice-President, Philadelphia  
Economic Development Corporation

A description of Philadelphia's role in the Community Economic Development Program -- both organizational status and development activities -- was provided by Walter D'Alessio, Executive Vice-President of Philadelphia's Economic Development Corporation (PEDC). The Corporation which is a private, nonprofit organization serves as HUD's grantee in the local Community Economic Development Demonstration project.

PEDC's primary interest as well as its approach to the development process, according to Mr. D'Alessio is focused on the private sector. "We're interested ... in jobs. We're also interested in [the] tax base, and our whole reason for being is to retain existing jobs and generate new employment and tax rateables in the city ...," he said.

Communication has been emphasized throughout the organization of the Philadelphia program between various branches of local government, local managers of Federal funds, and private interests. Once the importance of coordinated funding from various sources was recognized, a two-tiered structure was set up to administer economic development activities.

The first tier, labeled the executive level by Mr. D'Alessio, consists of the mayor and other important policy-makers. Mayors are attracted to economic development not only because it is a "very sexy kind of issue" politically, but also because it has become increasingly important in maintaining the vitality of the city, the PEDC chairman remarked.

The second tier, he continued, is composed of "middle management kinds of people" -- representatives of agencies and departments that work with HUD,

Labor and Commerce. During a weekly coordinating committee meeting, they form and submit a variety of policy recommendations to the executive level. If the mayor chooses to adopt and implement the recommendations, they are issued as directives.

The two-tiered organizational approach has been effective, Mr. D'Alessio noted, as has been leverage, the key ingredient in Philadelphia's "strategy." Public money has been leveraged with other public money -- combining, for example, HUD funds with EDA funds -- and more importantly, public money has been leveraged with private money.

"We're not happy in any of our economic development projects unless we can get five to six private dollars invested for every one public dollar we put in ...," the PEDC Chairman commented. In his view, investment of private dollars becomes particularly important when the limited amount of public monies is framed against the complexity of urban problems.

Furthermore, D'Alessio observed, public dollars are generally applied to "... infrastructure, land assembly ... or transportation improvements," leaving a range of problems untouched. PEDC's own case is illustrative: demonstration money has been used for some staffing of the economic development committee and related administrative needs; and to finance studies which are leading to successful coordination of economic development projects.

In this connection, D'Alessio was puzzled that Departments of Transportation, Health, Education and Welfare, and the recent Department of Energy were not involved in the demonstration effort. He suggested that one outcome of the Symposium could be integration of these agencies in the second year of the program.

Industrial land development is among PEDC's successes, its chairman pointed out. One thousand acres of industrial land have already been developed in the city with the development of another 1300 acres actively underway. And, given the direction of Philadelphia's economy, increasing attention is being devoted to service sector development.

The PEDC has also become quite involved in the financing business in order to create city development activity. Several mortgage financing programs, including tax exempt mortgages, second mortgages and joint venture arrangements, have been undertaken according to Mr. D'Alessio.

The linkages between transportation and city growth were suggested in Mr. D'Alessio's description of the Market Street East project which he said is "probably the most dramatic development opportunity we've ever had in Philadelphia." The \$310 million effort, financed largely by HUD and DOT, connects the Reading and Pennsylvania commuter railroad stations via an underground tunnel. Philadelphia's east-west subway, elevated systems and suburban New Jersey's Lindenwold Rail Line are complementary to the commuter rail connection on this route. Demolition necessary for the "cut and cover" tunnel construction created a suitable site for development construction. Additional necessary land area was assembled by PEDC with HUD money. D'Alessio called this a case of "classic urban renewal."

Developers, noted Mr. D'Alessio, have been spurred to invest in sites accessible to the tunnel, perceiving profit opportunities from the concentration of many passengers and other retail establishments in a very small area. Gimbels Department Store, for example, opened a downtown store and sales have far exceeded their most optimistic projections. Concurrently, a 175-store

shopping mall opened downtown and is doing the highest volume of any U.S. urban shopping center on the basis of sales per square foot. Strawbridge & Clothier has renovated their existing store, and J.C. Penney's has negotiated a lease for new quarters.

Market Street East is successful and well coordinated both from the standpoint of its uses and the construction activity it has generated, Mr. D'Alessio commented. An increasing number of retailers and developers are trying to become involved in the project, seeing many possibilities created by the more efficient mass transit system.

Transportation has also been an important ingredient in the development of American Street, an inner-city industrial area. While initially it was thought that this area's primary need was rail access for freight and goods, it was later discovered that services for moving people had badly deteriorated. This situation had to be corrected, the PEDC executive stated, because access to transportation systems is what makes many urban development sites attractive.

"If we can't capitalize on the transit and transportation elements, we've blown the whole thing and our single greatest advantage is 'shot,'" he said.

Numerous development opportunities exist throughout Philadelphia, Mr. D'Alessio continued. The subway system is ripe for such activity. Its wide, underground concourses could be developed by UMTA or other interested parties to complement the commercial, street-level establishments and even to facilitate movement between them during inclement weather. Transportation-related development is especially attractive, explained D'Alessio, because construction sites are already assembled. The right-of-way is controlled by

public authority, and not "one square foot of land acquisition" is necessary for joint transit development. This asset is in addition to the natural advantage of good accessibility to transportation sites.

Looking towards the future, Mr. D'Alessio stated: "... the whole framework for economic development in our city ... is really the transportation systems ... mass transit being of course the key element in our city, the key thing that distinguishes us from other areas. Everything we do has to relate to that."



## TRANSPORTATION SHAPES CITY DEVELOPMENT IN CHICAGO

### V. Remarks by Mr. Donald Kane, Assistant Director - Economic Development Commission, Mayor's Council of Manpower and Economic Advisors - City of Chicago

The historical and potential role of transportation in shaping city development has been misunderstood according to Donald Kane, Assistant Director of Economic Development, describing Chicago activities to Symposium participants. Not only have transportation's external impacts been repeatedly underestimated but, in addition, we are now forced to undo what were previously considered to be desirable patterns of dispersion. Planners in the 1950's for example, consciously sought to protect industry from nuclear attack, and therefore built the Interstate and Defense Highway System to relocate firms outside of central cities. The inaccessibility resulting from this design has in Mr. Kane's estimation, contributed to the high unemployment rates in central cities and high energy prices confronting us today.

Elaborating, he suggested that if we are to succeed in reversing present traffic trends, transportation planning must be incorporated into overall city and economic development planning. Inducements for a comprehensive planning approach are twofold: First, the effects of the transportation network upon the growth of a metropolitan area are substantial and secondly, the large amounts of money involved in most transportation projects could have favorable spinoffs for other development ventures.

In Chicago, agreement has been reached between the state, city and Federal Department of Transportation to build the Burnham Corridor, which will be a road system with exclusive transit bus priority on reserved lanes. If sufficient passenger ridership is generated by bus operations, rail mass transit may be considered to replace the exclusive bus right of way in the future. Joint corridor development is planned for the project, including new industrial

parks between two routes of the system; but a very small percentage of total infrastructure allotment is going into industrial development compared with transportation investment.

Greater integration of transportation and development is planned for Chicago's economic development demonstration program. Administered by the Economic Development Commission and the Mayor's Council of Manpower and Economic Advisors, the Lake Calumet area in far southern Chicago and the Elston Avenue corridor on the northwest side of town were chosen from among eight preliminary selections for economic development because they have the greatest advantages perceived by local firms. Industries and businesses were questioned about the qualities of competing sites - including personal safety, security, proximity to customers and suppliers - and these two had the highest ratio of advantages to disadvantages of any other location.

The selection process, analogous to "creaming" the most promising applicants in manpower training practice, was chosen "to build investment momentum quickly," following the 1974-75 recession. Areas had to be selected, the screening panel realized, where dollars spent would have an immediate impact in order to convince people that economic development was a worthy goal.

Chicago offers many of the same incentives to prospective investors as other major cities, according to Mr. Kane. This includes the possibility of combining manpower training and community development block grants, EDA public works funds, local capital improvements programs, financing and tax incentives and other arrangements for industry.

Still, the city representative continued, transportation problems hamper the development process. The Labor Department's presumption that individuals do not get jobs because they lack the necessary skills only explains part of

the problem, Mr. Kane said. Some people do not get jobs because transportation barriers exist between where the jobs are and where the unemployed live.

A sizeable percentage of companies examined in the Lake Calumet demonstration area reported dissatisfaction with the public transportation system noting that 86% of their employees drive to work, as compared to only 53% for Chicago as a whole. To improve employment connections, and thereby enhance development opportunities, city officials are working with the University of Illinois at Chicago Circle to devise some kind of vanpooling, shuttle bus or paratransit service which would connect with the rail mass transit line ending at the Dan Ryan Expressway.

Coloring his description of the Chicago economic development demonstration, the Assistant Director exclaimed that it was probably "a very, very large mistake not to have DOT, UMTA, FHWA (Federal Highway Administration) and others as part of the strategy." Perhaps this could be remedied in the future with joint demonstrations of passenger transportation and economic development.

Concluding the description of economic development in Chicago, Mr. Kane re-emphasized the need to devote to transportation the attention it deserves. The contributions of access roads and interstate highway systems in triggering development are "extremely important," he said. In the late 1960's after working for a long time with EDA, Chicago finally achieved designation of the old stock yards redevelopment area as an industrial park location. Then a system of access roads was developed in the stock yards for \$6.4 million, which generated substantial development, at the same time that highways were built to agricultural areas in the Chicago region for \$4 to 4.5 billion.

"If developmental patterns are going to change, we must look to transpor-

tation to provide more than merely vehicular movement. UMTA should take the lead in pushing for comprehensive planning," Mr. Kane Suggested, "because of transportation's crucial role in the investment choices of individuals and businesses."

MIXED-USE NEW COMMUNITIES NEED INTERNAL CIRCULATION AND  
INTER-URBAN CONNECTIONS

VI. Remarks by Gail Ettinger, New Communities Administration  
Department of Housing and Urban Development

"A new community is not a residential community only, it is not a housing area, it's not just an industrial area, nor a commercial project. It is a complete, totally combined system," said Ms. Gail Ettinger, Director of Support Services, in describing the HUD New Communities Program.

Nationwide, there are 13 of these innovative, comprehensively planned communities, all of which are integrated racially and economically and which include energy-conserving practices. Columbia and Reston, near Washington, D.C. -- two of the more famous new communities -- are not part of HUD's program, Ms. Ettinger noted.

Among the projects HUD administers, two are free-standing without a major metropolitan area upon which to draw, two are "new towns-in-town" or downtown center city projects and the remainder are satellite communities -- urban in nature -- but situated in more remote areas.

Representatives from the new communities of Roosevelt Island in New York City and the Woodlands in Houston, Texas were selected to address the Symposium, Ms. Ettinger explained, because they reflect well the varying objectives HUD set forth for its program. More importantly, both projects succeeded in handling the transportation problems of intra-community circulation and line-haul inter-urban connections between the community and the rest of the urban area, with innovative methods. Solutions to these problems are significant for passenger access as well as for business and industrial access, she said.

Looking back on the progress of the New Communities Administration, Ms. Ettinger alluded to the projects' well-publicized financial problems, and their recent unpublicized prosperity and swift development pace. She optimistically added that, with President Carter's urban initiative forthcoming, Symposium participants should look for increasing emphasis on new-towns-in-town.

ROSEVELT ISLAND OPERATES AERIAL TRAMWAY AND ELECTRIC MINIBUS  
FOR NEW-TOWN-IN-TOWN

VII. Remarks by Diane Porter, Director of Marketing, Roosevelt Island  
New Town, New York

Roosevelt Island, "a nice piece of real estate" located in the East River of New York City, has implemented several innovative transportation modes to accommodate a rather unconventional development plan, according to Diane Porter, Director of Marketing for the New York State Urban Development Corporation (UDC). Previously named Welfare Island, the 147-acre parcel was the site of various hospitals and asylums until New York could decide what else to do with the property for greater advantage. "Shaped like a cigar" two and one-half miles long and 800 feet wide, the island was previously accessible only by a mid-span ramp from the 59th Street Bridge linking Manhattan and Queens.

Modern development of Roosevelt Island was spurred by the N.Y. Metropolitan Transit Authority (MTA) proposal to build a subway station on the island for the new 63rd Street rail line. It was decided by UDC "to build a modest amount of housing in a park-like setting where the quality of the environment would be the prime consideration." Roosevelt Island is attractively situated to view the Manhattan skyline and commercial waterway traffic on the surrounding East River. Skeptical private developers doubted that housing in such close proximity to Midtown New York would find a market. They were proven wrong when all the Roosevelt Island housing units were filled.

Originally scheduled for completion in 1976, the MTA subway station was subsequently rescheduled for opening in 1982 or later, so alternative modes of transportation had to be considered first. Existing automobile access to Roosevelt Island was available from the Queens side of the 59th Street Bridge only. However, access had to be provided from Manhattan,



Roosevelt Island, "A nice piece of real estate in the East River".



and environmental objectives of the project required restrictions on automobile operations, to the extent possible.

The auto restriction has been implemented, Ms. Porter explained, through the construction of "Motorgate," a 2400-car parking structure. Cars coming across the vehicular bridge from Queens are "held captive" in this garage, since street parking is not allowed. The Marketing Director observed that residents have fully complied with the rule. Exceptions were made in only two instances: during the initial move-in period when persons were allowed 20 minutes to unload their automobiles and for doctors who contend they need direct automobile access to the municipal hospital.

Motorgate only solved part of the subsequent transportation problems, however. There remained the problem of devising a suitable mode of transit for travel around the island and between the island and Manhattan.

A small fleet of electric mini-buses was purchased to accommodate intra-island trip needs such as shuttle service to and from the parking garage and within residential areas. Unfortunately, Ms. Porter explained to Symposium participants, "innovation sometimes has its difficulties," for the manufacturer of the three electric buses was purchased by Otis Elevator Company and then went out of business, leaving island planners to scout the country for a similar small vehicle that suits the street profile, and environmental objectives of Roosevelt Island. This need for an electric transit vehicle presents the opportunity for a mutual demonstration of urban transportation, environmental protection and energy conservation if the proper equipment is developed.



The electric minibus: "They just don't make them like this anymore." Since the initial order of three of these buses, the manufacturer went out of business and Roosevelt Island has been unable to find a suitable replacement.

Inter-island transportation proved to be somewhat more difficult because the new town plan called for attracting a diverse clientele. Although 45% of Roosevelt Island housing was developed for families of low and moderate income, and 10% was developed for the elderly and handicapped, the other 45% was developed for families of middle and upper income. It was apparent for this latter group that not just any transportation system would do for commuter access to and from Midtown.

Accordingly, Ms. Porter continued, mass transit bus service necessitating passage through the industrialized section of Queens was immediately discounted as a viable option.

The most unique element of the transportation development plan -- an aerial tramway -- emerged in response to travel requirements between Roosevelt Island and Manhattan. Initially, planners laughed and thought it would be "fun" if the Island bought the Palisades Amusement Park Skyride and "hooked it up." They subsequently hired Colorado and Swiss consulting engineers who looked at the span across the East River and determined that the tramway was technically feasible. Now, seven million dollars and two million passengers later, Porter called the highly successful aerial tramway the "key and vital link to our transportation system."

Having described transportation's role in the new community, Ms. Porter reflected on the relationship between Roosevelt Island as a "new-town-in-town" to New York City. She stressed to Symposium participants the importance of planning in such a way as to avoid generating competition between the new and old areas of the city. This did not happen at Roosevelt



This aerial tramway is a "key and vital link" to Roosevelt Island's transportation system. Initially, proposed in jest, New York's Urban Development Corporation is responsible for transplanting the Palisades Amusement Park skyride to this new-town-in-town.

Island, she pointed out. The Island is not politically independent from New York City and consequently, competes with New York City for the same scarce UMTA and other transportation resources. Difficulties have understandably arisen from this situation -- it is expensive, she concluded, to keep the buses and tramway operating, not to mention the capital financing of construction costs, exclusively from internal resources of the development.



The Woodlands' New Town, "Texas Style". The Woodlands' first of seven villages is experiencing large-scale residential and commercial growth, with gradual development in all of the remaining villages.

WOODLANDS NEW TOWN CAUTIOUS ABOUT SUBSTITUTES FOR AUTOMOBILE

VIII. Remarks by Robinson Lapp, Vice-President, Woodlands Development Corporation, Woodlands, Texas

In Woodlands New Town, Texas, where "... commitment to the automobile is greater than the commitment to one's wife or husband," the approach to development has been somewhat conventional, according to Robinson Lapp, Vice-President of the Corporation responsible for building and operating the growing project.

Transition of the 20,000 acres of woods located 30 miles north of Houston from an area once used solely for lumbering to a new town development, now housing 3,800 people, began in 1972 when the Woodlands Development Corporation -- a subsidiary of Mitchell Energy and Development Corporation -- successfully secured a loan guarantee from HUD.

From that point on, Mr. Lapp remarked, the character of the Woodlands quickly changed, although neither the land plan nor the transportation innovations are "terribly unique." Planners set out to design a community of neighborhoods built around a village center. It is believed that such a plan might ultimately reduce dependence upon the automobile. Residents are hoped to walk or bike to the major services or activities located in the center of town, leaving the outside roads for other purposes.

The goal is eventually to have seven of these self-contained, functional villages with an additional area designated in the corner of the project for industrial uses, the corporation representative said.

While some development has already taken place in every village, the first village is the only one experiencing large-scale neighborhood and village center growth. Located in that first center, said Lapp, is a



A scenic tour of the Woodlands...New Town bus provides visitor transportation to workshops and seminars.



national conference facility attractive to businesses looking for a place to hold workshops and seminars. There is also a successful inn which has been accommodating the many conference attendees.

Despite these achievements, the first center has not been a complete economic success. It has, for example, been difficult to convince a super-market entrepreneur that he can market from an internal location rather than from along a freeway or a main street, Lapp commented.

It has been easier to convince manufacturers to locate in the area set aside in the Woodlands for industrial purposes, he said. Among the industries which have relocated there are a major drug company, distributing its products around the Southeastern U.S. from this location, and manufacturers of drill bits used in the exploration of oil.

Mr. Lapp told Symposium participants that promising developments are also taking place in the downtown "Metrocore" area, where there are presently 250,000 square feet of office space and some technological buildings, "... sort of glorified office warehouses," where small businesses are being generated.

Five schools, two of which are still under construction, have additionally located in the Woodlands due to cooperation between the Development Corporation and an independent school district. The major problem herein as Lapp described it, is that "... the school district [still] likes to think of those big yellow caterpillars called International Harvester school buses as being the only way to get to school." The corporation has been encouraging parents to have their children walk the short distances to school;

yet, because it has also allowed the school district to build a 100-vehicle bus barn, the parties, in Lapp's estimation, seem to be at a "Mexican standoff."

Although popular reliance on automobiles is pervasive, the Woodlands design plan is quite amenable to walking, biking or internal electric vehicle operation. This is due to the construction of pathways and many secondary lightly traveled streets: one of two transportation components the Development Corporation spent substantial amounts of money to build. Since the street plan is curvilinear and there are no sidewalks, these pathways and secondary roads which weave through the woods and natural preserve areas have become increasingly popular, especially for trips less than one-half mile.

Designing the Woodlands in a curvilinear pattern has, as a by-product, contributed to a real sense of neighborhood feeling, Lapp added, despite the fact that orientation can be confusing to outsiders. The many cul de sacs and hidden areas enable individuals to travel without encountering others.

The second transportation component unique to the Woodlands is a residentially-based, commuter van pool system. Begun with two vans and expanded to twelve, the fleet grows at a rate of about two vehicles per month, Mr. Lapp said. Its success is attributable to various factors, among them auto congestion on Interstate 45, the freeway connecting Houston and Dallas where the Woodlands is located; the absence of a commuter railroad system similar to Chicago's; and, the flexibility vans provide, especially

important given Houston's dispersed development pattern. Woodlands' van pool system will receive a special advantage if a prospective "contraflow" priority lane for transit buses on the freeway is accessible to group vans, allowing them to bypass stalled commuter traffic.

In operation, the vans are leased through a subsidiary of the Woodlands Development Corporation to individuals agreeing to drive them and take care of them. Passengers, Lapp remarked, obtain both an economic and social benefit since they pay less than they would if they drove and parked downtown, and they can interact with the other regular riders.

Van pooling has had positive economic benefits for the Woodlands development as well. Individuals are increasingly attracted to the project, realizing that they can live in the new town and work in downtown Houston without great inconvenience. Moreover, as the number of residents increases, so too does the Woodlands employment base, currently supporting 2500 people, not all of whom are residents of the community. The economic situation will further improve if Houston allows, as it has indicated it would, buses and commuter vans to travel in special express lanes during rush hours.

All in all, Mr. Lapp suggested that the future of the Woodlands is a promising one. According to the Corporation Vice-President: "... our basic perspective is one of trying to do our thing as well as we can." Unlike Roosevelt Island, he commented that the Woodlands -- being a privately sponsored development -- does not have a bias towards "major expenditures for innovative things ... just economically we are forced to do what is simple ... what has some testing already."

This perspective does not, Lapp was quick to point out, preclude innovation or cooperation with Federal agencies. On the contrary, mutual sharing of information and management expertise is welcomed. And, in so far as innovation is concerned, the Woodlands street profile is conducive to an internal minivan system or electric cars when they become commercially available.

Beneficial spinoffs between transportation and community development are not uniquely a Texas phenomenon, Mr. Lapp said in concluding his presentation. The process, he said, is a synergistic one -- residential, commercial and industrial uses are interdependent in many new towns.

NATIONAL PARKLAND HARMED BY TRAFFIC--NEEDS  
ALTERNATIVE TRANSPORTATION

IX. Remarks by Dwight Rettie, Director, Urban Parks Program,  
National Park Service

Dwight Rettie, Director of the Urban Parks Program of the National Park Service (NPS) attributed the most severe problems of the nation's parks, especially those located in urban areas, to the conflicting orientations of transportation and recreation planners.

Transportation planners, he stated, have primarily concentrated upon work trips, neglecting or paying minimal "lip service" to non-work trip needs. Many transit dependent persons have, thus, been unable to take advantage of the relatively new urban parks, rich in natural and historic assets. The costs for providing public transit are high and the benefits, at least as far as transportation planners perceive them, are low.

Similarly, recreation planners have consistently tried to purchase the "most land for the least dollars," Rettie explained to his audience, "... and if you're looking for that kind of land, it almost by definition means you have to move out of the development and transportation corridors that surround major metropolitan areas." The net result, the director added, is that "... parks, for the most part -- whether they're national parks or any units of any park system, tend to be located where the people aren't."

Urban national parks, the largest of which exist in the New York Gateway and the San Francisco Golden Gate Recreation Areas, are negatively affected by autos. Even when individuals do not have to drive to them, these parks may be negatively impacted by surrounding automobile traffic. The problems are intensified, the Park Service representative remarked, when urban parks are used for intra-community circulation, as is true of

Washington, D. C. National Capital Rock Creek Park. Rural parks, such as Yosemite or Yellowstone, are similarly affected by intra-park recreational traffic.

Referring to transportation as "the most difficult planning issue with which the NPS and the local communities have had to deal," Mr. Rettie alluded to his agency's powerlessness to remedy the problem. The jurisdiction of the NPS ends at the park's boundaries, leaving the matter of transportation access to and from the park in another agency's domain.

All of this may change, Rettie optimistically noted, due to recent legislation introduced by Senator Harrison Williams (D-N.J.) and Congressman Jack Bingham (D-N.Y.) which would, he said, put the NPS "into the transportation business on a first person basis." The legislation, motivated by the recognition of access problems to and from New York's Gateway National Park, would authorize the agency to conduct demonstration projects of transportation solutions.

If parks are to become more than demand-responsive entities -- available only to people who drive to them -- alternative solutions of accessibility and intra-park circulation are a must, Mr. Rettie stated. Growing measure of concern for social equity is one justification for providing recreation opportunities, particularly to those who are transit dependent.

Viable alternatives are not easily found, he continued, citing the experience of New York City Planning Commission when they proposed close interval buses to bring people to heavily used parks. Communities affected by the routes these buses would follow compared the effort to "busing" between

school districts

because of the clientele typically patronizing the service, and successfully exerted pressure to stifle the proposal.

Since the number of urban parks is likely to increase, the need to solve transportation problems is further necessitated, Rettie said. A linear park in the Cuyahoga River Valley of Akron and Cleveland, and a linear park along Atlanta's Chattahoochee River Valley are near term probabilities; and a number of others can be expected to follow. According to the NPS official, this is due to increasing energy costs, exemplified by rapidly rising gasoline prices; changes in the way individuals choose to spend their leisure time; and growing recognition of the social equity issue, that the transit disadvantaged -- whether poor, elderly or handicapped -- are equally entitled to the nation's recreation resources.

GATEWAY NATIONAL PARK PROVIDES RECREATION RESOURCES AND  
TERMINAL FACILITIES -- NOT TRANSPORTATION ACCESS

X. Remarks by Michael Adlerstein, Gateway National Park, New York

The dilemma of transportation access to the nation's recreational areas was highlighted during Michael Adlerstein's presentation of Gateway National Park, a multi-unit urban park located in New York and New Jersey.

Like many urban parks, provision of access, along with preservation of "extraordinary" natural resources and desirable public development has been a major planning objective since the legislation authorizing Gateway was passed in 1972.

A draft plan for Gateway National Park is presently underway, and draft environmental impact statement as well as general management plan will be produced in 1978. This will qualify Gateway for a capital development budget for the first time. Until now, Gateway has been funded by annual operating budgets only, including limited expenditures for **renovation** and rehabilitation of existing facilities.

The issue of transportation remains a problem for Gateway largely because of a legal constraint -- the limited jurisdiction of the National Park Service to provide transportation beyond park boundaries. Adlerstein who is employed by the NPS, said that while his agency can provide the terminal points of access within park territory, it cannot provide the access itself: "... We can provide ferry docks; we can't provide the ferries. We can provide bus terminals; we can't provide the buses."

Thus, the NPS is in a precarious position -- it can estimate the number of people who must be accommodated by bus or ferry, but it cannot propose or allocate funding to make such transportation available. The



result has been over-utilization of some park areas at the expense of under-utilization of others and massive abuse of ambient natural resources by the automobile.

All four of Gateway's units, Jamaica Bay and Breezy Point Peninsula in Queens and Brooklyn, Staten Island on Staten Island, and Sandy Hook extending from New Jersey into Rariten Bay in the lower harbor, are affected to some degree by inadequate transit service.

Sandy Hook, for example, a narrow barrier beach peninsula, has "one of the finest beaches" in New Jersey, according to Mr. Adlerstein. Yet, only one road accesses the beach and it is a standard two-hour drive from the nearest urbanized areas on popular summer days.

The Staten Island unit, most of which New York City has yet to donate to the Park Service, consists of Miller Field in the middle of the island and Great Kills Park with its own marina in the southern end of the island. Transportation access is, again, a problem with only one four-lane road leading to these areas. Because of this, the large expanses of land available for environmental education programs and the two miles of beach remain largely under-utilized.

The Jamaica Bay unit, Mr. Adlerstein noted, is the only component of Gateway with a subway stop. Unfortunately, the stop is situated in the middle of the Jamaica Bay Wildlife Refuge, a preserve area inhabited by an extraordinary species of birds. Expansion of the already adequate visitation is considered undesirable by park officials; consequently, only one visitor's center has been constructed in an effort to avoid disruption of the preserve's fragile ecosystems.

Floyd Bennett Field further exemplifies the gap between outstanding natural and physical resources and transportation barriers which prevent their maximum use. Located on Jamaica Bay, this municipal airport was built in the 1930's and donated to the NPS by the Navy. Floyd Bennett Field is "the largest open space left in New York City," Adlerstein stated, estimating the size of the field to be twice that of Central Park.

It is also, he continued, "frustratingly close" to mass transit access. Although situated only 1-1/2 miles away from a subway stop, so many cars clog that particular stretch of Flatbush Avenue that it is "a disaster on hot summer Sundays."

Unfortunately, extension of the subway to Floyd Bennett Field has low priority in the Metropolitan Transit Authority's (MTA) expansion program. This is attributable, in Mr. Adlerstein's opinion, to the MTA orientation towards commuter rather than recreational trips and the fact that, if a stop was implemented, it would only be utilized only 20-30 days per year.

There is, however, much to be gained by resolving the transportation access issues which plague Floyd Bennett Field. Its substantial acreage,

its marina which contains an "incredible amount of natural life" and its twelve airplane hangars suitable for diverse year-round use all have great development potential.

The Breezy Point Peninsula, the last unit of Gateway, runs from the edge of the Rockaways for approximately four miles. It, too, has much to recommend it especially if a feasible option to the automobile is provided. Aside from two private beach clubs and one private yacht club that are soon to be made public, there is Jacob Riis Park which handles as many as 45,000 people on a peak day.

The difficulty with the Park, Mr. Adlerstein explained, is that "We have extreme peaks -- they happen rarely but when they do, everybody wants to go to the beach and it is a very important trip."

There emerges an automobile storage problem, as evidenced by a Gateway "parking lot [that] takes up almost as much room as the beach." This situation would not prevail if public transportation were implemented, the Park Service representative remarked. Just two miles away from Jacob Riis are wide open stretches of beach which no one can get to because "there are no bus routes that go out there."

The absence of public transportation is in part due to the Breezy Point Cooperative, a community group fearful of declining property values should masses of people be accessible to the beach. Thus, the park service proposal to build a stabilized path in order to provide internal transportation running up and down the beach has met with community disdain.

Community concern is not unique to the Breezy Point unit. Public participation, though mandated by the National Environmental Policy Act, has



The automobile storage problem -- What else could you do with a parking lot almost as large as the beach? In this photo of Jacob Riis Park, the large open parking lot on the left is necessary to accommodate the automobile visitors to the beach on the right.

intermittently conflicted with the prerequisites for access. To get to Gateway, Mr. Adlerstein said, one has to travel through some very "cohesive communities" which, more often than not, view automobiles -- with all of their negative qualities -- as preferable to buses.

"The automobile," the Park Service representative elaborated, "... is our major constraint. The roads to Gateway are bumper to bumper for hours."

In spite of all of these transportation problems and the fact that, of a total of 16 miles of beach, only three miles were open to the public, park attendance was reported to be well over ten million in 1976. The park resources can accommodate "almost double" that amount, but inadequate parking access and limited area available for the necessary number of automobiles restricts utilization. Mr. Adlerstein stressed to the audience that since it is located on the perimeter of New York City, only a very small percentage of individuals whom Gateway was designed to serve have actually been able to take advantage of what it has to offer.

The people who cannot go to other national parks -- the transportation disadvantaged -- "are not living on the doorstep of Gateway [either]," he said.

Elaborating, Mr. Adlerstein commented that while inaccessibility has been a problem for most recreational areas, it has especially been a problem for urban parks whose "theme song" was "bringing parks to the people." And, "of course," he added, "they didn't quite bring [them] all the way to the people."

The legislation currently pending which would authorize the National Park Service to conduct transportation pilot projects to serve recreational



Access to Breezy Point Peninsula is difficult on peak summer days when traffic on the bridge is bumper-to-bumper for hours.

purposes is a step in the right direction. In the absence of transportation authority what is needed even more, Mr. Adlerstein stated, is interagency coordination, the fruits of which will become increasingly apparent as Gateway develops in the coming years.

UMTA EMPHASIZES MARKET SEGMENTATION AND "BROKERING"  
FOR TRANSIT DEMONSTRATIONS

XI. Remarks by Ronald Fisher, Director, Office of Service and Methods  
Demonstration Program, Urban Mass Transportation Administration

In a message focused on policy strategies to improve the delivery of transit services, Ron Fisher, Director of UMTA's Office of Service and Methods Demonstration Program, described for Symposium attendees steps his office was taking to improve mobility for the transportation disadvantaged, reduce commuter traffic and congestion, improve accessibility to downtown areas and conserve energy.

Mr. Fisher commented that he had mixed feelings about past efforts to coordinate transit services, largely because their effect has been to "consolidate management through merger into large public monopolies."

As a result, conventional fixed-route bus and rail services have been perpetuated.

This has both positive and negative implications, he went on to explain. On the positive side, transit services have been retained and improved with concomitant benefits accruing to urban economies. Negatively, however, total transit ridership has been decreasing amidst operating costs rising faster than inflation. Normally, budgets for public transportation are well below the comprehensive transportation needs of social service programs alone, or any other special community development efforts.

The SMD Director discussed five basic strategies which, if adopted, could help to reverse the pattern he described:

- . First, segment the market, by identifying the special needs of passengers to be served.



- . Second, encourage development of effective passenger service, properly mixed to meet these special needs.
- . Third, promote competition in privately operated services so as to increase efficiency in service delivery.
- . Fourth, emphasize brokering, whereby an appropriate local agency is designated to match passengers needs to public or private providers best suited to meet those needs.
- . Fifth, ensure coordination of public funding sources.

This becomes especially important in light of the fact that budgets of transportation authorities are insufficient to meet the diverse needs of all social service agency clients.

The Office of Service and Methods Demonstration is already quite involved in demonstrating the applications of brokering. The concept, initiated in Knoxville, Tennessee where it is still in the implementation stage, is currently in use in Westport, Connecticut's Community Transportation System, and Pittsburgh may implement the concept within the coming year, he said.

Particularly relevant to the Symposium's topic of community development and passenger transportation are the SMD's downtown demonstrations, Mr. Fisher explained. Herein, downtown traffic has been reorganized through the implementation of traffic management techniques, similar to those used in many European cities, and through auto restricted zones, another experiment the SMD is sponsoring.

Other Federal resources are simultaneously being used by cities to improve downtown environments or economically revitalize areas. All of these



The commuter van pool: one of UMTA's innovative service and methods concepts.

projects, promising though they may be, will not have a significant impact, Mr. Fisher suggested, unless Federal program managers begin to work together to achieve their mutual goals.

It was UMTA's recognition of the importance of communication -- in order to coordinate rather than duplicate efforts -- that spurred the agency to sponsor the Community Development and Passenger Transportation Symposium, Fisher stated.

If the Symposium, in turn incites program managers to communicate, then he said in summary, something will have been accomplished.

MIX OF SERVICES PROMOTES DIVERSE COMMUNITY DEVELOPMENT  
IN WESTPORT, CONNECTICUT

XII. Remarks by Richard Bradley, Director, Community Transportation System, Westport, Connecticut

The Community Transportation System, a federally-supported project in Westport, Connecticut, exemplifies the benefits which can result from integration of transportation and community development objectives, said the system director, Richard Bradley.

In his presentation supplemented with slides of the transit service, Mr. Bradley outlined for Symposium listeners the multiple service characteristics of CTS as well as its diverse community impacts.

Westport, he said, is a rather unlikely candidate for a successful public transit system. A town of 30,000 located fifty miles from New York City on Long Island Sound, the residents' annual median family income is \$22,000. Usually, "you don't get people to use transit in that kind of income community," the director commented.

Yet, the CTS has been thriving since its 1974 inception, regardless of the "... veritable Ho Chi Minh Trail" of political debate and discussion that lead to it. Originally a response to drug problems among the town's youth which resulted from their severe lack of mobility, in addition to overall under-utilization of social services, the system has now grown to the point where its basic service components are highly utilized and its contributions to community well-being unmistakable.

The CTS fleet consists of 25 vehicles, Mr. Bradley stated: 11 "Minny" buses, three "Maxy" buses and 11 van-type vehicles. Though not very large in number compared to the 18,000 private autos in use in Westport, this fleet carrying almost 1,000,000 passengers annually, has been providing comprehensive

service -- so much so, the director added, that 25-30% of the residents have given up their second car.

In Mr. Bradley's opinion, for a transit system to succeed "... it's got to be somewhat "ubiquitous."

Minnie and Maxy buses, manufactured by Mercedes Benz, are used for two primary components of CTS. The first is to provide transport for approximately 500 rail passengers, commuting the short distance to New York City train stations. Comprising 20% of total bus passengers, the availability of this service, it was pointed out, eliminated the need to build 300 to 500 parking spaces at the rail station.

In a second component of bus service, Minny and Maxy buses run fixed-route, 30-minute loops from 7:45 a.m. - 6:30 p.m. The loop begins in the center of Westport, which was a very important locational decision, according to Mr. Bradley, because it has had the effect of focusing both development and residents in one central area, and of preserving existing community structures at the traditional center of town. There are no fixed stops along the route; individuals simply flag the buses down if they want a ride.

The fixed-route service is patronized daily by approximately 2500 passengers with as many as 3500 passengers during the summer and holidays. Of the 2500 riders and, excluding the 20% who are commuting to the rail station, 50-60% of the riders are less than 18, 3-5% are elderly and the remainder are a "mixed group of adults" using the service for a variety of purposes, Bradley noted.



Both young and old like "Maxybus" service in Westport, Connecticut.

Most people access the system by buying an annual pass, a method which has been successful largely because of the heavy marketing involved. Individuals using "Maxy money", for example, pay only \$20 for a \$25 annual pass, a 20% reduction. Banks, too, are involved in marketing; rather than give away small presents to depositors, they provide discounts on bus passes.

It is due, in part to this favorable publicity, Mr. Bradley said, that 5000 of Westport's 30,000 residents have purchased annual passes -- something, he added, planners thought could never happen.

Fare box revenues, though they are insufficient to cover total costs of operating the bus service, do comprise about 30% of revenues. The local community contributes another 20% and Federal-State funds which provide approximately \$260,000 annually, contribute the remainder.

The transit system is designed to resemble a retail operation as closely as possible. Thus, the cost per passenger trip for the bus service is about 70¢, a figure "very much within the realm of [reasonable] costs," Mr. Bradley said. CTS obtains an approximate 20¢ return per passenger.

The 11 van-type vehicles provide Westport residents with "shared-ride" taxi service which is another major component of CTS. Operated similarly to a dial-a-bus system, the objective here is to reduce premium ride taxi service costs by increasing the number of passengers riding on any particular trip. This goal has already been reached, Bradley noted, with costs for shared taxis running between 30-40% lower than for premium rides.

Elderly and handicapped services have been integrated into the shared taxi component, the CTS director stated, in an effort to provide a system which is "separate but equal." He indicated that this is the next best alternative to retrofit of all stations and all vehicles for complete accessibility.

In conjunction with the CTS policy, only those persons with severe mobility limitations who require a lift-equipped vehicle ride separately from other taxi passengers. No special arrangements are made for elderly or semi-ambulatory riders except that individuals over 62 pay one-half the regular fare.

Taxis have been used for two additional purposes in order to assure complete utilization of the equipment at all times. They have, first, been used to provide supplementary fixed-route bus service during times of both peak and off-peak demand. The extra capacity they allow has been especially important for commuters arriving and departing from the rail station, despite the fact that "... people sometimes don't know [if their vehicle] is a bus or a taxi." Secondly, CTS has begun a packaged goods delivery business using the taxis when additional seating capacity is not as greatly needed.

Completing the picture of a comprehensive transit system, there is also integration "at least in a sort of nominal way," Richard Bradley said, with Westport's premium ride taxi operation.

The Community Transit System, Symposium participants were told, is illustrative of a very important facet of brokerage. Rather than brokering between a user and a provider, as Knoxville, Tennessee, is trying to do, or among various transportation providers, CTS is brokering among different



community needs -- the development of housing, of placement of social services and of public transportation. While brokering certainly has a variety of interpretations, in the case of CTS, Mr. Bradley emphasized, "it means integration."

The term may also be applied to another of the Westport transit system's functions, that of providing information about its own system as well as about others. Moreover, it is helping local employers or placement centers to structure either van pool or car pool systems.

Having described the various types of CTS service and their operating characteristics, Mr. Bradley turned his attention to the system's impacts, delineating five he saw as being most significant, given the fact that people are generally "tethered" to their automobile in these communities:

- . LAND USE - The presence of CTS has:
  - . Increased real estate values -- Westport property values rose approximately 26% last year and many people cited CTS as a reason for moving into the community.
  - . Reduced plans for parking facilities -- Besides the rail station which reduced its expansion by 300-500 spaces, the community high school has modified its expansion plans by as many as 400 spaces. Downtown commercial parking plans are also being re-evaluated.
  - . Influenced locational decisions for elderly housing -- Many projects are buying land on or in close proximity to CTS routes.
  - . Contributed to the revitalization of Westport -- The effect of the center of the transit system located in the center of the community has been to "hold the center" at that particular point, Mr. Bradley commented.

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"Minnybus" receives credit from the realtors. Real estate advertisement in Westport, Connecticut reflects the benefits of the Community Transportation System.

- . ECONOMIC - CTS has had a four-fold economic impact:
  - . The transit district employs between 30-50 individuals earning anywhere from \$12-15,000 annually. The CTS director suggested that the system is "... a better long-term job producing program than perhaps some of the public works projects."
  - . CTS enables women to go to work, no longer tied to "chauffering their kids."
  - . CTS provides people with transit to and from work.
  - . Comprehensive service coverage eliminates the need for a second auto.
  
- . SOCIAL SERVICES - Two primary results are evident:
  - . The presence of CTS helped to initiate four day-care programs, whose workers are using the system to get around.
  - . Elderly and handicapped persons are much more mobile, now that specialized services have been made available to them.
  
- . UTILIZATION OF COMMUNITY RESOURCES -
  - . Many agencies have seen increased utilization of their services since the implementation of CTS. Summer school enrollment, for instance, increased 25% once the school's schedules were made to correspond to CTS schedules.
  
- . PERSONAL -
  - . Independence for both the young and the old has been provided by CTS.

In drawing his detailed presentation to a close, the enthusiastic director of CTS remarked that "one of the concerns," with multiple services is "... that they steal from or compete with existing or fixed-route services ... We found that that is not the case ... They stimulate and support these services."

WORKSHOP # 1:

JOINT ECONOMIC DEVELOPMENT OF COMMUNITY  
LAND USES AND TRANSPORTATION FACILITIES

MAJOR  
WORKSHOP  
PARTICIPANTS:

Sumner Myers, Institute of Public Administration; Ron Fisher, UMTA Service and Methods Demonstration Division; Michael Schneider, HUD; David Nutter, Baltimore Department of Housing and Community Development; Andrew Euston, HUD; Don Kane, Chicago Economic Development Commission; Walter D'Alessio, Philadelphia Economic Development Corporation; and Robert Witherspoon, Gladstone Associates

This workshop concerned itself with the role of transit investments in the economic revitalization of declining cities. Discussion centered on this specifically in regard to the recent experiences of multiple use development in Philadelphia and Baltimore. These examples and others, however, all addressed several basic questions about the role of transit investments in economic development.

Most informed observers would agree that joint development offers a promising technique to achieve economic revitalization. Much is taken for granted, however, about the role which joint development actually plays. Can, in fact, transportation investments be deployed in such a way as to maximize urban development? Are transportation joint development packages the best way to encourage economic revitalization, and if so, which approaches to joint development hold the most promise? On the other hand, if this is not the case, are there better ways of spending the same amount of money towards the objectives of economic development?

The role of the government in joint development also raises questions. The government has placed a premium on the economic revitaliza-

tion of central cities. It has set the objective, but can it best do the job given its own inherent constraints? The institutional fragmentation of government precludes a unified program of economic development within one executive department; so the framework for the project is necessarily the union of various government agencies. Although each agency has its own mission, interests and funds, the various departments and agencies must marshal their efforts in the one project. This kind of collective effort may be less effective than a specific program designed to do the job, but this is still the framework. Keeping all this in mind, is joint development still the best way to do the job?

Decisions on transportation joint development also depend upon the starting point of the different projects. The Baltimore and Philadelphia examples present contrasting alternatives. In Baltimore, one begins from the position that the decision to build the subway preceded joint development. Could the money involved in subway construction have been more effectively used to achieve the objective of development? Philadelphia's Gallery at Market Street East is of a different dimension. A marginal public investment to link the Gallery with existing public transportation did build upon the large investment that had already been made. Which approach is preferable? These are the kinds of questions which concerned the workshop.

Ronald Fisher of UMTA opened the discussion with a description of the agency's programs and available funds for improving public transportation, and the array of innovations financed by his office which have economic development potential. Innovation is difficult because of the nature of formula grants, the already overextended resources, and

growing deficits at the local level. Additional discretionary authority would enable grantees to implement promising innovations without putting undue financial strain upon them. Fisher said UMTA can more efficiently utilize the existing technology if it persistently applies new approaches to the delivery of transportation services and its possible impacts.

Robert Witherspoon of Gladstone and Associates supported this, and pointed to several innovations which, if properly conceived, could be implemented easily with "relatively high payoffs," such as auto-restricted zones and user-side subsidies.

Fisher pointed to various assessment techniques undertaken to ensure that planners consider transit contributions to economic development. The Young Amendment to the Urban Mass Transportation Act of 1976 provided for land acquisition for economic development. This was partially the impetus for the assessments. The "alternatives analysis program" also results in a thorough review of all requests for discretionary funding. UMTA, in turn, analyzes the economic vitality of an area, comparing it to some base measures of performance prior to approval of a grant award. The essential criterion of the national relevancy of a project, however, colors final approval of a grant.

What is the best way to create a favorable climate for urban economic development, to which one participant referred as the "emerging common denominator" of public program objectives? Although joint development draws increasing amounts of attention, it is still uncertain how to promote joint development, maximize it or assure its continuation once achieved. The majority of workshop comments indicated legislation or coordination were among the most promising routes to follow.

Administrators and private entrepreneurs have become interested only recently in joint development. The publication of Transit Station Joint Development by HUD and DOT first addressed "what wasn't being done but what could have been done" to coordinate public investments of transportation and urban development capital funds. There is, however, "reason to believe that, as a nation, we've been doing everything wrong," added Michael Schneider of HUD's Public Finance and Research Division.

At least UMTA has resisted all of the "grosser instincts" of others in the transportation field who totally avoid the implications of transportation on land development, according to Andy Euston. Perhaps the agency realizes that without a link to the community facilities transit is designed to serve, they do not have a "reason for being in business." Justification of transit investments is, in this line of thinking, equally as important as the potential for making large profits. Though value capture is unlikely to succeed, Euston said, much of its support can be traced to UMTA's recognition of this fact.

There are indications that other government agencies will follow UMTA's lead in encouraging cooperative efforts. HUD has recently acted to include as allowable costs those items which deal with urban environmental design, a move which makes interdisciplinary planning in local development decision-making more realistic.

Before efforts to create joint development can truly succeed, however, the largest obstacles to overcome are the conflicting goals and regulations within any particular program, according to Rachelle Levitt of EDA. For example, fifty percent of EDA's money is allocated to cities with greater than 100,000 population and 50% is allocated to cities with populations less than 100,000. Comprehensive planning is not easy, how-

ever, when EDA's law pertaining to public works stipulates "economic distress" as a prerequisite for allotment at the same time that Title 9 mandates "economic adjustment"--a much more flexible approach--as the basis for allotment. Furthermore, EDA, unlike UMTA with the Young Amendment, is legislatively forbidden from purchasing land even though \$15 million has simultaneously been budgeted under Section 204 of the Act, which virtually assures a community a block grant for a revolving loan fund designed for land banking, land acquisition, recycling or development of facilities.

The significance of thorough project review and selection mentioned by Mr. Fisher was, again, suggested by workshop participants as crucial to the avoidance of some of these legislative pitfalls. Such a process helps to assure compatibility of multiple planning objectives. A similar procedure was used to select the ten cities to participate in the Community Economic Development program jointly sponsored by the Departments of Housing and Urban Development, Labor and Commerce. It can partially be credited with some of the successes now being achieved.

The ten-city program illustrates the cutting through enormous "parochial separations", said Donald Kane, Assistant Director of Chicago's Economic Development Commission. For whatever reason, Kane emphatically stated, there is an "inherent interest" in crossing parochial boundaries in this program.

Informal versus formal working relationships among all those involved in administering the demonstrations may be partly responsible for the increased cooperation and coordination. The "purposeful crossovers" that the tripartite effort has constructed might be more important to the



success. Program managers have typically tended to embellish their own program's interests at the expense of others, indicated Mr. Kane. But public entities could become more attuned to the possible advantages of joint development in order to perpetuate mutual cooperation and coordination. If it is assumed that urban renewal has not succeeded partly because government agencies have institutionalized fragmentation, a view held by Andy Euston, then a logical approach would be to convince those in the bureaucracy that the economy does not support what it once did and that resources could be more rationally allocated through intergovernmental efforts. Euston based his observation upon Toronto's joint development experience, and added that since transportation can have such a profound impact upon land utilization patterns--a fact that was overlooked when urban development was associated with HUD rather than with the Department of Transportation--it "behooves UMTA to get HUD interested in cooperation."

Robert Witherspoon concurred that transportation improvements can play a key catalytic role in urban economic development. Coordination of public agency activities is, however, a necessary but not sufficient condition. Public resources should be used to "trigger" private investment, which will, in turn, create permanent jobs, incomes and tax revenues. Too often, according to Witherspoon development potentials are not effectively exploited because no attention is given to either supporting public actions or to private investment opportunities, as was the case with Westminster Mall in Providence, Rhode Island and BART in San Francisco. Planners designed the mall primarily as a physical improvement; marketing possibilities, potential maintenance requirements and management needs

were overlooked. BART nearly failed to include a station in the very heart of the financial district, which Witherspoon labeled "inconceivable, outrageous and otherwise absurd."

David Nutter, Director of the Baltimore City Transit Task Force, spoke of "action-oriented" independent entities similar to Baltimore's Transit Corridor Joint Development Corporation as coordinators for all of the public works, contractual design and construction, and consulting functions which accompany community development activities. The system works well in Baltimore because it precludes "institutional eccentricities" common to many other government administrations. These groups are organizationally and institutionally "sub-agencies" of the city government, which retains primary control. Even land and asset holding remain public functions.

Redevelopment authorities have come increasingly under the purview of mayors' offices. According to HUD's Michael Schneider, the positive shift in focus away from their independence can be partially explained by the fact that more Federal money is being funneled through the mayor's office. This is true of the Community Development Block Grant Program, the CETA Program and the 10-City Community Economic Demonstration Program. The shift has led to an independent authority held more accountable for both aesthetic and economic improvements.

Robert Witherspoon agreed with Mr. Schneider that the trend toward increased mayoral control was "healthy", but simultaneously expressed concern because some key development areas require tremendous expertise which may not exist to the necessary degree in "highly politicized environments." Gallery at Market Street East in Philadelphia exemplified

this problem. He advised workshop participants that interaction among all of the agencies involved is important because "if you leave development to any single-purpose player, you're going to have real problems."

Both Baltimore and Philadelphia exemplify how the establishment of major private-public sector linkages can lead to urban revitalization of an area. Baltimore's program, administered by the city's Department of Housing and Community Development, is the product of several sources, primarily a \$721 million grant from the Federal government for construction of rapid transit facilities. The application consisted of four components. The first proposed the establishment of the Transit Corridor Development Corporation to act as a kind of mediator between public and private development interests dealing with transit and community revitalization.

The application also included plans to develop the area around the Reistertown Plaza elevated transit station which, as a terminal station, was relatively isolated. The urban design concept for the area had two goals. The first objective was to improve the workings of the transit station itself--to give it a "much stronger, close-in captive population" and to relate it in terms of pedestrian movement to the kinds of development underway in the surrounding communities. Only when this first goal was realized would the second and greater objective--construction of a new town-in-town on a large tract of land south of the station--be undertaken.

Farther in towards the downtown area, planners adjusted their incremental approach for modestly scaled housing and a community plaza as focal points for an older neighborhood near North and Pennsylvania Avenues.

The effort, again, is only a first step in revitalization of this diverse area, but it will "at least begin to express the relationship that there ought to be" between transit and community movement, he suggested. Planners envision redevelopment on a drastically greater scale once construction of a nearby subway station begins.

Despite the successes achieved by cautiously undertaking economic development, renewal of downtown Baltimore, Mr. Nutter added, still revolves around the harbor area, the "city's chief priority in downtown redevelopment."

Perhaps the most important aspect of the application, the Charles Center project, outlines the renewal of Baltimore's retail district. The plan devoted attention to the alleviation of housing problems in the vicinity and the recycling of many of the area's older industrial buildings, as well as transit and retail questions. The proposal for the Lexington Market rapid transit station was essential to the Charles Center plan, although according to Nutter, it remains uncertain whether location of the line stimulated private investment or whether private investment influenced location of the line. In any event, the Lexington Market area is a "vibrant, colorful place" which has within it a major department store with sales of approximately \$8 million annually.

City planners recognized the area's great potential as a result of the station. Nutter explained that its location on a hillside became a potent factor in transit joint development. The project has also been designed with "knockout panels", so that the station's mezzanine level could be integrated with two major streets in the heart of the retail district. On the other hand, planners recognized the disruption caused

by construction. It required them to look to the end results of vastly increased accessibility and revitalization, since building 50 foot wide transit stations on 67 foot wide streets, and making them 60-75 feet deep is "about four years of pain and grief."

Nutter commented that the planning process for the Lexington Street Station is important for two reasons: first, it illustrates the "public character" of transit joint development. It takes advantage of every opportunity generated by the presence of public transit. Planners did not fully preceive of the significance of this locational decision until, at UMTA's urging, final sketches were altered for a plaza which would take advantage of the proximity of the station entrance to the retailing district. Now, private investment activity is steadily increasing.

Second, the entire planning process demonstrated the "true public works complexity of capturing the value created by transit improvements. In the absence of prolonged efforts by both the private and public sectors, little of Baltimore's application to UMTA would have been viable.

Philadelphia's "Gallery" also highlights the clear role of transit in economic development. Robert Witherspoon referred to the Gallery as a "very, very innovative deal where the private sector took on certain public responsibilities--notably maintenance of a train station--and the public sector took on certain private responsibilities--notably the development of a multimillion dollar shopping center..." This private investment activity, in Witherspoon's opinion, distinguishes Philadelphia's urban economic development program from many earlier programs which focused primarily upon public works aspects. This was true of efforts by DOT, EDA and numerous others, Witherspoon observed.

The \$100 million invested in the Gallery redevelopment effort results from pulling together Federal, State and local public authorities as well as three major private investors. HUD and DOT were the Federal participants. The Philadelphia Redevelopment Authority acted as primary representative for local interests. PRA, said Mr. Witherspoon, is analagous to Baltimore's Transit Corridor Development Corporation, only in "different institutional clothing." It has a longer track record of successfully bringing in public resources and activating private investment.

From the private sector, the \$20 million put up by the Rouse Corporation of Columbia, Maryland catalyzed the economic development, since it was acknowledged that "...without that carrot of private money...the public agencies couldn't get together." Rouse leased the 200,000 square foot retail mall from the city of Philadelphia--the developer of the mall. Retail space now sells for \$250 per square foot, far exceeding the \$150 figure typical of the best regional malls in the country.

Gimbels department store, also invested \$35 million in the project, perhaps the first such major store to locate in an old, eastern downtown area in decades. The mall links Gimbels to the Gallery.

Finally, Strawbridge and Clothiers' investment of eight million dollars in the project attests to the importance of transit to economic development. The retailers based their decision to relocate upon what Witherspoon called a "conditioned precedent". They would do so only if provided with direct access to the transit station. This demand was met and the retailers now have links to both the renovated 8th Street transit station and the Lindenwald Line beneath it. The transit connection involved more than just dollars, it also entailed carving an easement

out of the store's basement, something retailers usually hesitate to do.

Productivity figures of the Gallery urban renewal efforts are quite encouraging. Not only retail ventures do well; transit does also. Ridership on the suburban Lindenwald Line illustrates this. In the first week of operation in August 1977, ridership exceeded "anything that's been recorded in recent history including the Bicentennial."

Sumner Myers evaluated the presentation of Baltimore and the Gallery. He remarked that joint economic development of community land uses and transportation facilities appears to be a very promising endeavor. However, he asked, "...is the economic gain really worth the candle?" Perhaps in Philadelphia where development is occurring by hooking up to existing, high-cost rail systems, the economic gain is worth it. In Baltimore, the answer is not so clear cut, despite the remarkable accomplishments.

In response to what he called Baltimore's "balkanization of funds," questioned whether spending \$21 million to build a new subway and its supporting development was the most efficacious application of those funds, many of which were Federal resources. David Nutter defended Baltimore's utilization of the money on grounds that the question was academic. He acknowledged, however, that at the time the project was beginning, planners did have a wide diversity of appealing ideas, not all of which encompassed subway construction.

Myers questioned the pragmatism of drastically reordering priorities to facilitate community revitalization. He suggested the possibility that Federal funds are being spent for endeavors with little or no effect upon long-term city vitality. EDA, which makes large outlays for

construction of downtown parking garages on the presumption that improving downtown parking availability will slow city deterioration, is a case in point. The question becomes one of whether cities are actually being revitalized by these types of efforts.

Noting the frequency with which Toronto's success is cited, one speaker said Toronto "...can also be used to show that joint development and transportation doesn't solve all the problems of the city." To the extent that revitalization was successful there, it also brought a kind of high density development related to the transportation improvement that "many people in the city decided they hated...(and it)caused a change in the political system, a height limit, a moratorium and a rethinking of what it was they were doing."

Andy Euston disagreed. Joint development in Toronto "brought high rise; it may not have brought high density." He suggested that development would likely be more pleasant, however, if individuals were accustomed to thinking in terms of low-rise, high-density buildings--the way the Europeans are--rather than in terms of the converse.

Is joint economic development worth pursuing and continuing? Is it, as Andy Euston would like to think, a tool to be used for either good or ill? Workshop members in this 2-hour session were not able to resolve these questions.

Despite the impasse, if joint development is an objective worth striving for, several ways to achieve it were repeatedly emphasized. First, there is the necessity of changing public attitudes to foster more of a synergistic outlook of development. The days of powerful city managers are over; consequently, said Andy Euston, the "ability



of cities to negotiate with the private sector is pivotal." Bureaucrats must be convinced of this process as must mayors, investors and others.

A second, but related step, to enhance joint development is to end fragmentation. There has been a preponderance of "eclectic thinking" about how a city works, according to Chicago's Donald Kane. Unfortunately, it has always been frustrated by the parochialism of program operators. Institutionalization of past practices and other administrative mismatches have additionally contributed to fragmented decision-making. Still, if the 10-city Community Economic Demonstration Program has signified anything, it has been a sense of cooperation and trust among agencies which had never before been able to work so well together.

Lastly and perhaps most importantly, is the need for identifying a "broad terrain of targets of opportunity," highlighted by Robert Wither-  
spoon. All too often ambitious initiatives fail because they are designed and implemented without a view towards economic development potentials. If joint development is to succeed, every possibility must be exploited. This, in turn, entails being able to establish technical expertise at all levels to the necessary degree and being able to pull together public and private resources to achieve a common end.

## Workshop #2 - Non-Work Trip Purposes and Multi-Use Community Development

Major Workshop Participants: Lee H. Rogers and Betty Revis, Institute of Public Administration; Lynn Sahaj, UMTA Service and Methods Demonstration Division; Okey Gillenwater, West Virginia Department of Welfare; Ed Madison, Transportation Division, Governor's Office of Economic and Community Development (West Virginia); Merle Van Horne, Bureau of Outdoor Recreation, DOI; Stan Volens, Older Americans Volunteer Program, ACTION; Leslie Einhorn, Human Resources Division, Montgomery County Government; Michael Albarelli, Office of Human Development, DHEW.

TRIP - West Virginia's innovative and primarily rural transportation demonstration project--was the center of attraction in this workshop. In a detailed presentation by the project's two spokesmen, Okey Gillenwater and Ed Madison, a very interested group of Federal and local program managers was told how TRIP began, how it works on a daily basis and what changes are being made to improve its operation. Following the presentation, a question and answer period helped to clarify some of the specific points that had been raised.

Then, in the time remaining, other workshop participants described pertinent aspects of each of the programs they represented with particular attention focused on the problems that have been encountered in attempting to coordinate. By the time the session concluded, it was quite clear that its primary benefit had been to familiarize the representatives with a variety of programs, and to identify for them areas of overlapping interest.

Despite the workshop's success in initiating an interagency communication process; the two and one half hour session concluded before there was any kind of agreement about how to actually achieve coordination.

Lynn Sahaj representing UMTA's Office of Service and Methods Demonstration--sponsors of the Symposium--started off the session by emphasizing the importance of public transportation on community development, especially

for those without cars and for those whose needs are not work-related. She described UMTA's efforts related to coordination but before enumerating any of the agency's specific projects, she noted that "coordination" means different things to different people. While it may, for example, refer to coordinated financing, purchasing arrangements or sharing of vehicles, it can, she said, have the much broader interpretation of complete coordination of transportation services.

The concept of "brokering" is one currently receiving a great amount of attention by SMD program analysts. Designed to match users travel needs with providers available supply, brokering minimizes the likelihood of having duplicative services that cater to the same clientele in any given area.

Certain paratransit demonstrations sponsored by the SMD program also enhance the prospects for coordination. Sahaj mentioned van pooling as one possible illustration and feeder systems to link up to fixed-route bus services as another. Like brokering, both alternatives help to eliminate duplication, thereby promoting more efficient use of existing resources, a primary aim of the entire program.

Sahaj spoke very optimistically of the range of approaches being undertaken to achieve coordination. Yet, she told workshop participants that two of the major barriers hindering its achievement are, first, the requirement that projects sponsored by the SMD program have national significance and secondly, that the uncertainty of long-term funding upon completion of the demonstration causes project operators to remain committed to their individual but certain service rather than shift to more coordinated but tenuous service. Obtaining long-term funding assurances, Sahaj said, is really one of the largest obstacles to achieving coordination among local transportation

and social service agency providers.

On the subject of the requirement that demonstration projects be nationally significant, UMTA's representative asserted that there is a need for new legislation that will provide the agency with a discretionary source of operating assistance for demonstrations. This would promote the diffusion of promising innovations and also assure that good demonstration ideas generated at the local level will be implemented even though they lack national relevance.

If larger amounts of operating assistance were made available to local project operators, it would also allow UMTA to maintain its preferred position of a low Federal profile, letting local grantees have primary responsibility for the conduct of their programs.

This philosophy of maximum local autonomy is one that has been adhered to in administering the TRIP project where, even though large amounts of Federal DOT funds are being used, very little Federal control is actually exercised.

At the local level, authority for TRIP (the Transportation Remuneration Incentives Program)-- demonstrating user-side subsidies for low-income elderly and handicapped persons-- is shared between West Virginia's Department of Welfare (DOW) and the Transportation Division of the Governor's Office of Economic and Community Development, according to Okey Gillenwater representing the DOW.

Questioned by puzzled workshop participants as to why administration of the TRIP was assigned to the DOW rather than to a transportation authority when the project was first implemented in June, 1974, Gillenwater remarked that

it is probably "because West Virginia doesn't have a DOT as such." Accordingly, he said, "...we were the only Department of Welfare in the country that was in the transportation business."

Implementation of TRIP has not been an easy task and there have been setbacks for the DOW all along the way. Among them was the recognition by those charged with overseeing the entire program that "we did not have the expertise in transportation systems." When an electoral change in state government in July 1976 consequently brought with it a comprehensive change in many state programs, responsibilities for transit development within TRIP were shifted into the Governor's Office of Economic and Community Development.

Responsibility for the user-side subsidy portion of TRIP remained within the DOW because, said Gillenwater, it "rightfully fits" there. The DOW had already set up a sophisticated system of communication throughout the state and it had been determining eligibility for many other programs, such as for USDA's Food Stamp program, for years.

TRIP's tickets are financed through subsidies by the Federal Community Services Administration (CSA), which is the same agency charged with formulating eligibility guidelines for program participants. Gillenwater noted that HEW's Administration on Aging (AoA) had made some contributions to the eligibility criteria but that CSA has played the primary role throughout TRIP's development.

Once eligibility is determined, individuals may purchase \$8.00 worth of TRIP tickets (1 booklet) for only \$1.00. Providers who agree to participate in the program accept the tickets in place of regular fares and submit them to the DOW which then redeems them at face value. Generally, the number

of tickets that individuals can buy in a given month is one booklet but "...one person can get up to four books of tickets each month if they can support their need for individual travel over and above the one book of \$8.00 tickets," the DOW representative said.

Excessive demand for tickets has thus far not seemed to be a paramount problem for TRIP. In fact, if anything, Gillenwater commented that the DOW expected a much larger response. That the number of tickets purchased was not what it was expected to be was explained by the rural nature of the areas in which many of the eligible people lived. It was not, in the DOW's line of thinking, that there weren't enough persons who wanted to participate in the program; rather, in some of the more rural areas "there is nothing there yet for them to ride."

Acknowledging the discrepancy between supply and demand, Gillenwater did point out that his agency's payments to providers total about \$120,000 on a monthly basis which means that there are some 12,000 - 15,000 elderly and handicapped people purchasing tickets on a monthly basis. Outreach to the eligible target group has been enhanced by the recent involvement of community action agencies, which frequently deal with the low income elderly or handicapped, in the issuance of the tickets.

The TRIP transit system--all components of which accept users' tickets--consists of taxis with approximately 150 companies of varying sizes operating, three AMTRAK routes running throughout West Virginia, and inter and intra-city buses. The system is currently in the process of expanding so that some of the state's most rural residents with severe mobility problems can take advantage of the user-side subsidies. Since responsibility for expansion falls within the jurisdiction of the Governor's Office of Economic and Community

Development, Okey Gillenwater turned to Ed Madison, director of that office, to explain how the transit development portion of TRIP works.

According to Mr. Madison, the TRIP program is "kind of unique." It is funded by Sections 3,6,9 and 16(b)(2) of the Urban Mass Transportation Act as well as by Section 147 of the Federal Aid Highway Act and "administration of such a program (because of the variety of funding) can be quite complex." There have been problems as a result of this situation with accounting, procurement of vehicles and the fact that both state and Federal procedures must be adhered to.

TRIP, Mr. Madison went on to say, operates 45 vehicles of various sizes and design and the program is quite expensive due to the length of the routes involved. Authorities have consequently found it difficult to rely solely upon local funding to continue the program when demonstration monies are withdrawn. Accordingly, the Governor's Office is in the process of carrying out an alternatives analysis study that will supply legislators with the answers they need in order to tap the appropriate local sources of funding.

TRIP was originally conceived to operate on a statewide basis but as Mr. Madison sees it placing actual transit operations within the DOW caused such administrative problems that the demonstration had to be temporarily cut to only five regions within the state. Workshop participants were told by Madison, "DOW is very adept at running programs. They've proven over the years that they can run any kind of a program, but I feel that...the actual running of a transportation system is becoming a very specialized field and ...they could have made a better decision if they had decided to hire transportation professionals to run the system..."

Mr. Madison noted that it was Governor Rockefeller's decision to shift

responsibility for transit operations from the DOW, favoring instead a transportation division within the Governor's Office of Economic and Community Development which now spends approximately sixty percent of its time running TRIP. And because of significant increases in ridership and productivity since the shift, there are plans to expand the project back to the full concept of the 10 state regions initially envisaged.

Extending a bit of advice to workshop members based upon TRIP's problems early in the development process, Mr. Madison remarked that, "It's important when you decide where to place a program (and) who to staff a program with that you consider the ultimate effect those decisions will have upon the success of the program." Unless, he said, full consideration is given to the consequences of decisions, the viability and success of any undertaking is doubtful.

The focus of the discussion then shifted to coordination of West Virginia's transportation services, another area where major efforts are now being made. The impetus for those efforts stemmed from the tremendous expenses and duplication observed in provision of specialized services throughout the state. According to Madison, "We have vehicles now...that pass themselves on the street and one has two passengers on (it) going this way and the other has two passengers on (it) going that way."

It would be more efficient to try to "tap the unused capacity," by taking the posture that, "...maybe we only need one vehicle traversing that route."

To deal with the duplicative transportation delivery system, the Governor's Office of Economic and Community Development--which is the designated grantee for UMTA's 16(b)(2) program--implemented an approach in October of



1977 to coordinate among all providers in West Virginia. It encouraged all agencies to participate in the effort, whether or not they were funded by the 16(b)(2) program or by agencies that participated in funding TRIP.

Aside from the encouragement of the Governor's office, there was also an economic incentive for the agencies to coordinate. It was stipulated that all agency funding would be withdrawn unless attempts to coordinate were made.

The response of workshop participants to Madison's description of this policy decision was an immediate "what makes you think you're going to be successful?" Madison positively replied, "I think we've tied up effectively 100% of the funding of the human service agencies."

In fact, he went on to say, "I don't think there's any way that any sensible non-profit human service agency could refuse to participate in the coordination program. It would be cutting off your nose to spite your face.

With the purse strings tied up, the persuasiveness of the coordination policy advocated by the Governor's Office of Economic and Community Development was much enhanced. Yet, their intent was not to mandate a mechanism by which coordination should be achieved in any given region. Rather, it was to bring all the private, non-profit organizations together so that they, themselves, could designate a coordinating committee. This was much preferred to establishing a separate coordinating agency which would, in Madison's estimation, "just add another layer of red tape to the already existing burdensome layer of red tape."

Plans call for the coordinating committee to be the first line of "prioritizing, selection, providing coordination and eliminating duplication" as it relates to transportation services. The next step up according to Mr. Madison is the Metropolitan Planning Organization (MPO) if, in fact, it has not been already designated to be the coordinating committee. The MPO acts to provide necessary planning input. The third and final step in the structure is a state inter-agency coordinating committee. Composed of representatives from vocational rehabilitation, health, the Commission on Aging, OEO and the Governor's manpower programs, Madison described this entity as "a sort of Supreme Court" to address problems not effectively resolved at the lower levels. It also acts to reprioritize among possible alternatives, a process quite necessary when resources are limited.

"If there is more than one supplier on a route, who in the three-tiered structure decides which one becomes the primary supplier?" a perplexed workshop member asked. It depends, said Madison, on whether both suppliers are funded by the same or different agencies. While usually the decision would be a subjective one, it is preferred that the state's role remain one of policy-making, leaving local decisions to coordinating committees and MPO's. It is important above all to "preserve the integrity" of a program once the sources of inefficiencies in service delivery are determined. "This," Mr. Madison asserted, "is the private, non-profit agency's right."

It has been fortunate that in West Virginia there are very few agencies that deal in public transportation and most local officials are not interested in public transportation. Thus, Madison commented, they have basically been following whatever recommendations concerning coordination are made. Also, there is some previous experience coordinating private, non-profit agencies upon which present efforts can be based.

Not everything has succeeded according to plan. When asked a question concerning involvement of taxi operators in coordination efforts, Mr. Madison noted that there has not been an incentive--especially monetary-- for private operators to want to participate. This may change, however, once they realize they will lose part of their clientele to a comprehensive, coordinated service.

The TRIP project, upon its completion as a demonstration, will also be integrated into the statewide coordination program. Mr. Madison predicted a cutting back of some of TRIP's less profitable rural routes, letting private, non-profit agencies take over providing service for these areas.

In his view one of the interesting parts of the demonstration is determining the point at which rural residents will no longer pay for transportation service. It is commonly believed that providing rural transportation is much more expensive than providing urban transportation service, but because rural residents have fewer travel modes available to them, they are really "captive riders." Elaborating, Mr. Madison said, "I'm not so sure that we can't double our fares and still retain our riders."

Obtaining sufficient insurance coverage at reasonable cost has presented an additional problem for TRIP's operators and is another area that might be better handled by a non-profit agency administering a statewide self-insurance program. TRIP is currently paying \$2,000 per vehicle per year (amounting annually to \$47,000 - \$50,000 for 23 buses) and "there's no help coming from transit insurers."

In concluding comments, Mr. Madison alluded to West Virginia's other innovative transportation projects which are presently in the planning stages. One - the postal bus - aims to transport passengers and mail simultaneously, thereby promoting maximum vehicle utilization. The other is

the "health transporter" envisioned as transporting ill elderly and handicapped persons as far as 84 miles away to a centralized health facility in an urban area.

The entire tone of the workshop changed when TRIP's two representatives ended their presentation, allowing time for others in attendance to discuss their respective programs.

Merle Van Horne, representing the Department of Interior, was first up and in this brief presentation workshop members were told of non-work trip patterns as they are related to providing adequate park transportation. Access to and within parks has long been a concern of park planners primarily for two reasons: Equity for the large segment of autoless persons who have "miserable access" to recreation facilities; and, for ecological reasons since the automobile--the predominant mode of park travel--"louses up" recreational facilities and "grossly decreases" not only the quality of the experience provided but also the ability of the facility to produce capacity per acre per year.

Concerning future possibilities to improve park transportation access, Horn said, "We see the whole system of bringing people to and carrying them within the parks as an infinite combination...of foot, bicycle and all kinds of transit modes. We're very loose and consider all options of combining transit modes."

Stan Volens from ACTION, the "smallest of the Federal agencies," endorsed the efforts undertaken in West Virginia pointing out that taxpayers could be saved a lot of money if similar approaches were adopted nationwide. Unfortunately, we are not operating efficiently now. If anything, he noted, "we are operating in spite of efficiency." Similar views were expressed by

representatives from HEW's Rehabilitation Services Administration and the Administration on Aging.

Workshop participants were briefed on the workings of Transportation Demonstration Program, another HEW effort, by Mike Albarelli of the agency's Office of Human Development. Initiated roughly two years ago "...the program is an effort to demonstrate both the process and the impact of coordinating human service transportation and public transit services at the local level." HEW grantees worked in conjunction with grantees of ACTION, CSA, DOT and others in order to define ten different models of consolidation and coordination activities ranging from ride sharing - time sharing types of activities to complete consideration of management and operations.

OHD, according to Albarelli is also working with UMTA's Office of Planning to develop the guidelines for issuance to MPO's on how to undertake the "special efforts" requirements related to coordination. It is hoped that MPO's, public transit operators and HEW grantees will receive the same issuances in order to maximize coordination from an operational and planning perspective.

A local representative, Leslie Einhorn of Maryland's Montgomery County Government, noted that there is a mismatch between the needs of elderly and handicapped in her area and the available supply. While the county has its own mini-bus service called "Ride-On" it is increasingly becoming very expensive. Moreover, fixed-route transportation service "falls short" because the two or three blocks usually required to reach a bus stop are often beyond the capacity of the frail elderly or handicapped. Thus, Montgomery County is searching for ways to link a combination of

services to reduce costs. A solution would also benefit the operations of the Retired Senior Volunteer Program, of which Einhorn is the director, by enabling interested but inaccessible seniors a chance to participate in the program.

WORKSHOP #3: COMMUNITY DEVELOPMENT PLANNING AND SITE SELECTION  
FOR MUTUAL TRANSPORTATION BENEFITS

MAJOR  
WORKSHOP

PARTICIPANTS: Alex Eckmann, Institute of Public Administration; Bert Arrillaga, UMTA Service and Methods Demonstration Division; Louis Bangma, Farmers' Home Administration, USDA; Vincent Piper, Office of Neighborhoods, Voluntary Associations and Consumer Protection, HUD; Prince Washington, Veterans Administration; Dolores Cuttler, Institute for Social and Economic Measurement.

The subject of this Workshop was the relationship between passenger transportation and site selection for community development projects.

Accessibility was considered as a relative benefit of one development site compared with others for specific community projects. The influence of long-term transportation costs on alternative site selection was also discussed. UMTA programs of transportation pricing for general transit incentive and private automobile disincentive were described, as well as service and regulatory methods to improve community accessibility. Criteria of available mortgage credit and land cost were believed to be more influential than accessibility or transportation costs for housing projects by USDA Farmers' Home Administration (FmHA) and HUD. Transportation costs were believed to have influence on HEW nutrition programs and social centers for the elderly, not necessarily for project site location which is often predetermined, but for target group outreach. An optimum number of nutrition clients, for example, must be identified to provide both food and client transportation to meals from a single budget. The Veterans Administration (VA) selects sites for major new hospitals primarily on the basis of

demographic location of veterans. VA out-patient clinics for habitual treatment are situated with greater concern for direct passenger transportation accessibility.

In addition to the substantive content of transportation cost and accessibility to community development sites, this Workshop also considered administrative procedures by the participating programs to achieve greater coordination. UMTA was described as receptive to demonstrations of proven innovations in passenger transport or applied research on unproven concepts, with higher priority for the former. A reiterative process of UMTA demonstration site selection was described which considers alternative cities for prospective demonstrations. Promising innovations are considered for various cities where their advantages will be greatest, and conversely, alternative innovations are considered for cities where the need is greatest.

FmHA is primarily a lending agency for housing and other community development, which disburses funds at the county level of government for local matching contributions to Federal programs, or occasional total project funding, at concessionary interest rates (of 5%). Towns or places with less than 10,000 population are eligible for FmHA funds, or places up to 20,000 population in non-SMSA's (Standard Metropolitan Statistical Areas) are also eligible for these funds, limited to capital purposes only. HUD housing programs were also described as primarily mortgage lending programs with related community development, neighborhood and consumer protection responsibilities. HUD provides no services, maintenance or other operating support -- only capital funds. The Veterans' Administration, on the other hand, can purchase services such as transportation, but is "uninterested" in purchasing capital equipment for travel.



Besides these differences in authorization which suggest the relative responsibility of various agencies in potential joint project sponsorship, there was also a discussion of different communication networks within agencies which must be recognized for coordination to be achieved. HUD was described as previously administered through Federal Regional Offices, with currently increasing responsibility for sub-regional State and Area offices, and "Insuring Offices" at the sub-State level. HEW responsibility was characterized as "ending at the Regions" because State and Area Agencies are non-Federal authorities with primary responsibility to State and local units of government. UMTA has Regional representatives of its policies at the end of the Federal communication chain, while FmHA discretion is exercised at the county level. These unidentical lines of communication make joint project management difficult for any inter-agency effort because Federal-State-local information cannot be transferred easily across agency boundaries. Inter-agency agreements were seen as useful for making national policy, but ineffective for stimulating local project action. The most successful method to achieve coordination between mutual project objectives was generally agreed to be powerful political influence by one or more agencies involved, or sufficiently advanced planning for coordinated implementation.

#### Urban Planning and Transportation Economics

"Accessibility ranks high as one of the major criteria for site selection of [community development] projects" in traditional urban planning practice, according to Alex Eckmann of IPA, who initiated discussion at the

Workshop. "But in actuality, ... there are other criteria which are such major concerns that accessibility is often overlooked." In the age of automobiles, with widespread mobility by private vehicles, accessibility of community development sites to other facilities or to public transportation is sometimes a secondary consideration. This can create long-term problems of inaccessibility for transit dependents who experience erosion of public transportation service, and for automobile motorists who experience increasing traffic congestion due to longer and more numerous auto trips required. Central communities suffer consequential problems of "urban disinvestment" as new construction occurs in outlying areas to avoid central traffic congestion and to obtain more (and cheaper) land for automobile parking. This, in turn, creates longer necessary auto vehicle trips and declining accessibility.

In the area of transportation pricing, Eckmann observed that urban economics "explains" location choice, in part, as a result of tradeoffs between rent and transportation costs. Sites for community development, particularly housing, have long been observed as sensitive to transportation cost: More expensive transportation is believed to induce more accessible development site selection, while less expensive transportation encourages more remote site selection. This was the relationship between decreasing automobile costs and increasing suburbanization during the 1950's; and may be one factor in today's reverse trend towards increasing automobile cost and central city revitalization.

The problem arises, Eckmann suggested for further consideration by the Workshop, when transportation costs are not paid by the community project developer, or project occupant, or when transportation costs do not accumulate until far into the future. If transportation cost does not enter into the location choice of a housing project, for example, then inexpensive land which is also inaccessible may be chosen, leaving large transportation expenses up to the housing residents. After time, these expenses may accumulate greater than the initial land savings, if any; and ultimately the inability of residents to supply their own transportation because of old age, handicap or poverty will require public agencies to provide very expensive remote transit service.

The questions raised for Workshop discussion included the extent to which accessibility is considered for new community development site selection; whether the relative benefits and cost savings of accessibility are worth the extra effort and expense of concentrated development; and how improved administrative coordination of community development and accessibility can be achieved.

#### UMTA Service and Methods Demonstrations

Bert Arrillaga described the "innovative" aspects of UMTA demonstrations. Paratransit operations, preferential parking for car pools, special services for the elderly and handicapped, conventional transit services such as exclusive transit routes, busways, and reserved lanes were highlighted. "Transportation pricing," incentives, disincentives and passenger fare policies were discussed in greater detail.

Marketing techniques were described such as fare reductions for different market segments; group fare pre-payment for term passes, tickets and tokens; and favorable passenger transfer policies to attract new riders and make transit more convenient to use. Recent consideration has been given to "Fare-Free transit," explained Arrillaga, with demonstrations of "Magic Carpet" fare-free service in "Fareless Square" of Seattle, Washington to promote central business district revitalization.

The other side of transportation pricing, according to Arrillaga, is pricing incentives and disincentives "in order to control travel behavior in favor of high occupancy modes." Charging tolls or other user fees on private automobiles was seen as a way to "price cars off the street," and promote public transit service improvements besides. Combined with automobile parking price strategies, it is hoped that transportation pricing can improve downtown accessibility.

Alex Eckmann of IPA asked Arrillaga if any demonstration of transit accessibility had the direct involvement of community development interests -- such as housing authorities or shopping centers. UMTA demonstrations of "Fare-Free transit" have the participation of some central business district merchants who reimburse the transit operator for lost passenger revenue. Arrillaga also said that a Recreation Association in Columbia, Maryland, sells passes to association members for tennis and swimming pool privileges, plus free transit on the local transportation system. Resulting transit ridership has increased "tremendously" for recreational purposes, Arrillaga said.

When asked if variable zone fare pricing is based, in part, on a desire to reduce long distance transit trips and encourage community development in central locations, Arrillaga responded, no, zone fares are only intended to charge a passenger price proportional to distance traveled. "I feel that they [transit systems] should charge for what they provide," he said. The possibility was discussed that urban transportation policy may unwittingly continue to underwrite dispersed community development by subsidizing both public transit and urban automobile operation. This may undervalue the relative advantages of accessible, central development locations compared with outlying places.

#### Farmers Home Administration

"The Farmers Home Administration is primarily a rural mortgage lending agency. It is not a planning agency, nor does it give out planning money. It is not a demonstration agency, nor is it an advisory agency," according to Louis Bangma of FmHA. This rural housing program deals directly with county and local governments. FmHA provides local matching funds at low interest rates for Federal grants from other programs; and it lends to groups or individuals who cannot borrow from normal sources of credit.

Under the housing mortgage program, FmHA lends money to construct or purchase private single family residences, and non-profit multi-unit structures which may be rental, cooperative, or senior citizing housing. FmHA does not lend for high-rise or condominium housing.

In other lending programs, FmHA provides credit for community facilities such as fire stations, ambulances, rural health clinics; and for water,

sewer, storm drainage, and solid waste disposal systems. Business and industrial loans are also extended to foster rural development and employment.

Rural passenger transportation loans have been made in the past to economic opportunity associations for capital equipment (vehicles) only. These have not been successful from a business standpoint because the borrowers were unable to repay the loans, and eventually had to sell their buses or face foreclosure. Rural transportation is an eligible activity under the community facilities program, however, similar to ambulance acquisition. The initiative for FmHA community facilities funding must come from the local level, submitted directly to county extension offices.

Alex Eckmann observed that the analogy between rural transportation systems, water supply and sewer disposal systems is very appropriate. Low density and dispersed development contribute to high cost and inefficiency of long service lines in both cases. Eckmann asked whether FmHA housing loans consider proximity to existing towns and villages as a criterion for credit, in order to minimize the cost of transportation and other community facilities.

Mr. Bangma responded that accessibility is a criterion for senior citizens and multi-family housing location, but not for individual housing unit location. "So [the answer] runs from 'no' to 'yes'." Rural housing credit is the biggest FmHA program -- amounting to a "billion dollars" per year.

Distribution of FmHA funds was described according to demographic formula. States receive funds in proportion to their incidence of rural

population and degree of poverty. "Rural population" is defined as residents of towns or places with less than 10,000 population. Towns up to 20,000 population outside of SMSA's are also eligible to receive funds. Terms of FmHA loans are 5% for forty years. FmHA certificates are sold in commercial money markets at current rates of interest, say 8%, to raise lending capital, and the difference between this cost and the 5% rate of return from borrowers is subsidized by the agency operating budget. Operating costs of FmHA programs are pegged to equal budget appropriations, including mortgage subsidy and administrative cost which is paid out of executive operating funds.

HUD Neighborhood, Voluntary Associations and  
Consumer Protection Program

Four basic programs of HUD were identified by Vince Piper as (1) Research and Development, (2) Housing Construction and Assistance, (3) Community Development and (4) Neighborhood, Voluntary Association and Consumer Protection, which is Mr. Piper's area of responsibility. Housing programs of HUD are considered primarily mortgage lending programs with highest priorities of credit risk, minimum property standards, cost of land assembly, and construction costs. The Community Development program provides grants and establishes criteria for neighborhood services, including local parks, playgrounds, community facilities and others. The Neighborhood Program hopes to mediate between larger existing programs such as those at HUD, HEW and others "from time to time" to protect community residents' interest.

Intervention between existing programs promises to be difficult for the Neighborhood Program because it was created very recently. In the area of transportation, HUD hopes to provide criteria for "proximity," such as minimum distances from housing to services, shopping, and entertainment. Accessibility to medical facilities is considered especially important for senior citizens' housing. HUD does not provide services such as transportation, so HUD criteria of accessibility must be limited to bureaucratic requirements rather than directly supplied.

However desirable the objective of proximity, Vince Piper believes it is rarely achieved deliberately. Different planning time horizons for housing, passenger transportation and senior citizens' services, for example, are incompatible. Once a planned housing package is submitted for funding, it is too late to begin planning for coordinated services, which are not considered critical for grant approval.

Added to the problem of inadequate planning coordination and insufficient time for sequential planning is the problem of inadequate funds for the level of need. Thirteen hundred applications were received nationwide during the last grant period of 1977 for 200 prospective housing assistance projects. Eight hundred of the applications received were repeat proposals from the previous grant period, and only 200 additional projects are anticipated during the next two years (1978-79)! So the immediate need is for publicly assisted housing starts, as soon as possible, without additional time spent on passenger transportation planning on other services. This will require advanced planning coordination if community services are to be included in housing assistance proposals.



Fortunately, according to Piper, "most projects for the elderly [at least] do manage to have some kind of [transportation] service." Churches, labor unions, or a local car dealer donate a vehicle, and residents are supplied transportation." But the operating responsibility is mostly limited to internal housing management," says Piper.

"Why should this be," asked Dolli Cuttler from the Institute for Social and Economic Management, Inc., "when Title III and Title VII [of the Older Americans Act] are the primary funders of specialized transportation in this county?"

"Senior citizens [residents of assisted housing] say that's one of their problems," answered Piper. Interagency agreements between HUD and the Administration on Aging are filtered down within their respective lines of communication, but because of unidentical networks previously described, "not much comes from that."

Vince Piper believes much better information is necessary regarding present activities in order to achieve coordination between housing and transportation. "We're confused as to what's going on," he says. "I'm a community services advisor, and can't find out what's been done with respect to housing and transportation for the elderly. We've got to get together with UMTA and AoA" to do more than supply an isolated van or relocate an existing transit bus stop. "Hopefully we can make sure the plans of these programs include whatever may be necessary, whether its accessibility, barrier-free design, or historical preservation," says Piper.

"You either have to have particular political clout, or you've got to plan a year in advance" in order to achieve coordination between programs, the community services advisor concluded.

Veterans' Administration

The Veterans' Administration (VA) services approximately 29 million people, in the United States and the Philippines. At any one time, approximately eight VA hospitals are under construction in urban or rural locations. The principal site selection criterion for new facilities is the demographic distribution of veteran population. "One of the major reasons for locating a facility in a place is the high number of veterans living in that area," said Prince Washington of VA.

Transportation needs of the agency vary among facilities. Regional hospitals may serve "two, three or four urban areas" at the same time, said Washington, even though "the facility itself may be located in a sparsely populated area in between. So we're not counting on one metropolitan source of transportation" to provide client accessibility. Small VA health clinics, on the other hand, especially alcohol and drug rehabilitation clinics which serve a smaller client area, consider site accessibility by public transit or other local mode more deliberately than regional hospitals.

VA purchases transportation for "beneficiary travel" which is primarily patient travel to and from VA facilities in the amount of approximately \$54 million per year, according to Washington. This includes reimbursement of private automobile operation by beneficiaries, transit and taxi services. VA also owns some vehicles for special client transportation, but "I don't think we would be interested in buying more vehicles or underwriting any special programs," Washington said. "We're trying to get out of the transportation business."

VA is authorized to purchase services from other special transportation programs, however. Congress is encouraging the use of public transportation and greater restrictions on the supply of beneficiary travel by VA. Individual hospital administrations can enter agreements with community transportation providers. VA hospitals also have "centralized medical scheduling" so they can schedule clients in a specified time period to correspond with special transportation services.

A variety of VA hospitals were used to illustrate the transportation needs of this agency. In Cleveland and Akron, Ohio, older medical facilities work with the respective public transportation authorities in those urban areas to maintain and upgrade transit service to the hospitals. In Denver, a rather remote VA hospital is provided transit service by adjacent long distance suburban routes, while the Boston VA hospital is adjacent to older established subway and trolley systems "right to their door." In Loma Linda, California, the newest VA hospital, no consideration of transportation was given prior to construction of the facility. Since dedication, the hospital has worked with the community to provide three bus lines directly to the site.

The experience of these examples is similar to other VA development projects. Accessibility is not ordinarily considered early in project planning, but compensatory effort is often made to supply transportation later in the project operation. This may have disadvantages for personal access and total community development costs in the long run, and will require greater coordination between related programs to achieve mutual improvement.

WORKSHOP #4: USES OF PASSENGER TRANSPORTATION FOR COMMUNITY  
RESOURCE MANAGEMENT

MAJOR  
WORKSHOP

PARTICIPANTS: James Bautz, Office of Service & Methods Demonstrations, Urban Mass Transportation Administration; A.H. Ewing & Thomas Benson, Electric-Hybrid Vehicle Demonstration Program, Division of Transportation Energy Conservation, Department of Energy; Nina Rowe, Office of Transportation & Land Use Policy, Environmental Protection Agency; Roy F. Knight & Elizabeth Reid, Architecture & Environmental Arts Program, National Endowment for the Arts.

The theme of the 4th workshop of the Symposium was the use of passenger transportation for better management of a variety of resources, both natural and man-made. The participants included representatives of the Urban Mass Transportation Administration (Service and Methods Demonstration Program), the Department of Energy (Division of Transportation Energy Conservation), the Environmental Protection Agency (Office of Land Use Policy), and the National Endowment for the Arts (Architecture and Environmental Arts Program). Each participant presented a summary of relevant activities of his or her agency. Some results were real and tangible. Others were intangible. Some programs depended on regulation, others on technological innovation. Some programs have gone on for several years. Others are just beginning.

Jim Bautz of UMTA's Office of Service and Methods Demonstrations made the first presentation. He described the function of his office as the improvement of mass transportation service. In particular the Service and Methods Demonstration Program sought to make the best use of available transportation resources in a given community. Bautz said, "It's a very big challenge to take what is already on the street and use it in a more effective way."

The vehicles of interest to the Service and Methods Demonstration Program include not only large buses but also taxis, limousines, school buses and social service agency vehicles. The program works with different levels of government, funding demonstrations for local operation. One major goal of the program is to eliminate barriers prohibiting innovation, for example, regulations concerning shared rides and unreasonable transit franchises. In some cities, for example, bus companies hold unused rights to transportation corridors. Liberalized franchise rights could oblige them to give them up when some group wishes to operate, say, a paratransit service between the two points.

"UMTA tries to do things which are do-able and controllable. We leave the carrying out to local people. We like to keep a low profile at the federal level."

Like many federal agencies UMTA has found that a lack of financial resources and the effects of inflation are both barriers to the achievement of its goals. Both have the additional effect of reducing opportunities for creative solutions to transportation problems. At the same time these financial constraints can induce innovation, if the innovations can result in the saving of financial resources. "With better management of transportation resources we can and have had very major impacts" in the transportation field. The Westport transportation system, according to Bautz, shows that there can be a positive response from a system which is "oriented toward meeting the needs of the communities."

What UMTA demonstrations are of particular interest to those responsible for managing resources?

"The Shirley Highway demonstration is an excellent example of resource management. It, and similar examples of high occupancy vehicle lanes, have been able to triple the capacity of some highways." In Tennessee, the Tennessee Valley Authority has decided to institute van pools rather than reconstruct a major segment of highway leading to one of its construction sites. This produced savings of \$7 million. In Westport, transportation innovations prevented the construction of 500 parking spaces; in Minnesota \$3.5 million in garage construction costs were saved by the implementation of a van pool program. And again, in Tennessee, Knoxville has been able to save \$5 million by establishing a similar program. While dollars were a key resource saved in several of these examples, they were by no means the only one. Others included air quality and energy.

Bautz noted, however, that there are limitations to what transportation innovations can accomplish. On the subject of air quality, "there are," he said, "too high expectations about what you can actually achieve through mass transportation. There can be visible impacts on air quality but only in small areas. We are reluctant to oversell these aspects of our programs."

And on traffic congestion: "I don't think you can ever relieve traffic congestion. I think that's an impossibility, by virtue of the nature of congestion and the reasons for its occurrence."

"There is a tendency to overpromise in these areas. But the place where we can have an impact is the economic life of our major urban areas. Transit is the lifeblood of urban areas. It keeps the city alive. Secondly, there is the issue of equity. UMTA is able to improve mobility for people who have no alternative means of transportation. That is a major reason why we have our programs."

After this overview by the Symposium sponsors, the workshop moderator introduced two attendees from the newly created Department of Energy. Tony Ewing and Tom Benson from Energy's Division of Transportation Energy Conservation, described a new initiative in the form of an electric vehicle demonstration.

Mr. Ewing, the Departmental Program Director, said that assisting industries is the principal goal of Ewing's branch of the Energy Department. This assistance is in the research and development of high risk technological innovations which have a potential for energy savings. The electric vehicle demonstration, one example of their interests, is undertaken as a result of Public Law 94-413. The demonstration has the twin focus of fuel conservation and fuel conversion. The law has two sections, one dealing with the conduct of the demonstration and the other with a series of financial incentives to build and market electric and hybrid vehicles.

Benson explained that the demonstration will have two phases, one using 2500 vehicles and the second using 5000. The Department's goal is to identify roles for electric and hybrid vehicles in the United States. "It's not our goal," according to Benson, "to replace every internal combustion vehicle in this country. We think, however, that there are from two to five million vehicles whose use or duty cycle could be performed by an electric and hybrid vehicle." Developing consumer awareness is a second goal of the vehicle demonstration. And the third is to establish data on the costs, reliability, and infrastructure requirements of these new vehicles. Fourthly, the Department hopes to stimulate the electric vehicle industry. The financial incentives it plans to offer, in conjunction with heightened consumer awareness, will hopefully create a market demand which will hasten the introduction



"How far to the nearest electric outlet?" U.S. Department of Energy representatives noted the varied potential of electric vehicles if certain technological problems can be solved.



of the new vehicles into appropriate service.

This resource conservation program does face substantial barriers. Electric vehicles require modifications in the design of some roads. Traffic management procedures and other regulations and policies may have to change. In addition the absence of a network of maintenance and service establishments is an obstacle to the vehicle's extensive use.

This is not true in England where 40,000 electric vehicles operate today. Their requirement for a "strict stable pattern of functioning" is met by operators who use them for short trips with many stops and starts. Because these vehicles have a built-in recharging capability, they can be used for a variety of predictable duty cycles. Possible users of large numbers of electric and hybrid vehicles in this country include the Post Office, utility companies and such state and Federal agencies as the National Park Service. In each of these cases vehicles can operate for a fairly low number of hours and miles per day with no adverse effects on air quality or noise levels.

"The demonstration program should establish the base requirements for these vehicles' use," according to Benson. Today's generation of electric vehicles will not operate in several temperature extremes, both high and low. Nor will they operate on steep grades. "But this," according to Benson, "is because there has been no commercial need" for such performance.

"You can hardly imagine more energy than you can cup in your hands in gasoline, being available in any other form. You don't get it anywhere else." For this reason petroleum energy quickly replaced electricity and other means of powering automobiles half a century ago. And for many years to come it will never compete with gasoline powered vehicles for many Americans trip requirements. "The electric vehicle isn't an internal combustion vehicle.

You have to think of it as a different transportation form and then build on that. It's going to take some nurturing."

"Our objective is to identify those market segments that an electric vehicle industry could capture in the near term. This is essential for it to be able to survive. We feel that in ten years or less the nation is going to need that embryonic industry as a major resource."

Today in Holland you can lease electric vehicles and drop them off. In limited ways they do compete with the internal combustion vehicles. And in Germany buses, using electric energy, can go to service stations, "and instead of getting a tank of gas they get another set of batteries."

In America, "You can buy a car for less than 10% of its capability." This tremendous capability includes the dimensions of range, speed and cargo capacity. "These are some of the concerns we have."

What is the potential for electric vehicles in this country?

"This depends on how well accepted they are. As a people we have been more brainwashed about cars and cosmetics than we have about any other two things." The Department, through its vehicle demonstration program, hopes to change some fundamental American attitudes.

Ewing welcomed the cooperation and creativity of other federal agencies in the electric vehicles' promotion. Benson agreed. He suggested that the Department of Transportation explore the application of these vehicles, with special reference to "Park and Ride" use. Just as with the growing variety of vehicles UMTA is hoping to introduce to the field of public transportation, the Department of Energy is attempting to segment the transportation market for the successful introduction of the electric and hybrid vehicle. Benson

concluded with the thought that it is the obligation of government to plan ahead, in anticipation of the next decade's problems. Given the extensive national debate over appropriate quantities and sources of energy for the future, the electric vehicle demonstration program is a prudent and appropriate area for government action.

The third agency to contribute to the workshop was the Environmental Protection Agency, represented by Nina Rowe of the Office of Land Use Policy. EPA's transportation control program was the subject of her discussion.

The National Clean Air Act requires the preparation of transportation control plans for urban areas which cannot meet federal air quality standards merely by controlling stationary emissions. In 1973 EPA promulgated regulations for the preparation of air quality plans in "transportation control" cities. Three years later governors were notified of the need to revise 60 of these plans because of their failure to comply with regulations. In 1977 Congress amended the Clean Air Act. It required the preparation of many new plans by January 1979. EPA is reviewing the text of the Act to define what an acceptable air quality plan should be. The regulations which will result will include requirements concerning the planning process as well as coordination with other federal programs and procedures, in particular those of the Department of Transportation.

Federal attempts to improve air quality in urban areas have met with substantial resistance, according to Rowe, in part because people don't want to change their driving habits. As a result, 27 areas now require vehicle inspections and maintenance of air pollution control equipment. Where this step proves insufficient EPA has attempted to require the area in question to reduce the vehicle miles traveled by automobiles within its jurisdiction.

After five years, no transportation control plan has been successfully implemented. Despite this fact, Rowe pointed to a number of "good faith efforts," some of which are exemplary.

The EPA spokesman noted that in Boston drivers have formed 7,500 new car pools since January of 1975 as a result of intensified efforts by regional agencies concerned with air quality. In Minneapolis recent negotiations between EPA and the U.S. Department of Transportation have resulted in the modification of a highway design to include bus lanes to be shared by other high occupancy vehicles.

EPA recommended to the city of Chicago that no construction take place within 50 to 75 feet of a major expressway because of carbon monoxide levels which were two to three times the acceptable federal standard. Rowe noted that Chicago will likely be obligated to comply with this recommendation.

Denver's City Council has implemented a plan to construct a city-wide bicycle system for commuters. The public supported the plan by approving a bond issue for the 164 mile city system which will offer an alternative to those willing and able to use bicycles.

Despite widespread public resistance to transportation control measures, EPA can at least point to the above examples which may show the way for similar efforts in other cities. The efforts of Portland, Oregon perhaps exceed those of any other urban area in this regard. Portland's program, which has extensive public support, involves vehicle inspection and maintenance as well as an improved system of public transportation. This system's focus is a newly constructed transit mall which serves as the origin and destination for most transit routes in the metropolitan area. By closing several streets to vehicular traffic other than buses, the Regional Council of Governments

has helped to create an improved environment for shoppers and pedestrians in downtown Portland, and it has given new strength to the downtown shopping area.

The Portland area implemented this plan with limited funds. It illustrates a combination of cost-effective techniques for an improved urban environment which may also constructively affect Portland's air quality.

Having pointed out the exceptions to the rule, Rowe developed and presented the following reasons for the failure of most cities to adopt transportation control plans.

1. Cities have limited information on the costs and appropriate implementation strategies for transportation control options.

2. Because of the legal and political constraints most cities have insufficient time for evaluating their options. In particular there has been insufficient time for investigating the social and economic effects of the control plans.

3. Many cities lack professional expertise for both the plans and their implementation.

Many EPA requirements cannot be adapted easily to local institutions and political settings.

5. EPA's mandated deadlines for improving air quality are too short to allow for the use or application of longer range measures such as transit development plans.

6. These same time constraints did not allow sufficient lead time for the implementation of the inevitably complex measures and policies required.

In addition to the reasons already stated, Rowe added the following thought. "The measures which can have the most impact on air quality are the

most unpopular." She explained that EPA, like most federal agencies, is unable to force change. Other participants concurred with this perception. Techniques which could produce the greatest reductions in auto emissions are beyond the limits of political acceptability. These techniques include parking charges, road user prices and other techniques for directly increasing the cost of using an automobile.

Rowe added, in summary, that the process which EPA, regional and local officials followed in the development and implementation of the air control plans was itself a major reason for the failure of these plans. The types of changes required to improve air quality cannot be done without following a slow process of citizen education and participation.

The 1977 amendments to the Clean Air Act require EPA to issue guidelines to help states plan for the next round of transportation control plans. EPA will put increased emphasis on citizen participation. It also foresees increased coordination with other federal agencies, particularly the Department of Transportation, in the hope of involving agencies at every level of government whose programs have an effect on air quality.

Workshop participants responded thoughtfully to the EPA presentation. Benson of the Energy Department suggested that the agency change the name of its plans from "transportation control" to "emission control," thereby reducing the adverse and misleading connotations of the current program title.

The UMTA representative noted that EPA faced a problem similar to that faced by his agency. Agencies interested in social change have almost always been unable to get citizens to give up something they like to do. He drew an analogy between EPA's efforts to reduce auto usage and UMTA's efforts on

the same subject. He pointed out that UMTA has been able to establish express and high occupancy vehicle lanes only by adding them to existing street capacity and rarely by establishing them at the expense of existing lanes.

Furthermore, Bautz highlighted again the relevance of the concept of market segmentation. He reminded the workshop participants that each of the three agencies who had thus far spoken were trying to segment and strengthen the options for diversified transportation. UMTA chose to do so through encouraging the use of car pools, taxis and other forms of public transit. The Department of Energy was trying to define and increase the market for an electric vehicle. EPA, among other things, also sought to increase the number of car pools as well as the opportunities for bicycle activity.

Benson noted that the electric vehicles have the support of a federally funded demonstration program, and that this worked to their advantage especially in comparison with the changes sought by the other agencies. But this unique support does not come without a price. The potential for electric vehicles has often and systematically been overstated (in his words "oversold").

The moderator noted that this overselling is itself a source of problems. Many important innovations must begin with a limited but successful demonstration of their potential.

As discussion waned, the moderator introduced those making the fourth presentation.

From the National Endowment for the Arts, two speakers, Roy Knight and Liz Reid, described the Architecture and Environmental Arts Program to the workshop. Knight began his presentation by offering a sound and slide show to

the attendees, which coupled an attractive slide sequence with the voices of local officials and other city residents. The show included the following themes:

Is growth good?

The American addiction to the automobile.

The importance of human scale in architecture.

New uses of old urban buildings.

It dealt with these themes by showing the details of environmental quality. These included attractive gathering places for people in urban areas as well as slides conveying feelings of pride and vitality.

After the ten-minute show Knight explained that the National Endowment operates a small grant program for government, non-profit organizations and individuals. In addition, the Endowment serves an advocacy function, working with the above-named groups to achieve common goals. One theme which united most all recent grants was that of the "liveable city."

The success of the small Endowment program depends on the grantor's ability to achieve maximum leverage from their limited budget. Grants are given for research, design and curriculum improvements. In addition, the Endowment makes grants for the purposes of public information or public awareness of urban environmental quality issues.

Knight circulated a list of 48 selected transportation related projects from the Endowment's awards list of the last 10 years. "The Endowment's interest," he said, "is the quality of the transportation experience."

Examples of recent Endowment awards (in summary fashion) include the following:

A brochure on the merits of people movers.



The importance of design quality in streetscapes.

Plans for movement and circulation in neighborhoods and historic districts.

Plans for the environs of new subway stops.

Programs for education and information on the relation between transportation and the quality of life.

Liz Reid, the second Endowment speaker, presented an account of one recent, important Endowment program of interest to transportation planners. She summarized the Federal Design Improvement Program which the Endowment conducted with the Office of the Secretary of the Department of Transportation.

Reid explained that this program applies to the design related work of any government agency. The Endowment's interest is to ensure that issues of design quality are included in the decision making process.

The design improvement program made the following recommendations to the Department of Transportation.

1. Establish a departmental policy toward design quality.
2. Require the inclusion of design issues in environmental impact statements.
3. Make known the availability of funds for design considerations.
4. Make funds available for research, development and demonstration projects in design.
5. Designate staff on a permanent basis and establish a departmental design awards program.

"Design is not just systems engineering," according to Reid. When NEA speaks of "design," it focuses upon architectural aspects.

The Endowment is looking for avenues to work with other agencies on the design implications of their programs. Their staff is small, but they are receptive to requests for assistance.

Building on Reid's presentation, Knight said, "Design must be considered both a management tool and a part of the decision making process. Creative talent can make a contribution to the design quality of public projects." In particular he stressed that design can have an effect on ridership in public transportation. This conclusion is consistent with the results of a number of local and nationwide surveys. Knight concluded by reviewing the Endowment's principal message to the Department of Transportation: Make design an input into transportation decisions and plans. Transportation planners, he said, must not forget the reasons for their transportation improvements. He suggested these reasons were the same as those themes shown in the audio-visual presentation - that cities can and should be liveable.

With that restatement of his presentation's theme, Knight turned the floor over to a series of questions, and after a short time the Workshop adjourned.

S Y M P O S I U M

COMMUNITY DEVELOPMENT AND PASSENGER TRANSPORTATION

URBAN MASS TRANSPORTATION ADMINISTRATION  
and  
THE INSTITUTE OF PUBLIC ADMINISTRATION

November 8-9, 1977

Skyline Inn

Washington, D.C.

SYMPOSIUM SCHEDULE

TUESDAY, NOVEMBER 8

9:00 a.m. Greetings and Overview

Ronald Fisher, Director  
UMTA Service & Methods Demonstration Division

Robert McManus, Associate Administrator  
UMTA Transportation Management & Demonstration Program

Alex Eckmann, Urban Planner  
Institute of Public Administration

9:30 a.m. New Communities Administration,  
Department of Housing & Urban Development

Gail Ettinger, Director  
Project Support Division

Diane Porter, Director of Marketing  
Roosevelt Island New Town, New York

Robinson Lapp, Vice President  
Woodlands New Town, Texas

10:15 a.m. Office of Policy Development & Research,  
Department of Housing & Urban Development

Michael Schneider, Program Manager

Donald Kane, Assistant Executive Director  
Economic Development Commission, Chicago

Walter D'Alessio  
Economic Development Corporation, Philadelphia

11:00 a.m. Coffee Break

TUESDAY, NOVEMBER 8

11:30 a.m. National Park Service,  
Department of the Interior

Dwight Rettie, Director  
Urban Parks Program

Mike Adlerstein  
Gateway National Recreation Area, New York

12:15 p.m. Urban Mass Transportation Administration,  
Department of Transportation

Ronald Fisher, Director  
Service & Methods Demonstration Division

Richard Bradley, Executive Director  
Community Transportation System, Westport, CN.

1:00 p.m. LUNCHEON

2:00 p.m. WORKSHOP # 1 - (Hall of States)

Joint Economic Development of Community  
Land Uses and Transportation Facilities

Ronald Fisher, UMTA Representative

Sumner Myers, IPA, Moderator

David Nutter, Director, Transit Task Force  
Baltimore Department of Housing & Community Development

Robert Witherspoon, Gladstone Associates  
Market Street East, Philadelphia

Community Planning & Development Program, HUD  
Economic Development Administration, DOC  
Urban Development Action Grant Program, HUD  
Urban Mass Transportation Administration, DOT  
Others (to be identified)

TUESDAY, NOVEMBER 8

2:00 p.m. WORKSHOP # 2 - (Room #234)

Non-Work Trip Purposes and Multiple-Use  
Community Development

Lynn Sahaj, UMTA Representative

Lee H. Rogers, IPA, Moderator

Okey Gillenwater,  
TRIP, Transportation Remuneration and Incentive  
Project, West Virginia

Community Services Administration  
Office of Human Development, HEW  
New Communities Administration, HUD  
Community Planning & Development Program, HUD  
National Park Services, DOI  
Urban Mass Transportation Administration, DOT  
Others (to be identified)

WORKSHOP # 3 - (Room 334)

Community Development Planning and Site Selection  
for Transportation Benefits

Bert Arrillaga, UMTA Representative

Alex Eckmann, IPA, Moderator

Housing Consumer Program, HUD  
Veterans Administration  
Office of Assisted Housing, HUD  
Farmers Home Administration, DOA  
Appalachian Regional Commission  
Economic Development Administration, DOC  
Community Planning & Development Program, HUD  
Federal Highway Administration, DOT  
Urban Mass Transportation Administration, DOT  
Others (to be identified)

TUESDAY, NOVEMBER 8

2:00 p.m.      WORKSHOP # 4      -      (Room 222)

Uses of Passenger Transportation for Community  
Resource Management

Jim Bautz, UMTA Representative

Samuel Seskin, IPA, Moderator

Tony Ewing, Project Director  
Electric Hybrid Vehicle Demonstration  
Department of Energy

Michael Bruce,  
"Making Cities Livable"  
National Endowment for the Arts

Environmental Protection Agency  
Division of Community Conservation & Research, HUD  
Federal Disaster Assistance Administration, HUD  
Urban Mass Transportation Administration, DOT  
Others (to be identified)

5:00 p.m.      RECEPTION      (Hall of States)

Wine and Cheese

WEDNESDAY, NOVEMBER 9

9:00 a.m.      Symposium Summary and Report of  
Workshop Moderators

Review of all Workshop Proceedings  
with Observations by UMTA Representatives

Condensation of Major Points Raised by  
Federal Program Managers and Illustrative  
Case Study Project Operators.

12:00 noon      Adjournment

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\* \* \* \* \*

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