VILLAGE PLANNING HANDBOOK

A Guide for Community Planning

Prepared by Chester County Planning Commission

September, 1993

Local Government Handbook Number 4

VILLAGE HANDBOOK
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EXECUTIVE SUMMARY

Chester County is blessed with a multitude of crossroad villages which dot our landscape. Every Township within the County contains remnants of villages. Their quaint, compact form contributes to the unique character and "quality of life" that Chester County residents have come to cherish. As such, villages provide us with a sense of place. This Handbook explores the characteristics of a village as a foundation for communities which seek to pro-actively plan for their continued existence.

Conservation of these villages and a revival of this development form are goals of the Chester County Planning Commission.

There are numerous publications on the market concerning villages. This Handbook offers a unique approach to looking at villages- from the context of Chester County. Rather than merely offering an inventory of existing villages, the Handbook provides the reader with a process by which existing villages can be conserved and even new villages created within the planning process under Pennsylvania law. The Handbook explores the various planning "tools" for implementing villages within the comprehensive planning process.

It is the intent of this Handbook to provide local government officials with a guide by which successful village planning can be achieved with the use of volunteers. It provides a "menu" of actions that a municipality can consider. As such, it is hoped that the Handbook becomes a useful planning reference to Chester County municipalities which desire to promote village-type development patterns.

CHAPTER 1
INTRODUCTION

PURPOSE OF HANDBOOK

This Handbook has been compiled to provide information to government officials and individuals who are considering the village as a viable land use pattern in their community. Interest in villages has been increasing in Chester County. Many local efforts are exploring opportunities to include variations of a village pattern into the overall planning process. This Handbook is designed as a reference to assist those involved in local planning programs that provides information regarding this unique type of land use pattern.

The Chester County Planning Commission has compiled this Handbook to promote the use and preservation of the village in Chester County. The village pattern offers a variety of desirable land use opportunities to occur in the County, many of which are rarely provided through other land use patterns. Projects that are designed in accordance with a village land use pattern often complement a number of related planning goals, such as the following:

* Enhancing one of the most valuable resources of Chester County, its cultural heritage;

* Promoting a comprehensive approach to project planning by linking corresponding goals to create designs that are innovative, effective and efficient;

* Protecting both cultural and natural resources through the land development process by including opportunities which promote preservation;

* Encouraging efficient land use patterns that reduce the loss of open space, allow for the efficient provision of support services, and decrease the amount of traffic that is generated: and

* Re-establishing a sense of "community" in County land use patterns, to satisfy the preferences of an increasing portion of the population seeking alternatives to the land use patterns of suburban sprawl[1].

This last goal related to the village land use pattern coincides with the Chester County Year 2000 Program, which was conducted in 1991. One of the conclusions of that program was to promote "Communities of Place" as an alternative to the pattern of suburban sprawl which has become widespread throughout Chester County. This Handbook explores opportunities for the expansion of existing village areas and/or creation of new villages in the County. Use of the Handbook provides the initial step for the incorporation of one type of "Community of Place" into local planning programs, the village land use pattern.

This Handbook is designed to provide much of the information necessary to establish meaningful village planning programs. Due to the wide variety of

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villages and preferences regarding these places throughout Chester County, this Handbook describes the village as a general form using specific features to illustrate conditions. In addition, recommendations are provided in the form of design criteria; specific standards or approaches are avoided. Criteria are used due to the complexity of the topic and the realization that many innovative approaches may exist to achieve a goal. A recommendation involving a specific standard or approach which is successful in one Chester County village may be irrelevant or even counter-productive in other villages. The conditions and criteria discussed in this Handbook can be considered for application and adapted to suit individual village planning programs in Chester County, as needed. These general guidelines can help local individuals customize a planning program that cultivates the unique advantages of a village or concentrate on those conditions which threaten its integrity.

A frequently requested form of information relative to land use planning is a model zoning ordinance. Although the Handbook contains analysis of zoning techniques, it is not appropriate to develop a model ordinance that addresses the variety of circumstances for each village in Chester County. Since each situation is different in terms of village conditions and policies towards village planning it is difficult to create models without careful, individualized analysis of these various factors. This Handbook provides step by step guidelines for establishing local village planning programs that can be used to analyze the background of a village, evaluate relevant planning conditions, and formulate implementation strategies geared toward specific conditions.

The following information is provided:

*   Descriptions of the village setting pattern (Chapter 2);

*   Analysis of issues or concerns relevant to village land use patterns (Chapter 3);

*   Techniques for evaluating the integrity of existing village areas (Chapter 4);

*   Design criteria to consider in planning for villages (Chapter 4); and

*   Implementation strategies to aid in the realization of village planning goals (Chapter 4).

The information contained in this Handbook is intended to provide guidance on the application of village planning concepts in a variety of situations, including the following:

*   Retaining existing village patterns;

*   Offering insight regarding the in-fill or expansion of existing village patterns;

*   Enhancing village patterns whose integrity is compromised by various factors; and

*   Encouraging the establishment of new village areas as an alternative land use pattern opportunity.

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GENERAL OVERVIEW OF VILLAGES

The village has been a common land use pattern in Chester County for as long as people have inhabited the region. Its distinct pattern can be considered part of our unique heritage. Native Americans lived in village settings scattered throughout the Brandywine Valley. William Penn and his companions established a formal land settlement pattern, which included the village form (see Figure 1-1).
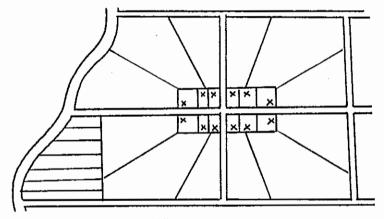

Figure 1-1
The figure illustrates Penn's plan for an "ideal" township. Landowners lived on a farmstead (marked by x) at the crossroads and had land for fields and river access.

Under Penn's plan the village was a central component in the establishment of early Pennsylvania townships (Daily Local News 1990, p. 3). The ideal township would have 5,000 acres, with a village and a Quaker meeting house in the center where the two main roads intersected. Penn's village pattern would provide homes and agricultural fields for 15 to 20 families. Farmers and craftsmen both were to live in the village center creating a consolidated community. The Quakers who settled in Pennsylvania were a relatively independent group. These settlers, including those in Chester County, established their homes at the middle of their properties, ignoring Penn's plans to create villages at a central location. This contrasts with their Puritan settler counterparts who established the highly unified villages in the New England region of the country. Despite the less than successful attempt at creating villages to form social communities, many were established during the colonial period in the County, along major roads and streams. Practical and economic needs, such as access to support services, transportation networks, water, and power, prompted the establishment of many villages in Chester County. These villages became small centers of commerce and activity that continued to be prominent places in the daily lives of many Chester County residents well into the twentieth century. Nearly one hundred such villages remain scattered throughout Chester County. These existing villages are distinct places owing to their historical significance and value as remnants of local heritage. Perhaps of equal importance is the value of these places as model community types for our future.

Over the years, the village has retained many of its original functions and remains as a distinct part of the Chester County landscape, although adaption to changing needs and preferences has occurred. Until the first half of this century, the village was an indispensable part of rural communities. In addition to housing, the village provided access to retail and service businesses, to markets, to educational facilities, and to depots for the mass transportation modes of the period (stagecoach and train). The village provided area residents with opportunities for social interaction, educational/employment training, cultural activities, and other functions that were essential to the rural residents of the past.
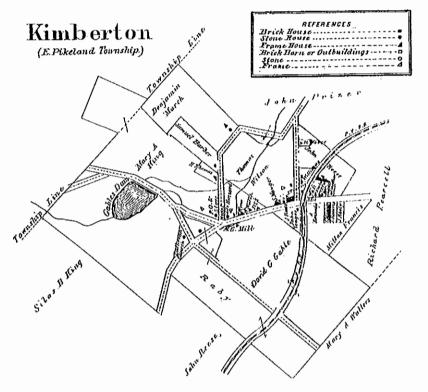
Kimberton
(E. Pikeland Township.)

REFERENCES
Brick House .... ●
Stone House .... ●
Frame House .... □
Brick Barn or Outbuildings .... □
Stone .... ○
Frame .... △

Figure 1-2
Kimberton provided early residents with access to services such as water, power supplies, and transportation.

During the twentieth century, a number of changes in the economy, technology, and preferences of residents altered the original functions of the village. Many of the traditional functions of the village, in the lives of rural residents, decreased or in a number of cases ended. The result of these dramatic shifts in society was that the role of the village was diminished from that of a vital central place, to that of a quaint residential community.

Although many of the original functions of the village have ceased, the village has not become obsolete. The village seems to be enjoying a resurgence in popularity. Although statistics are not available to gauge the degree of renewed interest in the village, activities such as the publication of several references, the development of successful village-type projects, and the increased concern for villages in local planning programs all suggest that this land use pattern continues to be appreciated and vital. Probably the most ardent proponents of this land use pattern are the residents and businesses that choose to locate in the village. In Chester County, activities including the initiation of a survey in Lionville and the formation of a task force in Romansville to address future planning concerns, demonstrate the commitment that the local groups have towards their villages. Groups such as those involved in the Chester County Year 2000 Program, have expressed an interest in establishing new villages in the County as an alternative to the more suburban forms of development.

LAND DEVELOPMENT AND THE VILLAGE SETTING

Chester County and the surrounding Delaware Valley are renowned for a variety of reasons, that continually attract residents, businesses, and visitors to the area. Assets most often mentioned are its scenic landscape, rich cultural heritage, community identity, and abundant natural features. These assets, coupled with the location of the County in one of the most rapidly developing regions of the country, are the primary reasons for the higher than average rates of development in Chester County over the last two decades.

Development activity in Chester County over the past two decades has become an on-going source of concern among residents. Their concern is

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that development can and often does diminish the very assets that originally attracted them to the area. Results from municipal surveys of Chester County residents consistently indicate that overdevelopment is one of their most important concerns[2].

Reasons for this opposition to development are varied (i.e., demands on already overburdened facilities/services, damage to local resources, and increasing traffic congestion), yet essentially revolve around a very fundamental theme: the discontent over the loss of community character. This theme cuts across many topics and is expressed in many different ways. Part of this discontent, regarding new development, arises out of a concern for stability. This concern is often expressed as anxiety over the loss of control of circumstances in our lives, such as a rapid transformation in our surroundings. Despite our on-going fascination with progress, there seems to be a fundamental need among many people to retain a sense of belonging and connection to their heritage, which had in the past been rooted in our communities (Hiss 1990, p. 190). Added to the anxiety over change are the increasing demands on available resources. The erosion of community character, the increasingly complex pace of contemporary life, and the transformation of familiar places are all expressions of frustration that are blamed on new development. These same perceptions form the basis for a number of landmark planning programs such as the National Historic Preservation Act of 1966 (see insert).

While halting development may appeal to some, it may not be practical nor legal. The demands for change as a result of needs of society, legal protection for landowners rights, and financial limitations on acquiring property rights all necessitate an acceptance that development, in some form, is inevitable and necessary. Municipalities can focus on managing the

"The Congress finds and declares-
(a) that the spirit and direction of the nation are founded upon and reflected in its historic past;
(b) that the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;
(c) that, in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments, the present governmental and nongovernmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation;"

U.S. Congress, Public Law 89-665, 89th Congress, S 3035.

impacts of development that conflict with "quality of life"[3] or other planning goals by confronting the problems associated with growth. This approach is often referred to as "growth management." Simply put, growth management, is a pro-active approach to planning in which development is managed by means of techniques that address the impacts associated with development, in conjunction with identified policies and objectives.

This Handbook analyzes several types of growth management techniques that relate to the village land use pattern (see Chapter 4). These growth management techniques arise from an increasing realization among researchers that many of the difficulties experienced with newer patterns of land use are due largely to the pattern of land use, not the uses themselves. Advocates of this position also suggest that many of the problems attributed to the contemporary patterns of suburban sprawl were not evident in the land use patterns of the past, such as the village.

The reaffirmation of the village pattern was among the recommendations suggested during the Chester County Year 2000 Program. Interest has been expressed not only for the preservation and limited expansion of existing villages, but also for the establishment of new villages as a viable pattern for new land development. It is important to recognize that the village pattern has retained, and is expanding its appeal in Chester County because it:

* Offers many opportunities not available in the other patterns of land use;

* Avoids many of the problems attributed to the contemporary pattern of suburban sprawl, and:

* Provides a living environment at a "human scale."

This reaffirmation of village in County land use patterns is attributed, in part, to the fact that site designs evolved according to the practical needs of residents and limitations imposed by landscape and access. This relationship reflected in the design of the village, results in a harmonious design that melds function and form. The form of the village is a reflection of the community functions which affect, and are affected by, the surrounding landscape. For these reasons, the village land use pattern is considered to be more responsive to the needs of individuals and the characteristics of the site in comparison to many other land use patterns.

Regulations which have evolved over time (see Chapter 3) to manage land use patterns have replaced the determination of location based upon individual needs and site conditions. The application of these regulatory controls has resulted in very distinct patterns of land use. While zoning approaches that require strict separation of uses and structured land use districts are effective in reducing problems of incompatibility, it is often at the expense of providing the flexibility necessary to promote innovative and responsive site designs. As described in Chapter 3, these controls have played a significant role in the creation of the homogeneous patterns of land use, commonly referred to as "suburban sprawl." These patterns evolved rapidly during the latter half of the twentieth century and have all but replaced the community–oriented land use patterns that preceded them. As time has passed a number of issues and considerations have caused many involved in land use planning to reconsider this evolution (see Chapter 3).

The village is not envisioned as a replacement for all other patterns of land use, but as a supplement to fulfill the desires of those that wish to live in such communities-oriented places. Potential residents would include people who desire to live in community–oriented places and enjoy the rural character of Chester County.

CHAPTER 2
THE VILLAGE PATTERN DEFINED

DEFINITION OF A VILLAGE

According to Webster's Dictionary, the village is *"a settlement usually larger than a hamlet and smaller than a town."* This definition describes the village in physical terms through size and scale. From Webster's definition it is also evident that a village is a settlement, or community, as are the hamlet (literally small village) and town. Although this definition focuses on physical aspects, it also defines the village as a settlement which suggests intangible characteristics, as well.

Social scientists view the village as a stage of evolution in a society. In this context, the village is an early form of human settlement, which develops when a group evolves from a hunting and gathering society to an agrarian society. The introduction of agriculture enables the group to support itself in a smaller geographic area establishing a permanent settlement. This enables the group to form many of the institutions associated with organized communities such as political systems, diversified economies, and the practice of religions. The establishment of permanent settlements also creates opportunities to participate in a variety of cultural activities. Such activities provide formal means to transmit knowledge from one generation to the next, through institutions such as schools, libraries, or various meeting places.

All evolving societies experience this transition at some point and continue to develop increasingly advanced social institutions. In many instances the small community expands and the village may become a town or city. Despite a change in size or complexity, these larger places retain the same basic framework of community, which MacKaye describes as originating in the smaller village form.

> *"The hill village is a pronounced example of a unit of humanity—a community—a definite living together.... The rural village embodied a rounded if elementary development of genuine culture— physical, intellectual, artistic."*
> Benton MacKaye, The New Exploration

Recent findings from the Chester County Year 2000 Program promoting "Communities of Place" and the renewed interest expressed for villages in various local planning programs imply that such land use patterns remain vital in the County. In addition, a number of trends and changes suggest that these community-oriented villages, may experience an increase in popularity in the near future. Chapter 3 analyzes these situations that spur the demand for villages as well as the obstacles that impede activities to create such community-oriented places.

Many local planning programs seek to retain character by incorporating elements of past community patterns into contemporary developments. This renewed interest is especially prevalent in areas that have a rich heritage such as Chester County. The rationale for such planning programs is to capture the identity of the local area to retain character. Activities such as

historic preservation, the adaptive re-use of old structures, or the use of period architectural design styles are examples of techniques which have been employed to preserve or replicate the communities of the past. In most cases the retention of character must involve more than physical appearances and configurations. To be effective, the planning programs must be able to create a "place" which contains the functions associated with a community, as well as the appropriate physical characteristics and configurations.

The intangible aspects (i.e., character and social functions) of a place, such as a village, must also be secured if goals for achieving community-orientation are to be realized. Character and function are elements that are difficult to identify in terms of measurable standards. Although such elements are difficult to measure or standardize, they cannot be discounted nor ignored. These intangible aspects are best revealed through an analysis of the village in a conceptual framework which integrates social/cultural attributes with physical characteristics.

> "We have so far spoken of the village almost exclusively in its physical and material sense. But more fundamentally it is, of course, a social organism."
> Thomas Sharpe, The Anatomy of a Village

An analysis of the community-oriented patterns of the past provides insight for establishing similar patterns, such as villages in the present.

Descriptions of the physical characteristics and intangible conditions that define the village land use pattern are presented in the following section. The conceptual framework used is that of "place." Discussions also provide some insight into the historical aspects that influenced the formation and day to day operation of these places.

For the purposes of this Handbook a village in Chester County is defined as "*a compact, community-oriented settlement within a rural landscape that embraces a complementary mix of uses and has a distinctive sense of place.*" This definition contains many criteria used to describe a village which are examined in this Chapter.

THE VILLAGE AS A LAND USE PATTERN

The village is evaluated as a pattern of land use in this Handbook. As a pattern, the village is comprised of individual land uses and structures. Analysis of the village as a pattern provides opportunities for comparison with other land use types. This creates a useful frame of reference to help understand the role of a village in an overall planning program.

An important initial step in the planning process for villages is to ensure that a common concept of the village form is used. Perceptions of the village form can be quite broad, including a crossroad hamlet consisting of several dwelling units, a larger village community which contains dozens of dwelling units in addition to non-residential uses, or a non-residential complex that is designed to replicate architectural styles of the past. While each of these types of landscapes maybe perceived as villages, they differ in a number of fundamental respects.

The purpose of this section of the Handbook is to establish a conceptual framework that can be used to identify the characteristics that define a village. This framework can be used in a local planning program to focus on specific types of villages that exist or could conceivably be planned for in Chester County. The framework can also be used to help evaluate the integrity of a particular village land use pattern; this will be useful when formulating village enhancement or expansion opportunities that are discussed in Chapter 4.

An important objective of the planning process will be to determine the aspects of a village, such as in St. Peters, that distinguish it from other land use patterns.

THE VILLAGE AS A PLACE

According to the definition of the village, in this Handbook, it is considered to be a "community–oriented place." An overview and understanding of the various principles related to the concept of place provides a useful framework to analyze and understand the many characteristics and functions attributed to this particular land use pattern.

A "place" is a location that transcends physical characteristics, to which people attach certain meaning, themes, or functions. Because a place is defined by the perceptions of individuals, a "sense of place" becomes subjective and open to interpretation. A place is difficult to characterize or describe with a specific set of measurable standards. There are certain principles which reinforce the perception of and are associated with a "sense of place." These principles are those that distinguish the location from all others, making it unique and distinctive. It is the presence and interaction of the various principles in a location that creates the "sense of place."

> "It is what a place has when it somehow belongs to its location and nowhere else. It has to do, therefore, with two fundamental criteria: first, with the natural processes of the region or locality—what nature has put there; second, with social processes—what people have put there."
> Michael Hough, Out of Place

Certain places, identified as community–oriented places ("Communities of Place" in the Chester County Year 2000 Program) include distinct types of land use patterns which retain functions and create an internal focus and degree of self-sufficiency. Not all places are community–oriented, but the focus of this Handbook is on such places. There are different kinds of community–oriented places, in addition to villages, such as neighborhoods in towns or cities. The discussion in this Handbook is confined to places corresponding to the village land use pattern.

Researchers have identified several principles that are commonly associated with a sense of place and community orientation as follows:

* A strong focal point or center;

* The presence of functions deemed important from a community wide stand point that are clustered together;

* A sense of enclosure or experience of contrast which makes a location intimate and very distinctive;

* Human scale features which are reinforced by the provisions for pedestrian circulation as a primary mode of transit;

* Continuity of form which unifies the whole;

* Remnants of a transition from the past to the present which enrich perceptions and understandings of the place;

* Connections between the natural landscape and regional setting are reflected in the design and functions of the place;

* The presence of unique opportunities as a result of the integration of activities, functions, and experiences in a unified community;

* Diversity of conditions as reflected by variations in demographics, land uses, circulation systems, and activities; and

* The presence of people in an area and recognition that this is a place for people.

All discussions relative to the character of a village or its classification as a community–oriented place correspond to these "principles of place." The classification of a location as a village and evaluations regarding its integrity are based upon an evaluation of these principles at a specific location. It is not essential for each of these principles to be present for a place to be perceived as a village, although the presence of the various principles and the integrity of a village are closely related. Each of these principles of place can be associated with themes attributed to the village pattern, as it appears in Chester County. A thorough explanation of each of these principles is provided in regards to the individual themes or character of villages in Chester County (see Appendix 1).

CHESTER COUNTY VILLAGE CHARACTERISTICS AND FUNCTIONS

THE VILLAGE PATTERN - AN OVERVIEW

In Chester County, the term village is used to define a wide variety of places. Most often these places have a name attributed to them, a condition that reinforces the perception of them as unique locations with distinctive character. Figure 2-1 shows the distribution of the existing places in Chester County which exhibit a village type of land use pattern. Figure 2-1 does not represent a comprehensive inventory of Chester County villages. The Figure is included primarily to provide a preliminary overview of those places which appear to satisfy the definition of a village as a community–oriented place.

Villages come in a variety of forms as a result of different origins influenced by variables such as circulation patterns, economic activities, cultural

CEDARVILLE

HARMONYVILLE
PARKERFORD

ST. PETERS
KNAUERTOWN
COVENTRYVILLE
PUGHTOWN
WARWICK

NANTMEAL VILLAGE

BIRCHRUNVILLE
KIMBERTON

GLENMOORE
YELLOW SPRINGS
CHESTER SPRINGS
VALLEY FORGE

CAMBRIDGE
EAGLE
BYERS

LYNDELL
LIONVILLE

GUTHRIESVILLE
BONDSVILLE

COMPASSVILLE
WAGONTOWN
SUGARTOWN

SADSBURYVILLE
WESTWOOD
MILLTOWN
POMEROY
TOWERVILLE
ROMANSVILLE
STOTTSVILLE
HEPHZIBAH
MARSHALLTON
YOUNGSBURG
MORTONVILLE

EMBREEVILLE

GUM TREE
DILWORTHTOWN

STEELVILLE
COCHRANVILLE
UNIONVILLE
PARKERSVILLE
MARLBORO
CHADDS FORD
LONDON GROVE
WILLOWDALE
HAMORTON
HOMEVILLE
FAGGS MANOR
MENDENHALL
CHATHAM
RUSSELVILLE
ROSEDALE
FAIRVILLE
TOUGHKENAMON
JENNERSVILLE
KAOLIN
LINCOLN
TWEEDALE
NEW LONDON
LANDENBERG
HOPEWELL

PLACES THAT DISPLAY VILLAGE FORM
• Central Focus
• Traditional Village Lots
• Discernable Form/Edge
• Not Purely Residential In Nature

NOTTINGHAM
KEMBLESVILLE
STRICKERSVILLE
LEWISVILLE

N

0 1 2 3 4 5
Miles

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diversity, and the characteristics of the individual site. In addition, the character of villages in the County are often shaped by several generations of inhabitants creating a distinctive mixture of styles resulting from the overlapping influences. Existing villages such as Dilworthtown, Marshallton, and Kimberton are among the oldest such villages which have been in place since the eighteenth century. Other villages evolved in later periods due to a need for more settlements to serve the increasing rural populations, to provide accommodations for travellers along early stage and rail lines, or in conjunction with expanding industrial operations. The forms of these villages reflect responses to the styles, activities, and circulation systems that characterized these periods. While this combination of characteristics, representing different periods, provides a complete reference of local heritage it also makes the planning process more complex and challenging[4].

Many Chester County villages were in existence in colonial days. Some such as Dilworthtown were scenes of historical events such as Revolutionary War skirmishes.

Due to the wide variety and combination of factors which can affect the form of a village, a valid conclusion to make is that there is no such thing as a "typical village." In fact, the only attribute which can be considered a universal characteristic of villages is diversity. This diversity is reflected in the varieties of style, composition, configuration, and orientation found in the villages of Chester County.

The characteristic of diversity in villages is due to the fact that this land use pattern was not planned but rather evolved in response to practical conditions and needs. The ultimate form of the village pattern is a product of the natural landscape in conjunction with the changes resulting from the settlement of generations of inhabitants. These changes are influenced by conditions associated with the natural landscape and the various activities or particular cultures of the village inhabitants.

TWO FORMS OF VILLAGES

Although diversity is a hallmark of the village, researchers have identified two primary forms of villages. The two forms are the "roadside" and the "squared" villages (Sharpe 1946, p. 6). According to Sharpe, it may be possible to find individual villages that are pure examples of one form or the other, but most are hybrids which contain attributes of each.

The first form, the roadside village, is commonly found in Chester County. It consists of a series of structures that stand side by side in a line that parallels a main road or roads (see Figure 2-2). This village derives its form, primarily from functional activities, such as circulation and access. Villages are typically situated along early, prominent transportation corridors,
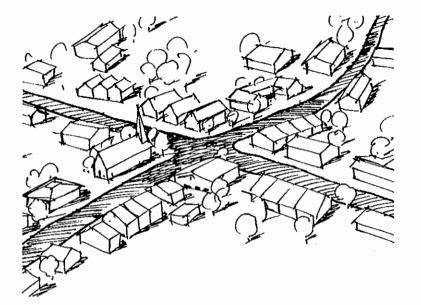
Figure 2-2
Generic Roadside Village Form

consisting of either a river, road, or dike. The fields which supported these villages were found behind the houses in long, narrow strips. Lots were established perpendicularly to the transportation corridor to maximize access to the adjacent transportation corridor. The lots were long and narrow to assure access for each property owner between field, house, and transportation corridor.

The roadside village is frequently found at the intersection of two or more roads with structures stretching down each for a distance. Although this form is similar to the frequently criticized strip development patterns prevalent in many suburban Chester County locations, the roadside village

is different in that it forms a definite "place." One of the most significant features of the roadside village is the relationship between the placement of the structures and the road. The placement of the structures interrupts the flow of the road both physically and visually. According to Sharpe the village "contains" the road. Treatments to contain the road include interrupting site vistas through the village through curves or the placement of structures. In addition, the placement of structures closer to the road in a cluster changes the perception of travellers as they enter or leave the village area.

> "[R]oadside villages seem somehow to contain their road rather than to be merely a string of buildings pushed aside by it. The road may curve gently away from the straight or it may take a sharp and sudden turn; in either case the village is thereby transformed into a place a way in and a way out and not merely a incident on the roadside."
> Thomas Sharpe, The Anatomy of a Village

In Chester County there are numerous examples of villages which "contain" the road, supporting the experience of place. The road may curve either horizontally, bending to the left or right as in Marshallton, or vertically, as in the case of Kimberton (see Figure 2-3).

The squared village form usually results from a structured plan approach to the formation of a village rather than a slow evolutionary process. The most obvious example of this form is the typical New England village. The structured organization of this village is readily apparent in its distribution of use, structure, and space (see Figure 2-4).
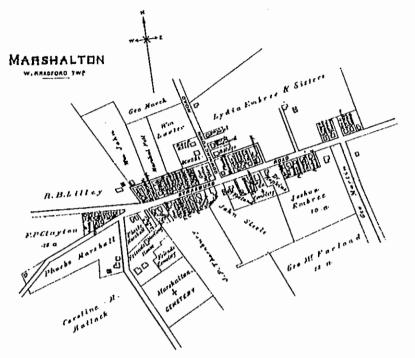
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Figure 2-3
The Village of Marshallton is a roadside village with structures aligned along the roads in a linear arrangement.

Figure 2-4
Generic Squared Village Form

The squared village form is typically composed of a central, common open area surrounded by local public institutions such as religious and/or governmental operations (Sutro 1990, p. 1). The homes of the settlers surrounded this central core area. The village was surrounded on all sides by the various fields used to support the agriculture operations of the inhabitants. No villages in Chester County exhibit the configuration of the squared village form, although some villages such as Unionville do contain elements such as common open space and interconnecting side streets which are characteristics of the squared village form. Many Chester County boroughs exhibit the physical characteristics of the squared village such as rectangular street patterns and central core orientations. Although most existing villages in Chester County are the roadside variety, the squared village form does merit analysis for potential applications to address limitations exhibited in the linear design form.

CHARACTERISTICS OF A VILLAGE

The characteristics of the village pattern are those physical elements that help define it as a place. These physical characteristics, such as land use, physical features and circulation networks, are the tangible components

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which in conjunction with the functions attributed to the village, define the character or themes of this land use pattern. Each characteristic is evaluated in terms of applicable design criteria and the relevance or relationship of each to the village as a whole.

General Perceptions

The common perception of the village as a physical form is depicted as a relatively clustered settlement of residential dwellings combined with a few locally-oriented businesses and institutional land uses in a rural landscape. Historically, villages have been comprised of a number of houses, farm buildings, and other uses that catered to the daily needs of the local residents such as churches or small stores. Surrounding these structures were the fields and woodlands used for farming, grazing livestock, and building supplies. The houses and associated structures were located in the center of the fields to minimize travel time to the various fields. While activities in Chester County villages have changed over time, the village form retains the central clustered arrangement of structures surrounded by open space in a relatively rural landscape.

Land Use Characteristics

An obvious characteristic of the village, which distinguishes it from other land use patterns in Chester County, is the mix of land use types. Even in comparison to development patterns which contain mixed use opportunities, such as boroughs or planned residential developments, the village mix is distinctive. Among the various characteristics, the distinctive mixing of land uses is probably the most influential, sustaining the various functions and themes associated with village pattern. This mix of uses is often present at

the establishment of villages (see Figure 2-5).

Figure 2-5
A variety of different types of uses were commonly found in villages such as Lionville from its earliest days.

The types and composition of uses may vary significantly from village to village. There are certain criteria relative to land use in the village which remain consistent and define its character. The most prominent criterion is that the village remains a primarily residential place in all respects (i.e., number of uses, scale, size, appearance, orientation, etc.). Once the village loses the role of a residential area, many of the associated themes and functions begin to lose their significance. In addition, the land use composition needs to be a well-mixed blend of types and arrangements. Uses are rarely separated by type but effectively woven into the overall

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village composition. Residential and non-residential uses should be compatible and ideally be mutually supportive. A successful village is one in which many needs are satisfied within the community without detracting from its residential character or degrading its natural resources. Achievement of this goal is among the primary objectives of this Handbook.

The village is comprised of a variety of different forms of land use such as those in Kimberton. This composition of land use creates the opportunities and vitality which makes villages popular places.

Another unique characteristic in regards to existing villages is the mix of housing types. This variety, common to most Chester County villages, provides housing opportunities for a broader range of inhabitants than is found in most other residential land use patterns. Housing is provided in a variety of configurations including detached, semi-detached, attached, or individual units in a complex. Housing variety in terms of size and price

range is available to meet the needs of assorted household types, ranging from small to large households, low to high income, or young to elderly. In addition, housing types are also dispersed which creates diversity and reduces the likelihood of any portion of a village becoming an elderly, lower income or other characterization based on inhabitants. Often structures house both residential households and non-residential uses successfully, as in the case of a dwelling unit over a commercial store or office building. Such a mix

The presence of mixes of residential and non-residential uses in one structure is a common characteristic of villages, such as this store and dwelling combination in Unionville.

permits business owners to live on the premises and creates greater opportunities for low income or elderly housing.

In addition to residential uses, the village contains some nonresidential uses, including institutional, commercial, and miscellaneous business activities. These uses may be located at the village center or dispersed, depending on the particular use and site characteristics.
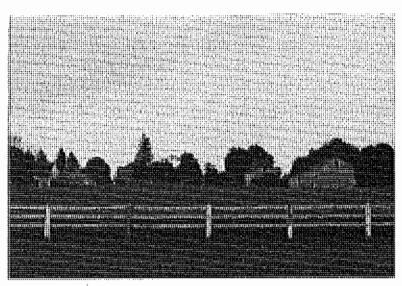

Churches such as this one in the Village of Marshallton are commonly found blended in with the dwellings.

Among commercial and business uses, small retail shops, offices, restaurants, studios, craft shops, cottage industries, and lodging facilities are commonly found in a village pattern. It is also common to find dwelling units incorporated into these non-residential use structures reinforcing the residential theme of the village.

Institutional and civic uses are also commonly found in the village pattern. Such uses tend to attract people from the surrounding area to the village, reinforcing its role as a central focal point in its immediate surroundings. Among the more notable institutional or civic uses associated with the village pattern in Chester County are the church, school, post office, library, museums, organized clubs, community center, day care facilities, or miscellaneous public services offices. In some cases, civic uses are designed to be perceived as prominent fixtures in the village pattern either through architectural treatment or placement of the structure along a square, park, or other highly visible spot.

With the village land use pattern, it is also important to consider the unbuilt environment or open space areas. As noted in the definition the village is a land use pattern in a rural landscape. Although the lots are relatively small, the village should not be misinterpreted as a form of high density or urban development, such as a neighborhood in a borough or city. The important distinction between the village and these other land use patterns is the presence of open space which sustains its rural character. This "unbuilt environment" of the village plays an essential role in the perception of the pattern.

Open space within the village provides a surrounding buffer of open land which separates the compact built environment from adjacent land areas. This buffer, often referred to as the "village fringe", may be comprised of open space of varying dimensions. This fringe enhances the perception of the village as a unique place with a central focus. If the surrounding open landscape is developed, the village loses one of the most important physical elements that defines its character, its edge. There are many mechanisms to achieve this goal and a number of potential ways to use this open space to

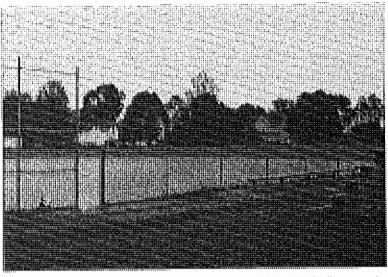meet the needs of the village and surrounding community (see Chapter 4).

The village fringe often consisted of agricultural land, such as these fields surrounding the Village of Russellville in the background.

In addition to the open space found in the village fringe, it is also common to find some open space within the built environment or core of the land use pattern. Examples of such open space would be a village common green, park areas, areas for resource protection or greenways for pedestrian circulation.

The exact proportions and configurations of the various land uses in the village are difficult to standardize for all village patterns. Some criteria do however characterize the village land use patterns, including the following:

*   A *hamlet* contains few, if any, non-residential uses. For this reason it

The village fringe may also consist of other uses such as this ball field adjacent to the Village of Cochranville in the background.

cannot support many of the functions attributed to the more diverse village. In this Handbook, a hamlet is defined as a type of village which contains a grouping and/or mix of housing, but lacks the commercial, civic or other uses to support the community–oriented functions. Despite these distinctions, the hamlet does share many similarities with the village which are the topics of discussion in this Handbook.

*   A *village* contains more non-residential uses than the hamlet but is still primarily a residential community. A balance between residential and non-residential use cannot be formally prescribed at a pre-defined limit but should be maintained at some limit to ensure that the community functions are maintained according to established local preferences and specific village conditions.

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Based upon these criteria, a range which helps identify the presence of village character, based upon land use composition can be established (see Figure 2-6). Since this range is based solely on land use composition, it cannot absolutely define the integrity of a village without consideration of other factors (see Chapter 4, Determination of Present Village Status). The range does, however, provide an initial characterization of Chester County villages based upon the relative mix of uses. While all of the places in the range may be perceived as villages, the functions attributed to a community, as defined by the principles of place would be more prevalent in those places toward the middle of the range. At the one end of the range is the hamlet which lacks the non-residential uses that support many of the functions attributed to the formation of a community. At the other extreme are villages in which the balance between residential and non-residential use has shifted to the latter. The predominance of non-residential use begins to diminish the functions attributed to the community as this balance shifts away from residential.

In Chester County, land use patterns are regulated by local zoning ordinances. The techniques used to manage land use patterns are discussed in Chapter 3 and Appendix II.

Physical Features

Size of Village

The size of an area is often defined by political boundaries, but villages are rarely incorporated places in Pennsylvania. Therefore, other means to classify the size of the Chester County village must be used.

Figure 2-6
Village Ranges

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One way to define the extent of a village is to examine physical features such as its landscape. The viewshed formed by natural features may help to define the limits of a village; such as at ridgelines or treelines. The terrain may also affect the shape and size of a village by forming areas of severely constrained land that deters land development. Examples of natural constraints on the configuration of villages can be seen in places such as Steelville and Birchrunville which contain constraints such as steep slopes and/or floodplain conditions (see Figure 2-7).

Another measure of the limits of the village involves the functions attributed to it as a community. In this respect, the size of a village can be equated to other "community–oriented places" such as the hamlet or neigh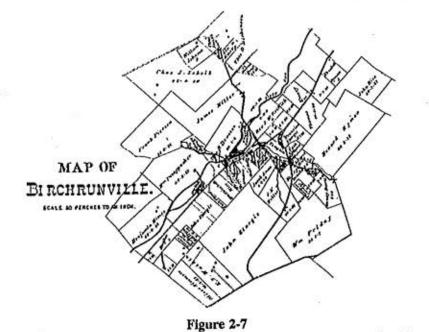borhood in a borough or city. Some researchers suggested that the size of a community, such as a village, should be defined by the walking distance to a local school (Sutro 1990, p. 25). Others would broaden this perspective by using access to many desired services as the criteria to measure size. Since all community residents should have convenient access to the services, the location of the services should be designed to be easily accessible despite the mode of transit. Based on the need for access to all, a good measure to utilize is the limits of a universal mode of transit, a convenient walking distance.

MAP OF BIRCHRUNVILLE.
SCALE 40 PERCHES TO AN INCH.

Figure 2-7
The stream valley and floodplain area adjacent to Birch Run limit the expansion of the Village of Birchrunville.

Given these parameters the following guidelines can be considered in determining the size of a village. At the lower end of the spectrum, a village may consist of a few dozen structures clustered together in a rural landscape, that contain a sufficient mixture of uses to satisfy many of the daily needs of its residents (see Functions of a Village.) If the cluster contains only residential uses it would be considered a hamlet. The difference between the two is not distinct but can still be useful in constructing a planning program that establishes local delineations for both. In terms of size, a hamlet can be equal to or larger than a village. The distinction is based on functions,

which can be linked primarily to land use compositions (see Land Use Characteristics section).

At the upper range, the village would be limited by the distance a person would be willing to walk to utilize available service. The distance utilized is a distance of approximately one-quarter to one-half mile which is equated to a 5 minute walk (see Fi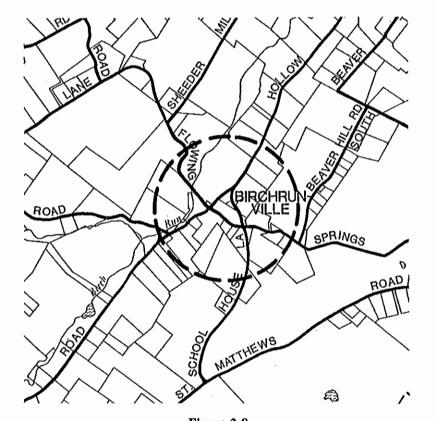gure 2-8). This measure of ultimate size has long been recognized as an important principle by early town planners to design communities as well as by transportation planners to locate mass transit facilities. Pedestrian access assures that people in the village will maintain close social ties, will utilize and benefit from local businesses or community facilities, and can benefit from convenient access to adjacent open space areas.

If the village has a elliptical form defined by a linear center the ultimate size of the village may be affected (see Figure 2-9). The overall village setting may extend beyond this area to include open fields or woodlands which are visible from the village proper and are therefore significant village setting components.

The ultimate size of a village area can be determined by identifying the limits of convenient walking distance and comparing them with landscape features for a given site. If the area is generally level and free of pedestrian obstructions, the maximum village size could be 400 to 500 acres or approximately a half mile radius from the center. Based upon an overview of existing village areas, the built environment of the village would be concentrated within a quarter mile of the village center and the outer quarter mile would include the associated open spaces of the village (see Figure 2-9).

In locations with dramatically changing terrain features or development constraints, the ultimate size of the village may only involve a couple hundred acres or less. These features create edges that define the extent of the village confining its influence to a smaller area.

In addition to landscape features, barriers to pedestrian access such as busy

Figure 2-8
The lot configurations of Birchrunville are grouped within roughly a quarter mile radius of the center of the Village.

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roads can limit the functions and extent of a village. Several villages in Chester County such as Eagle, Cochranville, and Hamorton have roads

Figure 2-9
The Village of Marshallton has an elliptical form affecting its quarter mile radius form. A half mile radius defines its fringe areas and some scattered properties.

which have evolved into major highways. The traffic associated with these highways significantly limits the retention of pedestrian connections which are essential to the perceptions of these areas as community–oriented places. The traffic acts as a type of barrier to the village functions.

Ultimately the size of the village should be based upon the configuration of the landscape in conjunction with factors such as accessibility that affect the

Traffic along Route 41 near Cochranville restricts pedestrian access creating a barrier for expansion of the Village to the east.

functions attributed to the village. As described in Chapter 4, one of the ways to identify the extent of a village is to create a series of map overlays which display the variables that affect size to determine areas to analyze based on a composite of factors.

Structural Configurations and Streetscapes

The configuration of structures in the village creates a distinct pattern that establishes many of the themes and functions attributed to the perception of place. This arrangement of structures creates a subtle yet distinct relationship which influences street characteristics and circulation patterns in the village. The result of this arrangement is the formation of the

characteristic "streetscape" of a village. A streetscape is comprised of the space along a road corridor between the front facades of opposing structures (see Figure 2-10). This area includes the street, any parking or shoulder area, pedestrian facilities, front yards, building facades, porches, landscaping and all other features commonly found in such areas. This village streetscape is perceived as a type of exterior room, due to the intimate scale created by the edges which define the space. These impressions are similar to the sensations encountered in urban neighborhoods but differ from those in suburban type land use patterns.

The size, scale, placement, and orientation of structures in streetscapes such as these in Marshallton form a human-scale place.

The village streetscape has several community-oriented functions including:

* Promoting pedestrian circulation and interaction;

* Providing an external public area, similar to the village common, for community activities and events;

* Creating a bond that links the various uses together through common treatments such as paving, lighting, or landscaping to form a unified community, and;

* Reinforcing a sense of transition experienced by a traveller as they enter or leave the village area.

Figure 2-10

This sketch of a village streetscape shows the components of these places including the road cartway, sidewalks, vegetation, and porches.

These functions further reinforce the distinctiveness and vitality of the villages in Chester County. The popularity and vitality of the streetscape is

largely attributed to the placement of structures and the composition of uses that are in the village. The human scale dimensions and provisions that promote pedestrian access further contribute to the community–orientation of the village character. Appendix I (see Human Scale and Pedestrian Orientation) provides additional descriptions of the village streetscape.

The composition and arrangement of structures that form the streetscape edges are important features which define the streetscape. A definite edge should be perceived in the village to retain the sense of enclosure and place. This edge can be broken at intervals, but an overall border should be retained by controlling the arrangement of structures. When large intervals in the edge occur, landscaping or walls can help retain the perception of edge. In Yellow Springs the use of walls is an example of how the edge is maintained despite large gaps. Appendix III Streetscape Design Criteria describes these and other conditions which form this village component.
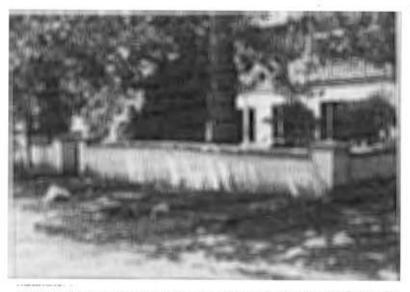

This wall and tree line along the streetscape in Yellow Springs help to define an edge even if the structures are set back from the road.

Circulation Characteristics

Circulation in the village has consistently been an important factor that has influenced its functions and character. Circulation shaped many of the villages in Chester County and were primary catalysts in their formation. Most villages evolved as pivotal junctures along circulation systems including roads, stagelines, rail or canal routes.

The community–oriented place and village form, itself, is a product of the reliance on pedestrian access, the principle mode of transportation in the past. The arrangement of these community–oriented places was based on the distribution of a variety of uses within a convenient walking distance of one another. The community provided most of the necessary daily requirements for its residents, such as stores, workplaces, or schools.

Some villages in Chester County, such as Cochranville or Marshallton, have portions of a sidewalk network in place, but in many cases the sidewalks are missing because they were never there or the road has been widened and now covers the old sidewalks. In addition to sidewalks a system of pedestrian connections exist that bisect properties such as mid-block paths or alleyways.

Technological innovations have dramatically altered circulation patterns during the last several decades. Walking and mass transportation have been

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replaced by the automobile. These changes have also affected villages in many respects. A number of the functions which had been associated with the village, as commercial and social centers, have been shifted to other suburban locations.

Sidewalks such as these in St. Peters are common features in Chester County villages, although many have been removed as the road cartway has expanded.

In Chester County villages, roads were used to accommodate all modes of circulation including pedestrian, carriage, and the occasional car. With the increase in vehicular traffic, the automobile has in many respects overtaken the village street. Road "improvements" such as street widening and parking facilities have expanded into increasing areas of the streetscapes. Impacts associated with increasing volumes and speeds of traffic have resulted in perceived safety problems. The safety concerns coupled with noise and vibration often dissuade all but the most daring of pedestrians from using the shoulders or remaining portions of sidewalks. This is not a problem on local streets, but is a common predicament for villages that are situated along roads serving regional traffic[5].

Increasing traffic volumes on roads through villages, such as Route 1 in Hamorton, dramatically alter the character of these village streetscapes.

The road network in most villages in Chester County often conflicts with the character of the villages. In many instances, automobile traffic has dramatically changed the character of villages by transforming the pedestrian-oriented streetscape into busy vehicular thoroughfares. Such transformations are not uncommon due to the proximity of many Chester County villages along regionally important roads. Over the years, traffic has increased heightening conflicts between the village and the automobile. Overtime some villages have escaped the problem as a result of the creation of alternative by-passes to the village areas, as in the case of Coventryville or Lionville (see Figure 2-11). Such solutions are expensive and only

possible if land is available for an alternative route. Solving this problem is however one of the most significant issues encountered in preserving the character of these communities.

Figure 2-11
The aerials illustrate how Route 23 was transformed into a by-pass around the Village of Coventryville to help reduce traffic problems.

Road networks in Chester County villages occur as a type of hybrid pattern, exhibiting characteristics found in both urban and suburban locations. Many of the smaller villages are places that are located along the sides of one principle road, or at the juncture of two or three roads (see Figure 2-2).

In most cases, as villages expand, they incorporate the aspects of a "grid"

pattern found in urban street networks, as is found in Unionville (see Figure 2-12). The grid system complements the typical village lot configurations, which are long and narrow, with the narrow side abutting the street. The grid reinforces the pattern of streetscapes throughout the village, replicating the qualities attributed to this characteristic found in community–oriented places.

Figure 2-12
As the Village of Unionville extended beyond its main streets it retained a grid pattern of parallel streets and alleys.

The grid pattern, also often contains alleys, which are the small service roads that occur along rear lot lines. These alleys provide access to the rear of the structures, creating opportunities for garages and parking areas off of the main streets.

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Alleyways such as this one in Marshallton provides access to the rear of the property providing parking and access for services or utilities outside of the streetscape.

Figure 2-13

The grid pattern of streets illustrated by this aerial photo of the Borough of Oxford provides an example of street patterns which villages could use as they expand.

Although villages often adopt a grid pattern, as they expand, they do not necessarily continue the formal right angle intersections associated with urban street networks. Many village street networks maintain deviations in the grid. Such deviations are often in response to desires to maintain minimal disturbance of the landscape or reinforce a central focus. The grid may include a "boulevard" type of street pattern which radiates from the center out into the surrounding areas to maintain a community focus (see Figure 2-13). Although Chester County villages have not expanded to such sizes, without becoming incorporated boroughs, these street pattern concepts may provide guidance for many of the smaller villages undergoing limited expansion.

Due in part to their rural setting, mass transportation is not readily available in most Chester County villages. Although mass transit access was common in the form of rail service or stage lines to most villages in the past (i.e., Lincoln or Glenmoore), it is not a common feature today. This is due primarily to the decline in public transit service throughout the County. Should villages become more prevalent in the future, the relative grouping of uses can provide an impetus for the expansion of mass transit systems in the County.

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The rail station in Lincoln provides a reminder of the role rail transit played in the formation of such villages.

Landscaping

The use of landscaping in the village has many purposes such as enhancing the designs of the village and retaining connections with the rural environment. It is used to emphasize important places and conversely to screen other areas because of incompatibility. Landscaping also helps to maintain privacy in these relatively clustered areas. Landscaping is an effective design tool that can maintain character while allowing for expansion within the village. As development occurs in a village, certain guidelines with respect to landscaping are worth mentioning. Considerable attention should be placed on identifying native or predominant types of vegetation that can be preserved or established. The retention of significant landscaping such as specimen trees, hedgerows, treelines, or woodlands are

The tree and plantings at this road juncture in Yellow Springs creates a centerpiece that defines this as a central focal point in the Village.

important to retaining a sense of association with the heritage of the village. New vegetation which is added should be consistent with the indigenous types of vegetation which are present or compatible with the habitat of the village.

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Village Functions

A number of functions are associated with the village. The various functions are associated with the diverse range of opportunities found in the village that are not common in other land use patterns. These opportunities correspond to the evolving lifestyles of many groups in society. The functions are the result of the particular arrangement of uses, structures, and circulation systems associated with the village pattern. The perception of the village rests with the presence of these functions; it is not enough to simply "look like" a village. Among the functions attributed to the village land use pattern are the following:

* The village provides a **distinctive blend of urban development within a rural landscape** which provides opportunities to experience the best of both of these conditions.

* There is a **reduction in the demands for infrastructure or service** needs per unit of development as a result of the clustering of uses into one location.

* The inclusion of public and civic space **promotes community identity** which encourages more involvement of residents in the administration of local government and commitment to their community.

* There is an **integration of social and economic groups and activities** as a result of the presence of a wider range of housing types forming a diverse community.

* The diversity of uses found in the village allows individuals to conduct many of their daily activities within one place which **supports a range of benefits and opportunities** (see Chapter 3).

The presence of these functions provides an indicator, which can be used to help assess the integrity of a village for local planning purposes (see Chapter 4).

CHAPTER 3
ISSUES AND CONSIDERATIONS

A number of issues and considerations can be encountered in a village planning process that influence its potential for success. Recognition and appreciation of these circumstances is important to the formation of any program. This Chapter provides an overview of several issues and considerations that are relevant to the village planning process. Although some suggestions are included, the material in this Chapter is provided primarily to supply information necessary for local communities to anticipate these conditions in order to formulate their own strategies for confronting the issues.

This Chapter provides a useful frame of reference for the application of policy recommendations discussed in Chapter 4. The ultimate success of planning programs, involving the village pattern, often requires careful consideration of the issues and considerations presented below to avoid problems and/or take advantage of available opportunities.

CONFLICTS WITH ORDINANCES AND CODES

Among the most significant obstacles to establishing or preserving villages is that many of the regulatory controls, used by local municipalities, do not permit or discourage the very design principles associated with such places. Zoning ordinances rarely permit the mixing of uses or lot arrangements characteristic of the village. When such opportunities exist, the review process requirements are often cumbersome, discouraging innovative project proposals. A more thorough analysis and discussion of various zoning approaches used to achieve village patterns is contained in Appendix II.

In many Chester County municipal ordinances the village is considered a relatively high density land use category. It is common among zoning designations for the village to find high density residential[6] and commercial categories. This treatment of the village can conflict with goals since the pattern ideally contains both developed land and open areas to maintain integrity (see Chapter 2, Land Use Characteristics section). Although the village contains relatively small lots, the inclusion of the open space areas in the pattern suggests a gross density much lower than commonly acknowledged. If the village integrity is to be maintained this density relationship of small lots balanced by areas of open space must be recognized.

Other controls such as subdivision/land development ordinances, wastewater facilities plans, or building codes contain requirements that complicate or conflict with the design criteria for the village. For instance, parking and street design requirements often contain standards more appropriate with suburban areas that are excessive in such pedestrian locations. Building construction standards contained in building codes can prohibit or discourage the preservation of older, perhaps significant, structures. Wastewater system requirements for on-site disposal can also preclude the village pattern, due to requirements for each lot to have the minimum lot size for an individual system. This requirement prohibits the grouping of structures in one location to be served by community systems that can treat the wastewater collectively on other portions of the site.

If ordinances and codes do not provide sufficient opportunity for the necessary design criteria to occur, village goals cannot be achieved. A basic requirement is to identify and remove conflicts in codes and ordinances. These goals can be further enhanced by incorporating incentives into ordinances which encourage projects or designs that complement the village. Use incentives for resource conservation, alternative lot configurations, shared parking arrangements, or the use of community systems for necessary services are among the many options which can help achieve village planning goals (these are discussed further in Chapter 4).

FINANCIAL FEASIBILITY CONCERNS

In addition to regulatory controls, market conditions are perceived as significant obstacles to achieving village planning objectives. The term "perceived" is used since these obstacles are based primarily upon the perceptions of individuals involved in the land development process. These perceptions are based, in part, on the experience of the development community and cautious application of tried and true techniques. The success and profit experienced with development projects of the past often influences perceptions towards alternative patterns of development, resulting in a reluctance or suspicion of different techniques (Bookout 4/92, p. 24). One such individual is the lender. Financial backing of projects that are not proven or the "norm" can be hindered by a lack of commitment from cautious banking interests. Many established developers are also critical of design principles associated with the village such as pedestrian orientation or mixing residential and commercial uses (Bookout 6/92, p. 15). Collectively lenders and developers comprise an establishment whose impressions can dramatically influence the ultimate success of the village as

a land use pattern.

Decisions of both the lender and developer are influenced ultimately by the market, or in the case of the village, by the home buyer. A survey conducted in 1989 identified preferences of the home buyer comparing conventional residential designs to community–oriented places such as neighborhoods and villages (Bookout 6/92, p. 16)[7]. The findings indicate that the majority of new home buyers nationwide expressed a preference for the conventional residential form of development. The survey also indicates that many home buyers (34 percent nationally and 51 percent in the northeast) would rather live in the community–oriented forms of development such as villages. According to this data, there is a significant demand for land use patterns similar to villages (especially in the northeast) that are rarely permitted or developed through most present processes.

In Loudoun County, Virginia (adjacent to Washington, D.C.), the village pattern has been incorporated into recent zoning amendments to help retain the character of the area by managing the impacts of rapid development. Prior to amending their regulations, the County commissioned a feasibility study that compared development costs to project revenues (Slater 1990, p. 1). The study was conducted because of concerns by the Commissioners that the imposition of these new regulatory controls would have an adverse impact on the areas affected. The study concluded that the application of the proposed amendment would have no significant adverse effect on the values of the properties as compared to conventional forms of development.

While debates about the feasibility of the village or other community–oriented forms of development may continue, perceptions regarding this land use pattern remain important to the local planning

program. An important aspect of any planning program will be to appreciate perceptions and to provide information that can be used to determine the merits of program objectives.

BALANCING RESIDENTIAL/NON-RESIDENTIAL MIX

The definition of the village, in this Handbook, implies that it contains non-residential uses, but retains a primarily residential character. This mix of uses gives the village its distinct appeal and results in the benefits attributed to it. Achieving a successful mix of uses, however, is one of the more difficult challenges in a village planning program. The difficulty involves creating a situation that encourages non-residential uses to locate within the village without overwhelming the residential character of the village[8]. Ordinances must be crafted to promote the desired mix and composition (determined by the community) while, at the same time regulating the establishment of these uses. Ordinances are only part of the solution; they can only provide the opportunity for desirable uses to occur. In most situations, some form of encouragement or assistance to achieve a successful mix is required. Often this involves the participation of a third party, such as "grass roots", business, or civic organizations to promote and achieve a successful use mix to enhance the vitality of the village.

PRESERVING CULTURAL RESOURCES

Preservation is an issue which often surfaces in village planning. The need to preserve the past, to maintain the character of the place, is obviously an essential criterion (see Appendix I). Effective strategies must be carefully crafted into a planning program to strike a balance between the need to preserve the past, while providing opportunities for the present and future. Unless the goals of the community are to make the village a type of museum or commercial area, as in the case of St. Peters Village, preservation strategies must be balanced with the need to accommodate change and even promote desirable forms of development. While most preservation techniques contribute significantly to the integrity of a village, excessive techniques can limit opportunities that make a village an attractive place for residents and visitors alike. For example, strict standards for building improvements can make properties expensive to maintain or reduce opportunities for affordable housing. In addition, favoring one historical period can diminish the diversity of styles which is characteristic of many Chester County villages. Similarly, requirements such as limited use possibilities, can reduce opportunities for many of the land uses which contribute to a successful community mix.

In addition to potential conflicts with overall planning programs, a recent court case (United Artists Theater Circuit, Inc. v. Philadelphia Historical Commission [No.48 E.D. Appeal Docket 1990]) has implied that certain forms of historic preservation might be interpreted as excessive, requiring compensation to affected property owners[9]. A fundamental issue to the case is that preservation regulations cannot create any additional burden for an owner of a property deemed a historic resource, as compared to other property owners.

Although preservation of local heritage is an indispensable component of village planning programs, it can also be counterproductive to overall goals or successfully challenged if not considered carefully. Impacts of such regulations must be carefully weighed for each community and responsive

review techniques must be included to ensure that goals are maintained. In some instances the application of historic resource regulations can be linked to the granting of additional use opportunities to provide compensation for additional requirements.

RETAINING AN OPEN SPACE BUFFER

The retention of the village fringe (see Figure 3-1), usually consisting of an open space buffer, is an important objective for local planning programs. The significance of the open space portion of the village is discussed in Chapter 2 in regards to the overall land use pattern.

Despite the significance of open space in achieving planning objectives, strategies to ensure its preservation are often overlooked. While zoning codes identify a variety of permitted uses for the "built environments," few contain provisions that ensure the retention of the "unbuilt environment," or open space areas. If the village image of a grouping of structures in a rural landscape is to be maintained, such provisions must be incorporated into the land development process.

UTILITIES/SERVICES REQUIREMENTS

The configuration of a village land use pattern can result in certain opportunities or obstacles related to necessary support services. Benefits include savings in costs per unit as a result of the relative grouping of structures. Savings can be experienced in facilities, such as street lighting, water/watershed systems, sidewalks, parks or roads, since these facilities are accessible to a larger number of units and, therefore, provide more benefits per facility. The delivery of services such as police protection, trash collection, mass transportation, or road maintenance can also experience savings since service areas are more confined.

Certain problems can also be attributed to the relative grouping of structures or other characteristics associated with the village. With reduced lot sizes, community forms of water and wastewater systems may be required. Municipalities may need to assume greater involvement in the establishment and on-going operations of such systems to achieve goals. The grouping of uses can also create higher localized demands on facilities such as recreation areas or services such as police protection. Streetscape design criteria for villages can create concerns for some of the functions associated with these public corridors. For instance, the desire to have street trees can conflict with water or power lines or the objective to accommodate pedestrians may conflict with vehicular circulation standards. Such issues require consideration, but can be successfully addressed using techniques that complement the village pattern and address the need for vital services (see Chapter 4).

MAINTAINING/ENHANCING CHARACTER

A common objective of a village program is to maintain or enhance the character of an existing, expanded, or new village. This requires an inventory and analysis of conditions to determine the integrity of the village (see Chapter 4). Maintaining or enhancing village integrity can take many forms, such as securing the village fringe, establishing pedestrian sidewalks or paths, or achieving a desirable balance of residential and compatible non-residential uses. These techniques can vary in scale, expense, impact, and
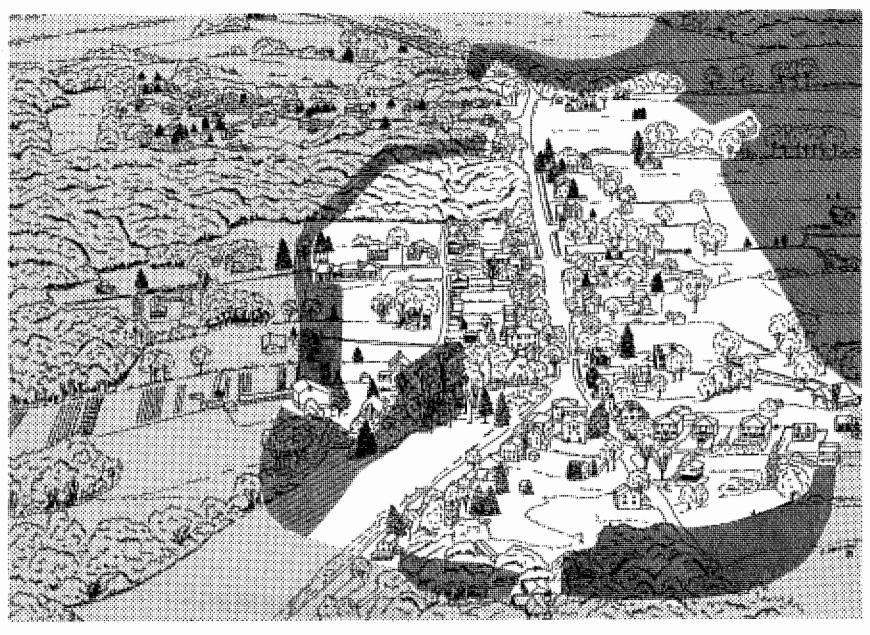
Figure 3-1
Sketch of Marshallton w/viewshed highlighted

▨ VILLAGE FRINGE   ☐ VIEWSHED AREA

form. Since expense is always a crucial concern, it is important to recognize the impacts of various strategies in order to focus on those which provide the greatest benefits.

In The Last Landscape, William Whyte discusses how changes can affect perceptions regarding the integrity of a place that have particular relevance to planning programs. Whyte's book uses Chester County as a setting to illustrate how the character of a landscape can be altered by the impacts of development. Whyte contended that just a few blemishes (incompatible developments) can significantly degrade a person's perception of a place, similar to having a spot on a sweater. A rough mathematical formula has even been offered defining the impacts of changes to a perceptions. "The first five percent of development generally does fifty percent of the damage, in terms of altering peoples' mental geography of an area and the second five percent of development enlarges this damage by another fifty percent."

A related and equally important point which Whyte suggests is that this disproportionate relationship between change and perception also offers opportunities. Whyte suggests that a landscape that is already perceived as degraded can be significantly improved through relatively minor improvements.

Whyte's observations highlight two fundamental conditions relative to village planning programs, as follows:

* The integrity of a village can be significantly diminished by relatively small changes that are inconsistent with the village character;

* Village integrity can be significantly enhanced by relatively small improvements or activities.

This second point regarding enhancement of an area through relatively minor improvements has been a characteristic technique used in many successful revitalization programs[10]. Such programs, which often function on limited budgets, carefully identify opportunities for improving an area. Strategies focus on improvements that will have the greatest potential to improve character and also to spur additional activity among property owners and developers.

These two issues are important considerations to recognize and incorporate into village planning programs. If these issues are embraced, such programs can overcome the common obstacles of overwhelming expenses or problems.

PLANNING FOR PEOPLE

A village planning program must retain a focus on the people in that community. If the focus on the people that reside or have businesses in the village is not maintained the process may fail to help the community and could actually cause more harm than good. For instance strategies may be implemented which inadvertently lead to the demise of economic activities (agricultural or trades) that contribute to the cultural significance of the village. In other cases, revitalization strategies could unintentionally force elderly or low income residents to move as a result of increasing land values. The planning process must ensure that peoples' perceptions and needs are well documented and incorporated into any policies which are introduced.

Another aspect of planning for people is to ensure that the village is perceived as a place for people, not dominated by the automobile. The promotion of land use mixes, human scale design criteria, and pedestrian circulation can help ensure that the village will be perceived as a place designed for people.

BENEFITS ATTRIBUTED TO VILLAGE PLANNING

A discussion of benefits attributed to the village must involve an understanding of broader conditions which affect overall planning trends. Based upon analysis conducted in the Chester County Year 2000 Program, the popularity of villages was exhibited through an expressed preference for community–oriented places over patterns of suburban sprawl. These same preferences have been evident in numerous planning programs across the country. An almost universal feature among these planning programs is that suburban sprawl, which has been the most prevalent land use pattern during the latter half of the twentieth century, is associated with an increasing assortment of problems confronting society. In reaction to these concerns planning strategies have incorporated ideas from the past because they are viewed as more responsive to the problems associated with current land development concerns. The desired qualities involve those associated with community places which are defined as more integrated in appearance, amenities, social structure, and functions. In essence the benefits and opportunities attributed to the village can be viewed as elements of the past which are to be re-established in present planning programs.

These evolving perceptions reflect changing demographics, desires for a high quality of life, concerns for resource protection, ambitions to minimize costs, and other such influences. Among the perceived benefits and opportunities are the following:

* The mix of uses can reduce the need for access to automobiles and the overall amount of trips generated. The dependance on the automobile associated with patterns of suburban sprawl is perceived as not as great with the village pattern which results in several secondary benefits or opportunities including:

  - Reducing costs associated with automobile ownership, storage, and road construction/maintenance.

  - Lowering the amounts of exhaust emissions to reduce air pollution problems.

  - Minimizing the reliance of those who cannot drive (elderly, children) on those who can drive.

  - Encouraging pedestrian circulation which promotes greater community interaction.

  - Reducing regional road congestion problems by helping to lower the amounts of trips generated throughout the area.

* The relative grouping of uses in a rural landscape creates a unique place combining aspects of an urban and rural setting in one location. This composition creates several secondary benefits and opportunities including:

- Providing the slow pace, healthy environment associated with living in a rural area without sacrificing access to the amenities attributed to living in a community such as entertainment, dining, or cultural facilities.

- Creating a place to live for people that desire to have close contact with their neighbors and community.

- Providing opportunities to utilize areas of open space to enhance the perception of a rural landscape or to help achieve a variety of comparable planning goals such as creating public recreation areas, preserving agriculture, or establishing water, wastewater and storm water control systems that benefit the whole community.

- The mixing of housing creates opportunities for the integration of different classes of people into a highly integrated community. This integration of housing helps to achieve a number of secondary benefits and opportunities including:

  - Providing housing opportunities for a variety of needs such as lower income, handicapped, minority, or elderly without experiencing the problems associated with the grouping of these housing types in segregated locations.

  - Allowing people to remain within a certain community throughout their lives by providing a range of housing types to meet evolving household requirements.

These and other benefits attributed to the village have brought it back to the forefront of growth management planning programs as an alternative to the patterns of suburban sprawl (see Coughlin, et al. 1991, p. 2-1).

This alley in Unionville illustrates several of the benefits of the village pattern including pedestrian facilities, alternative parking, and opportunities for affordable housing.

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CHAPTER 4
THE VILLAGE PLANNING PROGRAM

ORGANIZING THE PLANNING PROCESS

The village planning process begins with a consensus that something needs to be done and that someone is willing to do it. The village community needs an effective organization, capable of meeting the challenges of a demanding and focused planning program. An effective planning program may come in a variety of forms, depending on objectives and available resources. In addition to the general descriptions provided in this Handbook a number of references are available that contain detailed recommendations and descriptions for organizing a planning program (Coughlin 1991; Mantell 1990; and Stokes 1989).

ROLE OF LOCAL GOVERNMENT

Local governments often cannot accomplish village planning programs alone, because they are hampered by formal procedures, legal restrictions, limited budgets, political pressures, and intervening priorities. Local governments can, however, establish a focused committee or task force.

Local governments add credibility to any effort. They can appropriate funds and pass bond issues to support programs or acquire property. They can apply to other levels of government for grants or matched funds. Finally, their support is essential, since they adopt any ordinances or legislation that the task force recommends.

FORMATION OF A TASK FORCE

A task force can stimulate new ideas, act as champions to gain support, or advise the governing body. Sometimes task forces are organized to gain credibility and clout in the community or to meet the legal requirements for raising funds and owning property. Alternately, a task force may be formed independently by local concerned residents. In either case, the efforts of both the local government and the task force should be closely coordinated for the program to succeed.

A task force needs to draw from a cross-section of the community. It is best to enlist people who reflect the different occupational, economic, educational, ethnic, religious and age groups in the community. Diverse occupational backgrounds may include: merchants, farmers, homemakers, or developers; almost any background can qualify if the individual is committed to the tasks at hand. Another criteria is to include adequate representation from village residents and business representatives. The organization also needs a leader and sometimes more than just one. When choosing a leader, a task force should look for someone who possesses many qualities. The candidate should be a pleasant mediator, an eloquent spokesperson, a competent coordinator and a person open to visionary ideas.

A task force may either be formed by a local municipality or by the residents or property owners in a specific village. The Romansville Task Force was formulated in response to concerns for development proposals in that West

Bradford village. The Task Force is comprised primarily of local residents and property owners which sought an alternative design concept for a large subdivision proposal at the edge of the village. A similar organized effort is underway in Unionville, consisting of residents and property owners that would like to ensure that new development in the village is compatible with existing land use patterns. These "grass roots" task force organizations are pursuing their goals by working with their respective municipal governments.

A task force comprised of citizens is usually voluntary in nature and work is done on a part-time basis. Their work usually focuses on one topic and therefore may only be temporary. Appointments to a task force may be from the municipality which forms the organization or through election from a citizen's interest group. The roles and responsibilities are defined by the appointing authority or by the task force itself.

Before conducting any business, a task force should establish its organizational mission statement. A task force can usually define its mission statement by examining the purposes for which it was formed. A task force might be charged with, for example, examining methods to incorporate village patterns into the zoning ordinance. Another mission statement might involve acquiring the funds or support necessary to preserve a threatened resource. Some missions statements might focus on surveying village residents about characteristics, preferences, or property disposition plans.

PARTICIPANTS IN THE PLANNING PROCESS

Local Citizens

In all cases, the task force should involve the community, especially village residents and property owners, in its discussions. There is no faster way to alienate residents and make them opposed to any project than to leave them out of the planning process. Citizen support is needed in terms of gaining volunteers, goal setting, and fund-raising.

Volunteers

Every organization needs volunteers; at the very least the task force members are usually volunteers. Under most circumstances, people involved in the village planning process are volunteering to do the work unless a consultant is hired. The volunteers may be village residents or property owners but others from the municipality or other organizations may provide valuable volunteer help, as well. The extent to which a local planning program can enlist the support of volunteers has considerable impact on its effectiveness and reputation.

Apart from the services they perform, volunteers strengthen an organization by showing community support and getting others to do the same. If members feel their involvement is vital to an effort, they are more likely to retain interest over a longer period of time and have a stronger sense of commitment to organization's goals. The benefit of volunteers is that they can provide the commitment and knowledge needed about a village and there services are donated.

Volunteers can perform routine tasks but they can also use or learn necessary skills to achieve planning goals. A lawyer may be able to draft legal documents or a retired newspaper reporter may write press releases. Volunteer work can also be viewed as a social outlet for the residents of a community. New residents of a community may view volunteer work as a way to become acquainted with their neighbors. Long-time residents may wish to participate to contribute to their community and support worthwhile causes.

Staff

Hiring paid staff may be difficult for a group that has little or no funding sources. If the task force and volunteers can no longer do the job, paid help may be required. When searching for a candidate it is best to look within the community first. Even if the residents have little professional planning experience, their specific skills combined with their commitment and firsthand knowledge of the community is extremely valuable.

There are several mechanisms which enable a group to afford paid staff. The costs of paid staff can be shared with other municipalities, grants may be available from organizations such as the Main Street Program, or municipal staff or an outside consultant can be provided to assist the task force by the municipality.

An intern can often fulfill some of the functions of a consultant or a staff member. Some schools and professions require internships for degrees or licensure. Interns can be used most effectively in the following circumstances:

- When their work is supervised by a professional who is qualified to advise in the subject;

- When they work on a specific, well-defined project;

- When they have sufficient time to devote to a project to assure its completion; and

- When the project is straightforward. Controversial or sensitive projects are probably beyond students' capabilities.

Interns may be available through universities or non-profit organizations. West Chester University has several programs which provide intern services that can be used for such planning purposes[11].

Outside Experts

Outside experts or contemporaries can provide information on a variety of subjects related to villages. This is usually a good place to start. It gives local planners a better idea of what pitfalls to look for and which alternatives they might wish to pursue. They are also worthwhile because of their relatively low cost, but be prepared to reciprocate in some fashion.

A planner from another municipality can be invited to show slides at a public meeting to illustrate how a zoning district overlay for villages can produce an effective and attractive village design. A nearby municipal official can talk about their experiences in preserving an existing village.

Consultants

If a task force is unable to perform the necessary work themselves they may want to hire a consultant. Hiring a consultant may be a wise idea if the scope of work is beyond the capabilities of the task force. The expertise and resources that a consultant brings to an organization may supplement skills which were not available locally. Some communities also see a benefit in having an outsider provide input into the process to ensure objectivity and to suggest new ideas.

Before a group hires a consultant it must know what it wants the consultant to do. A subcommittee can take the project's goals and objectives and develop a work program or outline the scope of needed services. Subcommittee members should seek out other similar projects performed in the area to develop a list of potential consultants to determine the going rate for such a project, and set a realistic calendar in which to complete the project. It is also an opportunity to ask candid opinions about consultants before they furnish a prepared set of references.

A number of opportunities exist for paying for the services of a consultant. In addition to the options discussed under paying for staff (see Staff section), agencies such as the Pennsylvania Department of Community Services and the Chester County Planning Commission have programs that provide funding for such planning expenditures. The Romansville Task Force paid for a portion of its costs for a consultant with funding from the State Planning Assistance Grant (SPAG) program administered through the Department of Community Services.

Other Government Agencies

A local planning program should coordinate its programs with different levels of government, (i.e., State or County for historic preservation and their municipality for comprehensive plan, zoning and subdivision ordinances). Much of the work that the task force would like to do may have already been performed by other agencies.

Local planning programs can get assistance from a multitude of government agencies. A variety of regional, County, State and Federal agencies provide services, funding or information resources which can assist in village planning activities. Municipal representatives or County Planning Commission staff can provide information regarding the services available and applicable contacts.

One government agency which can help address many planning concerns is the Chester County Planning Commission. The County Planning Commission can provide guidance on many land use, circulation, or other relevant topics through publications such as this Handbook[12], planning consulting services, or funding opportunities for a variety of planning programs.

Non-Profit Organizations

A variety of non-profit organizations exist that can also assist with a village planning program. Organizations such as land conservation groups, universities or environmental protection groups can provide various forms of assistance. In Chester County several conservancy groups exist which can assist in planning, establishing easements or environmental protection

activities. West Chester University and Penn State (Great Valley) have had a number of outreach services such as sponsoring forums or planning-related educational services, or maintaining reference material[13]
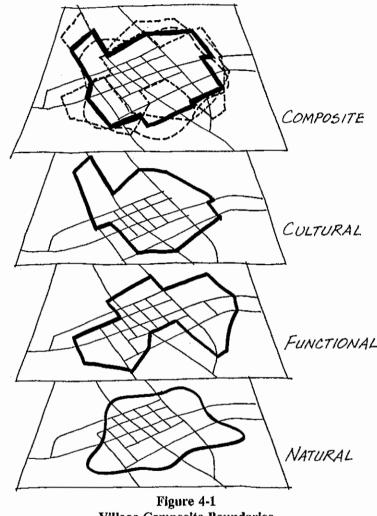
INVENTORY PROCESS STEPS

VILLAGE AREA DETERMINATION

One of the important initial steps in the process is to define the village area and limits. This determination will guide all subsequent activities, including inventory collection and policy formulation. Although it is conceivable that the study area of the village may change as knowledge is enhanced, it is, nevertheless, important to define these limits early in the process.

Villages are defined by natural, cultural, and functional parameters. The boundaries of these parameters often do not coincide, but can be mapped separately, then overlaid together to form a composite picture of the village (see Figure 4-1). Some examples include:

Natural Boundaries - Features which define the limits of a natural landscape, such as rivers, woodlands, or ridgelines.

Cultural Boundaries - Limits of areas which exhibit a similar cultural identify, such as a traditional land use pattern, a working landscape (farming community), or an area settled by a group of people that shared a common heritage and tradition. May be defined by boundaries such as National Historic Districts or Scenic River Districts.

Figure 4-1
Village Composite Boundaries

Functional Boundaries - These are defined by the limits of interaction of communal functions. Some parameters which are included are the five

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minute walking distance or the location of community places, such as a school, post office, or general commercial store.

The composite map generated by this process will provide a rough boundary for the village. At this initial stage of the planning process all areas within these boundaries should be considered as part of the village area. As the process continues the limits of the village may be changed or characterized according to their relative significance.

DEFINING NEEDS

Surveys

Before taking an inventory of the land use, natural features, historic features, or other physical characteristics of the village it is recommended that the people that comprise the community be surveyed. This alerts the task force to any specific traits or perceptions that citizens may have. It is also invaluable in building local support and in setting the community's goals and objectives. A survey must be carefully compiled by a consultant or task force member, using guidelines from appropriate reference material (Houten 1987) to assure that it accurately represents community characteristics and perceptions. A survey can also be used to define the perceptions of people regarding the qualities of the village and their acceptance of present or potential planning policies (National Trust for Historic Preservation 1991, p. 11). In an effort to determine opinions of local residents regarding ongoing planning activities Uwchlan Township conducted a survey of residents of the village of Lionville.

Public meetings

A task force may wish to hold meetings to gain information or to discuss goals, ideas, and action plans. Meetings should have a specific purpose and agenda, communicated ahead of time to participants. The Chairperson should solicit questions and opinions from participants and clarify decisions that are made or deferred for further discussion. Public meetings can use any one of a number of effective techniques to obtain information from a group such as the nominal group technique[14] or a visual preference survey[15].

ESTABLISHING A VISION AND SETTING GOALS

Another important preliminary step is to determine the purpose of the program. This involves: 1) establishing a vision to be achieved and 2) defining goals and objectives to guide the planning process.

The desired vision for the village must be established to adequately plan for its realization. If the vision is ever to be attained, it must be expressed and recorded to take advantage of opportunities as they arise. The vision needs to be a concise picture of how the village should look when the process succeeds. While it should be realistic, the overall vision should not be unduly limited by many of the obstacles which are seemingly insurmountable at present. For instance, many villages are plagued by increasing volumes of traffic which detract from their integrity. Solutions to these problems appear impossible in many situations at present, but may be more feasible in the future. If the vision and associated goals to reduce traffic in a village are incorporated into planning programs, an opportunity may arise in the

future. If the vision is ignored, chances are, opportunities will not be recognized and will be missed.

Another reason to forge an inspiring vision is to help rally support for the program and to unify diverse activities. A clear vision can help to solidify a planning program and act as a target to maintain support through the implementation process.

The established vision should be achievable (i.e., accomplished in similar situations), built upon local resources, and consistent with goals and objectives used to guide the process.

Once a vision for the village has been set, goals and objectives to achieve the desired vision are needed. Goals are general concepts which are defined to bridge the gap between present conditions and the identified vision. They establish the long-term desired conditions which will preserve the positive aspects of the village and improve those aspects which are currently less than desirable. Goals are directed at various conditions such as natural and cultural resources, land use patterns, circulation conditions, or social structures[16]. Each should be broad enough to cover all significant planning considerations, but specific enough to guide and evaluate the planning process. They should reflect the attitudes of the people who live and work in the area. Goals can be formulated through public meetings, using a community survey, or building upon the goals that have been utilized elsewhere.

Objectives tend to be shorter term targets which, if accomplished, will aid in achieving the longer-term goals. They are more specific and measurable than the overall planning goals.

> **SAMPLE GOAL**
> *"preserve our cultural and historical identity,"*

> **SAMPLE OBJECTIVES**
>
> *"restore historically significant structures,"*
>
> *"purchase open space around the village boundaries to act as a buffer from new development"*
>
> *"promote the development of small businesses within the village"*
>
> *"seek techniques to retain the agricultural traditions which have characterized the village"*

The goals and objectives will serve as the framework for the creation of the planning policies. For example, they are used to direct the inventory collection process and then used in conjunction with findings to define which issues should be addressed in the policy formulation process. The goals that are chosen should be achievable and formulated so they can be used to measure the success of the completed actions.

A concerted effort should be made to inform the public concerning the importance of the vision, goals, and objectives within the local planning program. Public meetings, newsletters, articles in the local or regional newspapers, sponsoring community events, and creating special signs to hang outside reconstruction projects are some of the many ways to alert the public. Establishing goals and objectives will show the public and elected

officials that the task force has direction. If people agree with the focus and direction of the organization, they may be more willing to donate time or resources to the cause.

INVENTORY PROCESS

The primary objective of the inventory process is to collect data relevant to the village. It is important that necessary data is collected and compiled into abridged information to make the policy formulation process effective.

The information to be collected has several important functions for the village planning process by providing:

- An understanding about past or present conditions to assist in future planning activities;

- A basis on which to formulate significant decisions;

- A baseline on which to gauge design criteria;

- A source of information which can help inform the public and build support for planning activities; and

- A historical record which can be referenced during future village planning activities.

Process Overview and Recommendations

Conducting an inventory process requires analysis of needs prior to starting. Decisions regarding the types of information required and methods of collection must be made before the data collection process begins.

The types of information that are needed will define the data collection process and the costs or time required. Consideration of the conditions, resources, or attitudes which should be evaluated in the process can provide insight into the data collection requirements. For instance, answering the following questions relative to information requirements can provide insight into data collection requirements:

* *What kind of information is needed? Such as:*
  - land use composition and arrangement;
  - descriptions of cultural resources and their locations;
  - locations of vacant properties and their status, or;
  - resident's attitudes regarding commercial land use.

* *Where is the information located and how is it packaged? Such as:*
  - general land use information is contained in the comprehensive plan;
  - historic commission maintains files on historic resources;
  - County tax assessment files list vacant properties and the current property owners, or;
  - no data exists on residents perceptions but can be collected in a survey of local residents.

* *What is the present/future influence of these conditions? Such as:*
  - land use patterns determine village integrity and the information is used to develop future plans;
  - the presence of resources contribute to the integrity of the village, their preservation helps retain character;

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- the present use/function of vacant properties may be significant (i.e., village fringe), their future use can affect land use or circulation patterns, or;
- attitudes of residents regarding commercial use may affect existing land use proposals or future planning policies.

* *How will circumstances (opportunities/difficulties) affect these conditions? Such as:*
  - compatible development can enhance integrity, incompatible development will have an opposite affect;
  - increasing interest in the village may promote rehabilitation of older buildings, gentrification may threaten traditional activities (agriculture);
  - effective planning policies can help ensure that the development of vacant parcels coincides with policies, incompatible development can reduce village integrity;
  - residents may increase support for local planning activities, if ignored alienation will arise and result in opposition to any changes.

From this analysis, some initial conclusions regarding the level of detail, potential applications, suggested sources, or recording options can be determined. When resources are limited, it will be vitally important to be able to balance the need for information with anticipated costs.

Some recommendations regarding the inventory process are to:

- Conduct the inventory process early in the village planning program since it can provide a sound basis for early decision making;

- Be as comprehensive as possible since it will better enable the task force to detect problems or opportunities; and

- Conduct the inventory process all at once since conditions from some aspects relate to others.

The inventory process can be conducted by any one or a combination of individuals or groups depending upon resources, capabilities, and availability. If a combination of these are used, it is recommended that a coordinator be established to ensure that responsibilities are assigned and monitored. While it may be helpful to have professional staff or consultants involved, consideration should be given to having volunteers participate to reduce costs and to spur support. Professional consultants can help determine how inventories can be collected and packaged for the planning program. A number of references are available which describe data collection techniques if the task force chooses to compile an inventory using volunteers, staff, or interns (Mantell 1990; and Stokes 1989). Assistance can also be provided by the County Planning Commission. Some services or resources that are available include:

- Data or mapping which has been prepared;
- Guidance on how to compile an inventory or obtain data from other sources;
- Access to a library of planning literature; or
- Technical staff assistance.

Inventory Process Packaging

Information produced as a result of the inventory process can be recorded as text, mapping, or as graphics. Whichever media is used, some preliminary

considerations will help to assure its value, reduce costs, and avoid problems. Some of the recommendations to consider include:

- Maintain consistent formats to minimize confusion and allow opportunities for comparison;

- Be concise by including only the necessary levels of detail or information;

- Record information sources and dates to assist in the referencing process;

- Establish a single place and/or system to store the data;

- Consider how the information will be presented early to assist in preparation; and

- Attempt to achieve a professional appearance, with final products, to help bolster the acceptance of the material.

A principal means of storing data and presenting information from the inventory process is to use mapping. The types of mapping to be used in a village planning program will depend on the types of information to be stored or displayed, applications for the mapping, sources, and available resources.

An early step to consider in a village planning program is to create a *base map* of the village to use for all mapping purposes. A base map is a basic form of mapping which encompasses the entire study area and contains the information that will be used on all mapping. The base map is the framework to which all subsequent mapping information is applied. Decisions involving the creation of the base map include defining the study area, determining which information shall be displayed, and methods of

processing. Base maps can be prepared using existing maps from sources such as the local municipality, the County Planning Commission or Tax Assessment Office, or using maps prepared by the United States Geological Service.

Data can be collected from a variety of sources, depending upon the topics involved. To help reduce costs and complement other planning programs, the data collection process should reference planning studies which apply to the local area. Some data can be obtained from government agencies, such as demographic, land use, circulation, environmental, or community facilities material. Other data must be observed in the field and recorded, such as architectural characteristics, pedestrian facilities, or access points. Since social factors are an important aspect of the village planning process it is also important to collect data by interviewing or surveying people regarding their daily activities, perceptions about landscapes, or descriptions of local traditions.

COMPILING INFORMATION

The inventory process creates large amounts of data regarding conditions in the village. A challenge to the community will be to condense these vast stores of data into manageable information which guide subsequent planning activities. Accomplishing this task enables participants to easily "read" the village using the evidence at hand and collected during the inventory process.

The data and information that is included in this Handbook consists of a variety of forms, including:

Village features - naturally occurring, physical elements (i.e., vegetation, topography, or climate);

Village components - includes features, but encompasses material/cultural elements as well (i.e., landmarks, architectural styles, barns, cemeteries, or community events), and;

Village patterns - the location and distribution of features and components within the village (i.e., the grouping of structures in relationship to surrounding agricultural fields).

In cases such as the establishment of a new village, or where the preservation of character or heritage is less important, information may involve village features alone. Other planning programs need to consider the components and patterns of the village that are the result of human activities. In such cases, the functions and human activities which are attributed to the village character must be investigated for reference purposes.

To understand the village and the site it occupies, it is helpful to evaluate collected data in conjunction with a variety of observable conditions. Compiling a village inventory around the following conditions, derived from the National Parks Service, provides an effective way to package information for guiding the planning process:

> *Regional Landscape Pattern*
> *Land Use Activities*
> *Response to Natural Features*
> *Circulation Patterns*

> *Vegetation Related to Land Use*
> *Arrangement of Use and Structures*
> *Characteristics of Structures*
> *Supplementary Elements*
> *Views and Other Perceptual Qualities*
> *People's Characteristics and Influences*

Appendix IV contains explanations for each of these observable conditions and recommendations for producing information about the village using them as guides. Upon completion of this stage of the process the task force will be able to make comprehensive decisions about village conditions and formulate policies for its future.

INFORMATION EVALUATION

The objective of this stage of the planning process is to determine how existing conditions in the village compare to the community's goals. Once a determination is made regarding the status of conditions it is possible to focus on policy formulation geared to each particular village. Primary activities involved during this stage include: 1) determination of the village status and 2) identifying issues or circumstances to focus on to achieve community goals.

Determination of Present Village Status

The objective of this activity is to define a particular village planning program. The first requirement is to identify the general situation, which will guide subsequent planning activities. The status of a village may be

categorized as:

Village is intact and preliminary analysis suggests that integrity will be maintained without intervention;

Village is intact but anticipated changes threaten its integrity without intervention;

Village is not intact but established programs will resolve conditions without additional intervention;

Village is not intact and present circumstances will further diminish its integrity, or;

Village is not yet established and needs to be created.

To determine the status of a village it is necessary to compare the results of the inventory process to the adopted goals for the village planning program. For instance, if the goals state a desire to preserve an existing village, the information should be analyzed for consistency with the "principles of place." This comparison helps to determine the relative *integrity* of those components which define the *significance of the village*.

The *significance* of a village can be defined as the values attributed to it or its components by the local community. These values may be associated with the functions attributed to the village or the resources which it contains that reflect local heritage. Significance, therefore, could be defined by such criteria as the designation of an area as a place of historical significance or an area where people can walk for many of their daily needs (i.e.,

employment, education, or recreation). The information generated from the inventory process can be used to determine which resources or functions are found within a particular village that define its significance. The inventory process can also provide indications regarding the local community's perceptions regarding the significance of these various aspects. In addition, criteria used in such programs as the National Register of Historic Places or the Pennsylvania Heritage Parks Program can be used to determine the significance of village components and patterns in defining local heritage. Evaluating the *integrity* of a village involves analyzing the present conditions of those aspects that contribute to the significance of the village. Integrity is a measure of how well the village (its features, components, or patterns) depicts its significance. Integrity is manifested in a village or its components in several ways including: location, design, setting, materials, workmanship, feeling, and association. A comparison of the various aspects of the village which define its significance with the principles of place can help determine the integrity of its components and its overall status. A review of present regulatory controls or programs will help to determine how the status of the village, or its components, may change in the future.

If the goal is to expand or create a new village where none presently exists, the planning program and development process will be significantly different. In such circumstances, the evaluation of the significance of village components and patterns must rely on analysis of conditions in other areas for potential applications.

Identification of status at this stage is preliminary and may change in the future based upon detailed research. In addition, the integrity of certain village components or patterns may be sound while others are in need of attention. A general assessment of overall village integrity is, nevertheless,

useful in helping to organize planning research or policy formulation activities.

Identifying Focus Issues or Circumstances

The comparison of inventory information with planning goals will identify conditions or opportunities to focus on during the planning process. A comparison of existing conditions with "principles of place" will highlight deficiencies that can be addressed in a planning program. Preferences of residents and property owners can also be useful in identifying which issues or circumstances to address.

Once the issues are identified it is possible to determine which activities shall take priority and become the focus of program activities. If the village is relatively intact, planning activities may tend to focus on activities to maintain conditions which are consistent with planning goals. Such activities may include retaining the village fringe, enhancing community events, or formulating strategies for potential expansion.

If preliminary evaluations indicate that the village is not intact, the task force may consider techniques to rehabilitate or improve conditions to achieve planning goals. Activities such as review of codes or ordinances for possible amendment, promoting investment by property owners in rehabilitation activities, or undertaking capital improvements to public property requiring rehabilitation can be pursued.

If goals are to create or expand village areas in presently undeveloped or redevelopment areas, activities may involve investing in or promoting investment to achieve desired results. To achieve these goals, activities may include amending ordinance provisions, formulating land banking and investment strategies, or extending public facilities or services to accommodate new development demands in identified areas.

POLICY FORMULATION AND IMPLEMENTATION

Once the information regarding the village has been analyzed and the primary issues have been prioritized, it is possible to develop planning policies to achieve the goals of the community. Policies developed in a village planning program involve conditions which pertain to the village and its integrity. Some may involve the overall planning program while others apply to the village itself and goals regarding its continued integrity.

The following material describes some suggested policies and implementation strategies to be considered for a village planning program. While the policies included in this Handbook attempt to address the multitude and variations of issues which can be encountered, they should only be considered as preliminary guidelines. The various policies and implementation strategies should be carefully evaluated for applicability in each specific case. In certain cases the recommendations may 1) be irrelevant because the identified conditions are not present, 2) require enhancement to address unique circumstances, or 3) be needed but deemed infeasible due to limited local capabilities. The suggested policies and implementation strategies below should, however, provide a useful reference for the development of policies and implementation strategies for villages in Chester County.

PLANNING PROGRAM POLICIES AND STRATEGIES

The following policies apply to the village planning program in general. They define policies which affect the organization and formation of an effective local planning program.

POLICY I - *Coordinate Planning Programs*

It is important to ensure that village planning activities complement adopted planning programs for the municipality, County, and region. By coordinating activities, it is possible to avoid conflicts and the waste of resources which occurs when plans are inconsistent.

IMPLEMENTATION STRATEGIES

o   Consult and refer to the local comprehensive plan and its guidelines before adopting policies.

o   Contact and seek input from municipal and County officials into planning program objectives and conclusions.

POLICY II - *Seek Representation*

The complexity and challenges involved in a village planning program requires the involvement of multiple interests to achieve goals. The fact that private property, government controls, market influences, social structure, and other factors are involved in the process demands multi-party involvement. Each of these individuals or organizations plays a role in the process, but none can achieve their goals without support of the others.

IMPLEMENTATION STRATEGIES

o   Establish communications early and maintain them throughout the process. The planning process should begin with the notification and survey of all residents, government officials, property owners, and other individuals that have an interest in the community or development process. To gain the necessary input, involvement, or support of these individuals or organizations consider using:

*   Citizen surveys or interviews to gather input from local residents and property owners.

*   Public meetings to poll groups of individuals on their perceptions using nominal grouping techniques or visual preference surveys.

*   Press releases, community education forums, field trips, workshops or special events to provide information to interested individuals.

o   Develop a task force comprised of individuals that represent the various interests for the village (see Formation of a Task Force section).

POLICY III - *Minimize Complexity*

An important aspect crucial to the success of any process is to recognize that complexity and unrealistic administrative activities are counterproductive. Throughout the process emphasis should be placed on development of

strategies which are not overly complex or demanding in terms of design, development, or administration requirements. The complexity of the village form and associated regulatory tools make these tasks difficult, yet nonetheless important to recognize and stress throughout the process.

IMPLEMENTATION STRATEGIES

o   Formulate procedural requirements that are reasonable and based upon demonstrated purposes to avoid discouraging all progress in the village. If land development requirements are perceived as complicated but necessary, explore alternatives for encouraging project proposals by:

*   Reviewing other process requirements to determine if any opportunities are available to streamline the review to offset unavoidable complexities.

*   Providing capital improvements to adjacent public facilities to promote the investment of desired projects.

*   Providing incentives which balance the extra process requirements with additional opportunities (i.e., promoting historic preservation by allowing for additional use opportunities such as bed and breakfast operations or accessory apartments to offset additional costs).

*   Utilizing strategies for promoting desirable land use patterns from Policy VII.

o   Package information in the form of "user friendly" guidelines (see Policy

V) and provide opportunities to meet with applicants to discuss alternatives and options.

o   Ensure that proposed requirements do not exceed the levels of administrative commitment which are present or anticipated. Evaluate capabilities to determine present levels of expertise or availability to review and administer proposed requirements. Decide if the provisions are within present capabilities, can be accommodated with reasonable improvements, or create excessive demands on the capabilities of the municipality and should be postponed.

POLICY IV - *Focus on Goal Achievement*

The variety of interests and topics involved in a village planning program may result in emphasis on details and polarization of attitudes over specific topics. It is important to retain a focus on overall goals throughout such a demanding process to avoid becoming sidetracked over issues.

IMPLEMENTATION STRATEGIES

o   Incorporate the following recommendations (Stokes et.al. 1989, p. 264) into local programs to avoid these common problems:

*   Think broadly;
*   Build coalitions;
*   Concentrate on the long-term;
*   Become problem-solvers; and
*   Be risk-takers (try alternatives).

o   Start the planning program with a well-defined "vision" of the ultimate goal and package it so that it can be referred to periodically throughout the program when specific issues begin to cloud the purpose.

o   Develop strategies for obtaining objective analysis or mediation over issues that seem to confound resolution, such as:

   *   Ensuring that an impartial body (i.e., Zoning Hearing Board) will be available and has adequate guidance should approval of a land development proposal be denied based upon subjective criteria.

   *   Pre-arranging mechanisms which will trigger the involvement of a mediation process, as suggested in Act 247, the Pennsylvania Municipalities Planning Code.

POLICY V - *Manage Information Effectively*

An important policy to pursue in the village planning process is to expedite routine activities in order to concentrate on more significant concerns. Consideration should be placed on reducing time spent on collecting, processing, distributing, or using data and information. If this can be achieved, it will be possible to focus more time and resources on crucial activities such as design evaluation and deliberation.

IMPLEMENTATION STRATEGIES

To help reduce time spent on the routine activities a number of techniques can be incorporated into the planning program to make it more efficient and effective. These techniques may be unique to the village planning program

or incorporated into an overall municipal or organization program. Some of the techniques require only minor modifications to existing processes, while others may involve significant investment requiring careful analysis of costs versus benefits.

o   Consider modifying the land development review process to help focus attention on project design by utilizing the following techniques:

   *   Sketch Plan Submissions - The sketch plan submission promotes early communication between applicant and government officials to help highlight pertinent issues early in the process. This alleviates the difficulties which arise due to reluctance to consider alternatives after expensive engineering work has been conducted.

   *   Site Capacity Analysis Process - A frequent problem associated with the land development process is that excessive effort is devoted to determining the number of units or yield that a specific site can generate. Often this deliberation draws attention away from the goal of the process—to create quality site designs. If a procedure can be applied which expedites the determination of site capacity or yield, then more attention can be directed to design. This procedure[17] involves creating a site analysis review that defines site characteristics and their impact on the capacity to accommodate development.

o   Evaluate data manipulation techniques which can help provide information more effectively.

   The storage and manipulation of data relevant to an area such as a

village can be handled very effectively by employing computer technology in the process. Such systems can be used to make the site analysis, design, and review processes more efficient and effective.

The present expenses associated with these systems can prohibit their application in some situations. There are however alternatives to outright purchase of these systems which help provide the benefits at reduced costs. For instance, the evolution of systems which are available on a provider/client basis could allow users to enroll in services without the high capital costs associated with such systems. Other alternatives include government grants for technology, reduced vendor package prices, or shared services among different system users.

o   Compile design manuals and/or reference publications that provide information to help guide the implementation of the village planning process (see Appendix V).

POLICY VI - *Develop Intervention Capabilities*

Managing the many influences which could affect a village requires a multitude of skills and a high degree of commitment. Many situations require quick, decisive intervention and on-going commitment to ensure the realization of goals. This requires the formation of an organization that can react quickly, can meet with property owners to discuss options, can represent community needs, and can devote time and resources consistently to ensure goals are achieved. In many cases a local government cannot meet these requirements despite its demonstrated willingness. To supplement the role of the local government other techniques should be considered to

ensure that village planning policies are given necessary support.

IMPLEMENTATION STRATEGIES

o   Create Village Associations

The village association would be a group which can help implement the village planning policies. Similar to a neighborhood association this group would be comprised of local residents, business, and property owners that are committed to the preservation of the integrity of the village. The group could include former members of the task force and volunteers that were instrumental to the formulation of the village planning program.

This group could assume activities such as holding events to promote the village, meeting with property owners to discuss future land use alternatives, or implementing the various policies contained in the plan. The village association may have certain duties assigned to it by the local government such as reviewing land development activities, pursuing funding opportunities, or performing periodic evaluations of the village plan/design manual. Certain forms of status could be assumed by the group to assist in its implementation of the village plan such as:

*   becoming a non-profit organization to permit the group to own certain properties in the village;

*   becoming a Historic Architectural Review Board (HARB) that reviews alterations to resources for preservation purposes, or

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* acting as a chamber of commerce to help promote business opportunities in the village.

In the village of Waterford, Virginia residents have formed a foundation which assumes many of these responsibilities (see Stokes et.al. 1989, p. 255) contributing to the preservation of this successful community. They sponsor events and provide information to bolster the goals of the community.

VILLAGE DESIGN POLICIES AND STRATEGIES

The following policies relate to the conditions that affect the village design such as land use, landscape patterns, circulation, resource conservation, and support facilities or services.

POLICY VII - *Manage Land Use Effectively*

The realization of a desired land use pattern is crucial to the village. To achieve the characteristic mix of land uses, analysis of the land use regulatory process and techniques for promoting desired land use patterns is recommended. Although most villages are relatively small in terms of land area, the mixing of land uses characteristic of the village pattern creates significant complexities in terms of land use management. The opportunity for such use mixes to occur must be allowed and even promoted through regulatory controls.

Land use regulations are critical aspects which affect the village and its long-term status. They are controlled by the State through legislation, which empowers municipalities to directly control land use, through their zoning

ordinance. Indirect influences in this process are local residents and market forces which influence these controls. While land use controls are important factors, it is important to recognize at the outset their limitations in the overall process. Since the land use controls only define what is permitted, the most they can accomplish is to provide opportunities for villages to occur. Regulations cannot and do not guarantee that the village will evolve. The regulatory controls are nevertheless crucial components, which in conjunction with other factors can determine the success of a village planning program.

IMPLEMENTATION STRATEGIES

o   Establish effective zoning approaches to manage land use patterns.

Review the land use goals, the village design principles regarding land use mixes, the present land use patterns, descriptions of various zoning approaches (see Appendix II, Zoning Approaches) and municipal administration capabilities. From this evaluation determine which of the following conditions applies:

* the present approach is adequate;
* the present approach is inadequate and should be completely modified, or;
* the present approach is inadequate but administrative limitations permit only minor modifications.

Based upon this analysis, plot strategies to amend the zoning or other regulatory controls, as applicable.

o   Explore the Management of Accessory Uses and Structures

Accessory uses and structures in the village are as important as principal uses in many respects to the village and its functions. Uses such as home occupations, accessory dwelling units for relatives, child care facilities, and boarding accommodations have a long tradition in village communities. Accessory structures such as barns, garages, bus shelters, and greenhouses have also been commonly associated with villages.

The opportunities and concerns associated with these accessory uses and structures are often different from those in other residential or commercial areas. Sometimes they are considered more appropriate in such community places. It will be important to analyze these issues as they pertain uniquely to the village and to evaluate applicable regulatory controls. It may be necessary to develop regulatory controls to address these issues in the village separately from other areas in the municipality.

o   Promote Desirable Land Use Patterns.

Even if the land use regulatory controls provide all perceivable opportunities, it does not guarantee that the goals will be achieved. Often the most desired uses, such as the general store, craft shop, or community center are unable to locate in a village due to limited resources or knowledge about opportunities. It will also be important to maintain existing desirable land uses while also encouraging new uses. Depending on the types of uses desired in a community it may be necessary to develop strategies to achieve the desired land use patterns.

Whatever strategies are developed, involvement by both municipal officials and citizens or business owners will be helpful to this process (see Policy II).

To further promote the desired land use patterns, zoning provisions may be amended to include incentives to attract uses deemed most appropriate in the village. The incentives could include:

*   clauses which exempt existing desirable uses from meeting specific design criteria in the village;

*   reductions in normal requirements such as parking spaces or landscaping or screening/buffering requirements, or;

*   additional use opportunities (dwelling units above stores) for some uses to occur in the village area.

POLICY VIII - *Maintain Compatible Density Controls.*

Zoning density designations should provide opportunities to preserve the integrity of the village area by recognizing both built and unbuilt components (village fringe). A number of lot design approaches to secure the fringe area of the village exist (see Policy IX), but all are contingent upon the overall density that is established. Ideally density is set at levels to accommodate a structure and small yard area (built area) plus additional open space areas to preserve the village fringe (unbuilt area). If the density established for the village is set high, the village fringe will either not be retained or can only be obtained through some open space acquisition techniques.

IMPLEMENTATION STRATEGIES

o   Consider zoning density approaches and amend where necessary.

Review the goals, the village design principles regarding land use patterns, descriptions of various zoning approaches (see Appendix II) and municipal administration capabilities. From this evaluation determine which of the following conditions apply:

*   the present approach is adequate;

*   the present approach is inadequate and should be completely modified, or;

*   the present approach is inadequate but administrative limitations permit only minor modifications.

Based upon this analysis, determine if and how to amend the zoning or other regulatory controls, as applicable.

POLICY IX - *Use Appropriate Lot Design Controls*

To retain the integrity of the village it is necessary to have land development occur in patterns that reflect existing village lots. This is necessary to create the streetscapes and fringe areas that epitomize the village landscape. Several factors influence the lot designs and overall village patterns which require consideration. The most direct factors that influence lot designs are zoning ordinance provisions that control the arrangements, dimensions, and coverage requirements that apply to the village. Indirect factors which influence the lot arrangements are streets, natural features, support facilities (water, wastewater systems), and open space patterns.

IMPLEMENTATION STRATEGIES

Several criteria should be satisfied in regards to lot area arrangements to maintain or create the village integrity. To help to achieve these lot and bulk design criteria determine how present controls address the following conditions and consider using suggested techniques, to address any inadequacies. These criteria should coincide with the lot design controls to achieve the streetscape as defined in Policy XII and Appendix III.

o   Evaluate village lot sizes.

Residential lots should be small (i.e., similar to existing village lot sizes), but not high density (see Policy VIII). For multi-family or non-residential uses lot sizes may be required to be larger to accommodate additional impacts but should be configured to mimic typical village lot configurations. Consider using suggested lot design alternatives in Appendix 11 if present regulatory controls do not provide opportunities to create these small lot patterns.

o   Evaluate the arrangement of developed land and open land.

The distribution of developed and open land in the village should maintain the pattern of a grouping of structures toward a common center surrounded by a fringe of open land. A number of lot design techniques are available to help achieve this distribution of land use in

the village if present regulatory controls or other mechanisms are inadequate (see Appendix II).

o Link the size of village lots to the availability of community water/wastewater systems.

Lot size decisions should reflect the availability of community-water/wastewater systems. If such systems are unavailable, lot sizes should be adjusted to ensure adequate on-site service without diminishing the integrity of the village (i.e., lot sizes can remain larger to accommodate areas for individual on-site systems, but houses can be grouped together to replicate the village pattern by permitting setback and yard areas to be compatible with those found in villages).

o Review lot dimension requirements to determine how they coincide with common village patterns. Amend these dimensions as necessary to ensure village integrity. In a village, lots are typically narrow at the street and deep from front to back. Buildings are often set close to the road to maintain a human scale streetscape ratio. These dimensions often vary from one property to the next, but retain a distinct pattern. The various dimensions can be identified through surveys of existing village area properties.

While strict standards and repetition should be avoided, average standards should be followed to maintain or establish the streetscape dimensions and ratios that characterize the village. To accomplish this goal, maintain minimum and maximum front and side yard dimensions or ratios to address needs and design criteria.

o Review lot coverage and bulk requirements to determine how they coincide with common village patterns. Amend these standards as necessary to ensure village integrity.

Lot coverage and building height are controls which regulate the mass of structures and uses as well as address several safety related issues. Lot coverage ratios in the village are relatively high, as compared to suburban land use patterns due to the relatively small lot sizes. The overall village coverage, however, is much less if the open space fringe area is taken into account. Recommended strategies for lot coverage must be incorporated into the lot design alternatives which are selected for the village.

Buildings in the village typically extend up rather than out but are rarely found extending over three or four stories. Building height controls should continue to promote the vertical as opposed to horizontal character of the village. This helps to retain the ratios that define village streetscapes and also avoid the problems associated with excessive lot coverage such as increased stormwater runoff or the absence of vegetation. Techniques that can help promote a vertical orientation include a floor to area ratio control for lot coverage. This ratio limits the amount of floor area which is permitted on a given floor, which encourages certain land uses to build up rather than out. This ratio also helps reduce the amount of lot coverage associated with a development by restricting horizontal development. Another effective way to promote the vertical arrangement is to allow for use mixes in a structure such as commercial on the ground floor with dwelling units on the upper floors.

Height controls should coincide with streetscape controls to maintain the recommended ratios. These controls must be formulated in accordance with the front yard setback and street width controls to achieve these objectives. Controls for the village streetscape should identify maximum distances between adjacent front facades or maximum ratios to maintain the streetscape dimensions. In situations where it is impossible to meet these controls, options such as landscaping to maintain the corridor edges should be used.

POLICY X - *Manage Resources Effectively*

The resources which contribute to the integrity of a village must be preserved if the village character is to be retained. To achieve this policy resource preservation programs must be formulated to achieve the greatest results with limited resources. In addition, care must be taken to avoid creating strategies which stifle vitality, produce successful legal challenges, or raise significant local opposition. It is also necessary to ensure that resource preservation works successfully in conjunction with other village or local planning policies such as open space preservation or environmental management strategies for water/wastewater use.

IMPLEMENTATION STRATEGIES

o   Prioritize Resources

Using information collected regarding natural features, structural components, important vantage points, or peoples' preferences prioritize the village resources which have been identified. Priorities

should be based upon the value of the resource in interpreting the heritage of these places or contributing to existing "quality of life." Other criteria which may sway priorities are potential development pressure or timing requirements which affect various preservation techniques (i.e., time to initiate administrative processes).

o   Determine Resource Vulnerability

From the prioritized list of resources, determine which are most vulnerable to influences which threaten integrity. For instance, consider how land use activities or circulation improvements could diminish the integrity of a resource. Evaluate applicable existing legislative or regulatory programs, deed restrictions, conservation easements or other techniques which apply to the resources to determine if the anticipated impacts are controlled. Upon completion of this evaluation re-consider and prioritize the list of resources based upon vulnerability of resources. This list can be used to guide resource preservation programs.

o   Identify Preservation Strategies

For each of the prioritized resources, develop a preservation strategy utilizing one or a combination of the following techniques. The techniques selected should focus on minimizing the perceived influences which are expected to diminish the integrity of the resource.

Purchasing the Resource - Acquiring the resource provides the greatest assurance that goals shall be satisfied, since all rights can be held and controlled. The costs involved in such acquisitions can, however, be

prohibitive due to limited funding. When acquisitions are made, they are often controlled by foundations which have been established for such resource preservation management activities.

Several alternatives exist to acquisition of the entire resource, that reduce costs making resources available for multiple purposes. Among the techniques which have been used effectively in such planning programs are:

* Purchasing the resource in order to resell it with deed restrictions;

* Purchasing certain rights on the property (easements) deemed to be vulnerable such as visual appearance, pedestrian access, or continued agricultural activity, or;

* Accepting conservation easements or donations of property.

Amend Local Regulatory Controls - Develop local zoning, subdivision, or building code provisions that manage the impacts to local resources. Such regulatory controls may include forming an historical architectural review process, strengthening design criteria, or amending the administrative review process.

Provide Information and Promote Resources Protection - Increase the awareness of the value of the local resources and their susceptibility by providing information (see Policy V) or encouraging resource preservation through the land development process (see Policy VII, VIII, and IX).

Pursue or Promote Preservation Programs/Activities - Pursue opportunities at the County, State, Federal government level or conducted by private foundations to help achieve local resources preservation strategies.

POLICY XI - *Secure Vital Open Space Areas*

Open space policies pertaining to village planning should be formulated to achieve several objectives including:

* Maintaining rural character;
* Achieving resource protection strategies;
* Securing significant open space areas to the village integrity (village fringe or viewsheds);
* Helping to offset land use impacts;
* Providing opportunities for leisure activities;
* Securing habitats for wildlife and vegetation;
* Promoting continued opportunities for agricultural activity;
* Contributing to higher quality landscape designs, and;
* Keeping areas open for public events.

To effectively meet these objectives, strategies must be formulated that seek to secure the most appropriate areas for open space and accomplish this task without placing excessive burdens on the public or private property owners. Achieving these goals often requires the preparation of plans which identify significant areas to reserve as open space and techniques to achieve these objectives.

Open space should be obtained in locations best suited to the functions it is intended to provide. For instance, the open space required to secure the fringe should be located at the perimeter of the village if it is to satisfy its purpose. The value of an area of open space is derived largely from its location and arrangement. Open space which is simply left-over rarely satisfies the intended functions for which it is desired.

IMPLEMENTATION STRATEGIES

o Compile an Open Space Needs Analysis

Evaluate the needs for open space in the village by evaluating the following conditions or influences:

* site conditions in the village identified in the inventory process with particular emphasis on boundary demarcations, land use patterns, natural/cultural resources, and significant vantage points;

* characteristics about the local residents which may influence leisure activities or perceptions about open space (consult demographic data, identified goals and objectives, survey results, public meeting findings, or visual preference surveys), and;

* plans or standards which identify open space/recreation needs (consult municipal open space plans, standards used to gauge open space/recreation needs [National Park and Recreation Association], or land development controls).

Based upon an evaluation of these conditions identify suitable areas for open space in the village. Such areas would include open space areas in the village core to meet local residents needs and preserve resources, external open space areas to maintain the village fringe, or miscellaneous open space areas such as greenways to preserve streams or accommodate pedestrian circulation. Once this identification has occurred use the steps in Policy X to determine the relative vulnerability of resources in order to focus upon resource preservation strategies.

o Incorporate Open Space Protection Techniques into Land Development Regulations

Although a number of alternatives exist to acquire open space (see Policy X), the most effective way to obtain the necessary land for this purpose is through the land development process. A number of techniques exist to secure land for open space through the land development process (see Appendix II), however, all require that the density permitted reflect the necessary area for open space in addition to lots for development purposes.

o Adopt an Official Map for Open Space

Once the crucial open space areas of the village are identified use an official map to identify these areas as a way to help guide land development activities and to initiate acquisition options should the property be sold.

o   Formulate an Open Space Management Program

It is crucial to define how open space should be acquired, owned and maintained. Using the open space needs assessment as a guideline, develop strategies which define how to secure these open space resources. The options chosen should be based upon the proposed use of the land and adopted municipal policies.

POLICY XII - *Maintain Village Streetscape Controls*

The strategies used to achieve streetscapes with a village character shall involve land use, lot design, structural guidelines, circulation, and landscaping recommendations. These policies should be coordinated to create a streetscape pattern in the village which retains a human scale character, yet functions adequately to accommodate pedestrian and vehicular traffic. If the policies for these various components of the streetscape are followed, this goal will be achievable. There is, however, a need to provide direction and coordinate designs for the land development review process.

IMPLEMENTATION STRATEGIES

o   Define Village Streetscape Criteria

Policies for the streetscape(s) of the village should be contained in a village design manual for convenient reference. The manual should depict, through text and sketches, the desired "vision" for the various village streetscape(s). Details and designs, such as setbacks, structural facade treatments, road cartways and sidewalk standards, street tree types and locations, streetscape ratios, treatments to "contain" the road, property access, parking, lighting, signs, and other aspects should be included (see Appendix III for streetscape design criteria).

o   Incorporate references to streetscape design criteria into local ordinances.

POLICY XIII - *Promote Pedestrian Circulation/Accessibility*

This policy involves maintaining or establishing a village-wide pedestrian circulation system which provides linkages among uses in the village, avoids vehicular/pedestrian circulation conflicts, and takes advantage of pedestrian opportunities. The strategies used can be incorporated into the municipal comprehensive plan or a village design manual.

IMPLEMENTATION STRATEGIES

o   Require that land development activities incorporate village criteria into the project design.

Many of the objectives relative to pedestrian circulation can be achieved by requiring that new land development integrate village criteria for land use and lot configurations into the project design. The mix and grouping of land uses controlled through zoning, creates the opportunities for people to be able to walk to many destinations.

o   Establish effective design criteria in local ordinances which ensure that pedestrian circulation is considered in all site access, street, or parking

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design aspects of the land development review process. In cases involving public uses in the village, design criteria can be included to require interconnection with pedestrian circulation systems and adjacent properties as a condition of approval.

o Manage the vehicular traffic conditions to avoid conflicts with pedestrian circulation (see Policy XIV).

o Develop techniques which ensure that the pedestrian circulation network expands according to the local objectives.

Expansion or in-fill patterns of the village are significantly influenced by the pedestrian network that is used. In order to create a network for pedestrians that is consistent with the criteria for village patterns, consider using the following techniques:

* adopt an official map which establishes a network for the expansion of the sidewalks or pedestrian paths to serve the village;

* incorporate design criteria and standards into local ordinances and codes that promotes the establishment of the future pedestrian circulation pattern, and;

* incorporate strategies for the future circulation network into a capital improvements program for the village.

o Pursue funding from outside public and private sector sources such as impact fees or state transportation programs.

POLICY XIV - *Manage Vehicular Circulation*

The vehicular circulation policies must establish strategies to accommodate this form of traffic while maintaining the village character. These policies will affect land use patterns, pedestrian circulation opportunities, and overall quality of life. Tasks to address include: accommodating local and regional traffic, promoting pedestrian circulation opportunities, influencing future land use patterns, and addressing parking requirements.

While maintaining safety shall be an important goal, certain objectives such as improving efficiency, must be balanced with an overriding need to maintain character and pedestrian circulation. The streets in the village should be maintained as local streets to ensure that the pedestrian character of the village is not overshadowed by vehicular traffic. For this reason, circulation "improvements", such as increased road widths or curb radii, deceleration lanes, or large road rights-of-way may conflict with these goals. The village planning strategies must be able to effectively balance these two planning priorities.

IMPLEMENTATION STRATEGIES

o Identify road functions and management options.

Each road in the village must be evaluated to determine its function and its relationship to the remainder of the village. In most cases, there is an inverse relationship between road volume and village integrity. If the traffic is primarily local traffic (terminating in the village), it can be managed by distributing it throughout the street grid system. If the traffic is regional, it is more difficult to disperse it in the

village. Many villages in Chester County contain roads which carry increasing volumes of pass through traffic. If a village contains a road in which regional traffic is steadily increasing, a number of management strategies should be considered (see Figure 4-2).

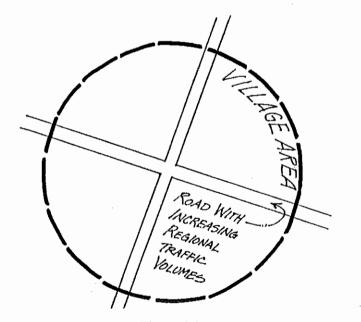Perhaps the most effective strategy is to remove the traffic from the village by building a bypass or rerouting traffic on alternative routes (see Figure 4-3). Due to the costs involved or lack of available space for an alternative route, this solution may be infeasible.

Figure 4-2
The integrity of this village is being diminished by the increasing volumes of traffic on one of its roads.

Figure 4-3
In this sketch the traffic has been re-routed onto a by-pass around the village.

When by-pass options prove infeasible, alternatives must involve re-configuring the village itself to retain its integrity. Unfortunately, this may involve splitting the village into two for planning purposes (see Figure 4-4). In such cases, the former village is no longer a unit and
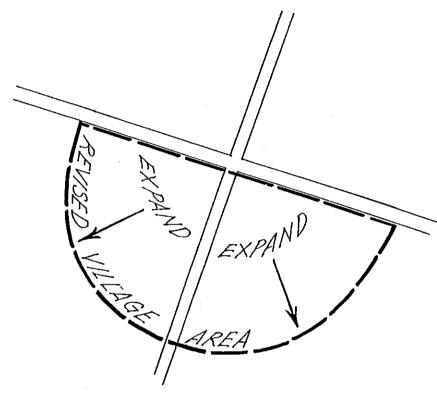
Figure 4-4
In this sketch planning activities are confined to one side of the road. The strategy
is to concentrate on one side to maintain the integrity of a portion of the village.

planning activities should consider the two halves as distinct, focusing
on maintaining the integrity of one side, or both if possible. It is
important to decide how the split village will function. If possible, try
to ensure that one half retains the important community components,
such as local stores, school, or post office. In Chester County, an
example of a split village is Cochranville. Parts of the former village
have become disjointed due to the heavily traveled Route 41 corridor,

but the integrity of the village is retained on the western part.

o   Maintain/establish techniques to maintain residential street functions.
In addition to seeking solutions to regional traffic situations, it is
necessary to retain residential street character to maintain the integrity
of the village. Some techniques to achieve this strategy are:

*   Maintain street design criteria in local ordinances consistent with
residential street functions

*   Maintain speed limits comparable to other residential streets.

*   Use street design treatments such as changes in surfaces or signs
to signal drivers that pedestrian crossings are present.

o   Develop techniques which ensure that the vehicular circulation network
expands according to the local objectives.

Expansion or in-fill patterns of the village are significantly influenced
by the street network that is used. In order to create a street network
consistent with the criteria for village patterns consider using the
following techniques:

*   adopt an official map which establishes a network for the
expansion of the streets and alleys to serve the village;

*   incorporate design criteria and standards into local ordinances and
codes that promotes the establishment of the future vehicular
circulation pattern, and;

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* incorporate strategies for the future circulation network into a capital improvements program for the village.

o Promote the use of alleys.

Alleys help to reduce traffic related problems in the village by providing alternative routes, access, and parking. Alleys also provide other benefits such as providing alternative locations for utility services. Alleys can be promoted in the village using the same techniques suggested for streets that are contained under this policy.

o Pursue funding opportunities from outside public and private sector sources such as impact fees or state transportation programs.

o Establish parking strategies that complement the village character.

Parking is another significant issue related to automobiles in the village. The designs for the storage of vehicles plays an important role in the perception of the village. Although vehicles will, by necessity, be present, a village should reflect a place for people, not the automobiles they ride in. As such, parking should be designed to be as unobtrusive as possible in the village.

While adequate parking should be provided to meet the required needs of all uses, it should be the minimum amount of spaces required and should be provided in side or rear yard areas to limit visibility. On-street parking should, however, be provided where possible to meet some parking requirements and to provide a screen between vehicular and pedestrian traffic. To help achieve these objectives, the following ordinance provisions should be considered:

* Analysis of current parking requirements for individual uses - reduce any that are excessive;

* Consider requiring 75 percent of required spaces to be constructed and remaining 25 percent held in reserve;

* Consider shared parking between uses to reduce overall parking requirements in the village;

* Prohibit front yard parking;

* Promote linkage of parking areas between adjacent uses;

* Evaluate buffering/screening provisions;

* Determine if public parking lots can be permitted as a principal use;

* Ensure that lot ingress/egress access controls minimize conflicts with pedestrians;

* Evaluate parking area access to promote rear access for alleys; or

* Consider a fee-in-lieu of parking an option to help create new public parking areas.

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POLICY XV - *Use Landscaping as Integral Design Tool*

The use of landscaping can be an effective design tool to improve the quality of a village landscape. Landscaping policies should determine where and how landscaping is recommended/required, what type of landscaping to use, what purposes are to be satisfied, and how landscaping will be preserved or maintained. Requiring landscaping is an effective way to maintain the character of a village, although it may be inappropriate to require some land uses to meet all defined landscaping requirements.

IMPLEMENTATION STRATEGIES

o   Determine how landscaping should be provided or preserved in the following circumstances:

* General lot landscaping;
* Street trees;
* Preservation of existing vegetation;
* Parking lot vegetation;
* Landscaping used for screening; and
* Landscaping objectives relative to stormwater control.

o   Incorporate landscaping techniques into local ordinances that have been recommended.

o   Provide guidance for the use of vegetation by incorporating recommendations for choosing the vegetation, applications, preservation, planting instructions, and maintenance information into the village design manual.

o   Promote the landscaping goals of the village, by encouraging foundations or volunteer groups to conduct activities, such as planting programs, pruning services, or information seminars.

POLICY XVI - *Develop Village Water/Wastewater Policies*

In a village setting, two common factors are present which affect policy formation for these services. The relatively small lots make it difficult to have on-site water and wastewater treatment systems. In many Chester County villages, on-site sewer systems are present due to the age of the systems and their relative grouping. The need to secure minimum distance between water supply and septic system, coupled with the small lot sizes, limits replacement area choices. The second common factor is that villages are often located in rural areas which lack public sewer systems.

Policy formulation regarding water and wastewater service is a critical consideration for both existing and new villages. If the village pattern of small lots grouped together is to be maintained, some form of community service, particularly for wastewater collection, may be required. The decision to allow community systems by a municipality requires careful consideration of design, management, and ownership issues, but the village pattern itself presents opportunities for the establishment of innovative systems.

The village fringe, often consisting of open space buffer areas, presents land areas that can be used for surface or subsurface wastewater infiltration. Similarly, community wells could be located in these preserved open space areas away from potential contamination sources.

o   Amend the official wastewater facilities plan to include revised system design and areas.

o   Develop policies to manage the ownership, maintenance, and management of community systems.

EVALUATION OF LOCAL PLANNING PROGRAMS

At some point in time a task force needs to reflect on its past achievements, current projects and future direction. The evaluation process allows the task force to examine what worked well, what didn't and why. If the primary goals and objectives have been accomplished the organization might want to place more emphasis on new goals and set of objectives to achieve the vision for the village.

For example, a task force established to develop an overlay village zoning district may accomplish its task and be dissolved by the local government or retained to address a new goal. The local government may want to attract a developer to build affordable housing in the village or they may want to establish an open space program to create a buffer area.

Sometimes the viewpoint of an outsider may help the task force see what they have actually done. For example, an outside evaluator may notice that the task force is doing a good job at getting the village concept included in the municipality's written ordinances but they are having trouble raising funds. The evaluator may suggest that the task force now needs to change

its focus and concentrate on the built environment and show the people something tangible. This might lead to increased citizen interest and increased donations.

However the evaluation is conducted it is important that the process is evaluated on a periodic basis and adapted to changing circumstances. The process requires continuous consideration if the vision for the village is to be achieved and/or maintained.

APPENDIX I
PRINCIPALS OF PLACE

Appendix I provides an expanded description regarding the concept of place, which is used in Chapter 2 to define the village pattern. The village is described in Chapter 2 as a type of community–oriented place. Discussions in this Appendix elaborate on two of the perceptions associated with the concept of place, namely "sense of place" and "community orientation." Since both of these concepts are perceived qualities, which are subject to various interpretations, it is often difficult to define them using measurable standards or identifiable characteristics. Since definitive measures are often unavailable, it is helpful to evaluate a village relative to design principles that are attributed to the concept of place. Sources for these principles include notable references that have contributed to our knowledge about such places and studies or programs which have evaluated these concepts which are relevant to land use patterns in Chester County.

The Chester County Year 2000 Program, held in 1992, contained recommendations relative to the concepts of place and community orientation. Among the suggestions was the promotion of "Communities of Place." According to Anton Nelessen, who provided consulting services for the program, a "Community of Place" is defined as "the three and four dimensional relationship of buildings and landscapes, in positive harmonious relationship with the human scale and natural environment, enhancing and creating a sense of community." Descriptions and recommendations regarding "Communities of Place" from the Program, which coincide to those in this Handbook, are included in this Appendix for reference purposes.

The following text includes descriptions of the principles of place, which are

associated with the character of a village. For the purposes of this Handbook, descriptions focus primarily on one type of community–oriented place, the village pattern.

CENTRAL OR FOCAL POINT

"We need to establish a relation and proportion between the different parts of our design. We need to emphasize some parts and subordinate others, and the best way to do this in town design is to have definite centers."
Sir Raymond Unwin, Town Planning in Practice

The perception of a place, as defined by an inward orientation towards a center, has long been an feature of human settlements. The physical structure of Chester County villages reflects this central focus or orientation. Village centers in Chester County have served a variety of purposes including public assemblage, worship, recreation and marketing. One important aspect of these centers is that they are all associated with communal, as opposed to private, activities. Since centers of villages have always been equated with the focus of life in the community they are designed to be near the center, accessible to all, and to serve as a focal point of circulation. The center is often equated with a grouping of important activities in the community (see Arrangement of Important Functions -next principle) which is reflected in the presence of government, religious, or

commercial functions.

Although most roadside villages lack the formal open space common, found with the squared village pattern, its main streetscape provides many of the functions of a central community place. This streetscape becomes an exterior public room which provides many of the functions provided by the village common.

> *"The main structure of a site design is most often some sort of hierarchy, dominance, or centrality. Thus there may be a central space to which all other spaces are subordinate and related or a dominant path linking many minor paths together."*
> *Kevin Lynch, Site Planning*

The concept of a village as a center or focal point in the region is demonstrated by the fact that regional uses such as post offices, churches, stores, or schools are often found in a village. Although such uses are not as prevalent in Chester County villages as had been the case in the past, they are still a common fixture. Another factor which illustrates the aspect of central focus is the occurrence of events that are held in village areas such as Chadds Ford Days or the Marshallton Triathalon.

> *"The essence of its being is reflected in its physical layout. The Common is the nucleus of the village life - physically, legally, socially for in and around this are fitted the various elements of human activity in all the structural symmetry of a starfish."*
> *Benton MacKaye, The New Exploration*

ARRANGEMENT OF IMPORTANT STRUCTURES OR FUNCTIONS

This principle is closely aligned with the previous principle of central focus. A perception of place has long been equated with the grouping and combination of structures or uses that have community-wide significance. Such a grouping of uses often creates a perceived place with an identity which often overshadows that of any individual unit. This phenomenon can be found when uses are arranged in relatively close proximity (i.e., around a square, in a campus type setting, or within a convenient walking distance).

An important aspect of this arrangement is that the relative clustering of these important community uses provides opportunities for the integration of essential functions (see Integration of Activities, Functions, and Experiences principle) which creates a place of community focus and function. Vistas terminated by important buildings or functions also help to define the significance of the place. This theme is echoed throughout the works of early and contemporary community planners and is evident in many existing villages in Chester County.

> *"[T]he situation of chief buildings generally gives emphasis to one or more points in the plan; often some building or structure on the central green or gravelled space, the village pump, a covered well, a little market hall, the village lockup, or occasionally a bigger building, will give something of the same kind of punctuation to the whole as a monument does in a city square."*
> *Sir Raymond Unwin, Town Planning in Practice*

SENSE OF ENCLOSURE AND EXPERIENCE OF CONTRAST

One of the most commonly expressed experiences associated with a place, such as a village, is the feeling of intimacy or enclosure. This principle is related to the feelings associated with a particular space, as defined by the elements which confine it. These associations of space and experience are frequently considered with indoor rooms. Such perceptions can also be equated to outdoor spaces, in which walls and other vertical elements such as hillsides, trees, and fences define the enclosures which people experience.

This principle is applicable to the village, as a place, and is most obvious in respect to the village streetscape. A village streetscape is simply a corridor framed by opposing buildings along a street. It is considered a type of public exterior space and is frequently compared with indoor spaces in terms of dimensions and functions. The dimensions of the typical Chester County village streetscape utilizes human scale dimensions (see Human Scale and Pedestrian Oriented Designs - next principle) which provides the sense of enclosure which helps to define a place.

Contrast is another strong element that helps to distinguish a place from its surroundings. The difference is often experienced as a transition between the components that define a particular space. Aspects of the landscape such as ground cover, shade, or building materials can influence our perceptions or experiences of a place. A dramatic transition from one location to another, resulting in an abrupt change in our experience helps to define a place as unique. An important aspect relative to transition is to emphasize the points of transition as is done in building design techniques which provides moldings to edges, entrances, and windows. These treatments can be applied to entry/exit points and viewshed edges. A village

must be physically distinct from its surroundings to be perceived as a place; this often requires both that its structures be clustered together, creating a center, and that it be surrounded by open space, to establish its edges.

> *"Once a readable space is established, it has a strong emotional impact on the observer. The intimacy or constraint conveyed by a small enclosed space and the exhilaration or awe of a great opening are universal sensations. Even stronger is a sensation between the two: the powerful sense of contradiction or release."*
> Kevin Lynch, Site Planning

HUMAN SCALE, PEDESTRIAN ORIENTED DESIGNS

This principle is perhaps one of the most significant to the establishment of a place. Scale is essentially a proportional relationship between various dimensions. In maintaining the village pattern, design decisions which involve a determination of the size of various components (i.e., building height/spacing, street width, block length, etc.) should be relative to a human scale.

While designers have long considered scale in their plans for buildings and interior spaces, the use in designs for outdoor spaces is often overlooked. Designers employ a range of scales to achieve their project purposes. They may either be at a human scale to appear comfortable and intimate or, conversely, larger than life to create an imposing, dominant place. This range of scales could be employed in outdoor spaces as well and can be used to achieve different types of places (see Figure I-1). For
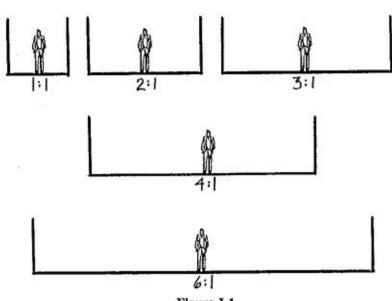
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Figure I-1
This sketch illustrates a comparison of scale of different enclosures.

community–oriented places such as a village the more intimate human scale will be most appropriate. Variations to this scale might be employed to add emphasis to important places such as a church or public square. The use of a human scale to define streetscapes is a common feature in Chester County villages. Lynch's description of scale and its various ranges of applications for design purposes can be found in most Chester County village patterns.

These applications of the use of scale, as described by Lynch, have several implications for a village pattern which are discussed throughout this Handbook.

"Spaces differ in character according to their shape and their proportions. Proportion is an internal relation and may be studied in a model, but spaces are also judged by their scale with respect to objects outside themselves.... A relation to the scale of the surrounding landscape must also be established. Fitting new functions into a mature and established landscape without disrupting the old scale is an exacting task. Finally, a space has a scale with respect to the observer himself and either appears measurable by him or takes on an awesome and superhuman size. In each case, the scale relationship should be decisively intended and decisively carried out.

A few tentative quantities can be assigned to the size and proportion of comfortable external spaces. Developed empirically, these rules seem to derive from the characteristics of the human eye and from the size of the objects that are generally of greatest interest to it, that is, human beings.

There are limits to the angle of clear vision and to the rapidity of scanning. An object whose major dimension equals its distance from the eye is difficult to see as a whole but easier to analyze in detail. When it is twice as far away, it appears clearly as a unit; when it is three times as far, it is dominant in the visual field but tends to be seen in relation to other objects. As the distance increases beyond four times the major dimension, an object simply becomes one part of the general scene, unless it has other qualities to focus our attention. Thus it is often said that an external enclosure is most comfortable when its walls are one-half or one-third as high as the width of the space enclosed, while if the ratio falls below one-fourth, the space ceases to seem enclosed. If the height of the walls is greater than the width, then one does not see the skyline or easily judge the wall's height. The space comes to resemble a pit or a trench. These rules assume viewing positions near the edge of the space and the intent to produce comfortable yet clearly bounded areas."
Kevin Lynch, Site Planning

Another important technique that helps achieve a sense of human scale is to design it for primary access by pedestrians. Designs for this mode of transit (see Circulation under the Physical Characteristics section in Chapter 2) complement the use of scale in outdoor enclosures.

CONTINUITY AND SIMPLICITY OF FORM

Continuity and simplicity of form are important principles of place, relative to the village pattern. Sharpe refers to the village as the country cousin of towns and cities. His descriptions accent the use of rough hewn building materials and indigenous landscape treatments. He points out that the theme of a village is often equated with the common types of building materials, which were acquired from local sources. The perception of continuity and simplicity in design is needed to ensure that the place can be easily identified. Although simplicity and continuity are stressed, this should not be mistaken for monotony and replication. The design should contain enough diversity to make a location interesting and active (see Diversity principle) without going to extremes which may result in unpleasant or intolerable experiences.

> *"The sought for effect is usually broad and simple rather than precise and intricate. Richness is inherent in the material, and an intricate plan may end in confusion."*
> Kevin Lynch, Site Planning

This principle of simplicity and continuity attributed to a village, is due in large part to the gradual evolution of a location over long periods of time.

The parts may reveal common materials, orientations, spacing, or other elements that represent a common form. This simplicity and continuity may reflect a common purpose or the impact of a dominant force such as the climate, economic system, or local culture. This is one of the aspects of place which is difficult to replicate since new development is not influenced by these same factors.

> *"It is obvious that our new villages and our rebuilt older villages cannot in the future have the artless and unsophisticated simplicity of the natural growing villages of the past. We have, then, to decide whether village building shall take an entirely new form...or whether we should continue something of the long-developed traditions of the past, and try to give our future villages something of the essential character of the old."*
> Thomas Sharpe, The Anatomy of the Village

Although most Chester County villages are diverse they exhibit common themes in many respects. An example of this can be seen in terms of architecture. Few, if any of the villages in the County have a dominant style of architecture, yet there is a continuity of styles reflected in the materials utilized, the massing of the structures, the orientation and arrangement of the buildings, and the scale of the designs. Despite the fact that architectural style or period is often eclectic, continuity is maintained among the various styles present which maintains the sense of a unified place.

DIVERSITY

Perhaps one of the most universal principles related to the village concept is a rich diversity among its components. Although the principle of

continuity might suggest an aspect of conformity, this is not the case. In fact, diversity and continuity are both crucial conditions that must be in balance for the formation of community and place.

> *"Both in town and site planning it is important to prevent the complete separation of different classes of people...The growing up of suburbs occupied solely by an individual class is bad, socially, economically, and aesthetically."*
> Sir Raymond Unwin, Town Planning in Practice

Diversity in the village pattern is present in many forms such as its demographic configuration, the composition of land uses, the styles of structures, and the character or theme associated with the particular village. Many villages such as Coventryville, Lincoln, or Lionville are quiet, almost exclusively residential villages, which contrast with the energetic bustling type villages of Kimberton, Cochranville, and St. Peters.

An adequate diversity of sensations and environment should be available to maintain a place. People usually prefer and often require some levels of choice and variety in their lives. The opportunity for choice is important since by nature humans are highly diversified and have different requirements based upon their individual needs and preferences. An adequate level of diversity is also considered to be an important ingredient for the development and maintenance of a healthy cognitive and perceptual system. It is difficult to define what is an "adequate" level of diversity or which elements should be diversified. This determination requires consideration of the needs and preferences of the individuals that will be members of the community.

> *"Diversity is not a matter of mixing together a large number of varied sensations but rather of constructing consistent, accessible subenvironments of distinct and contrasting character."*
> Kevin Lynch, Site Planning

CONGRUENCE

This principle implies that the interpretation of a location as a place is dependant largely upon the successful integration of the individual components. Simply stated the basic aspects of organization - activity location, circulation, and perceived forms or functions should be coordinated with and reflect the design pattern of the whole community. Structures should be congruent with the functions and overall village landscape implying that site and structure design should be interrelated. The major functions or structures of the pattern should correspond to the visual highlights that define the pattern. The notable sequences of experience which reveal the aspects of place should occur or be perceived along the major thoroughfares of circulation - primarily the pedestrian mode. The perceptions relative to the heritage of a place or the passage of time should be reflected in proposals for changes or improvements in the village. The culmination of this integration produces a landscape in which the viewer can easily interpret it as a place because its organization is logical and can be readily appreciated. If this is accomplished the location is perceived as a place that is comfortable and has meaning which is important to enhance the individual's experience.

A related concept to congruence is the concern that a place is compatible

> *"What we require is a landscape, technically organized so that its parts work together but are perceptually coherent as well, whose visual image is congruent with its life and action."*
> Kevin Lynch, Site Planning

within the landscape it occupies. This means that the community can function in harmony with its environment. If impacts are not addressed they may create various problems relative to maintaining quality of life or reasonable costs of living. One of the essential aspects of community is to exist within its environment and to achieve a relationship with it that assures a self-sustaining balance between needs and limitations.

INTEGRATION OF ACTIVITIES, FUNCTIONS, EXPERIENCES

The principle relates to the common perception of a community or village as a collection of diverse but complementary components that function as a unit. A village contains the necessary diversity, physically and socially (see Diversity) to become a self-sustaining, place. With diversity, it is possible to form the mutual dependencies that are a feature of the village or community form. Mutual dependencies occur when different individual uses or functions are able to operate in a complementary manner which, when combined, results in greater benefits then if they were isolated. Simply put, the sum of the variables is greater than the collection of isolated individual components. This combination promotes efficiency by providing opportunities for confronting problems, pooling assets, and reducing the need to supplement local resources. This contrasts to the monoculture that is comprised of a narrow range of individuals which have few complementary

relationships. The more diverse a community becomes, the more efficient and effective it becomes in functioning as a self-sustaining unit. This is the essence of a sustainable relationship within an environment.

The village form in Chester County originated as a result of the need to have access to a diverse mix of mutually dependant uses. For example in a village such as Marshallton, which had a strong tradition of agricultural activity, the stores, blacksmith, and churches depended on the support of the local farmers and the families that worked the farms in and around the village. Conversely the farmers and local residents depended on these services to meet their daily needs. The village contained a range of services, most of which could not continue to operate without access to and the support of others in the village. Prior to the invention of the automobile, when West Bradford was primarily an agricultural community, Marshallton was an indispensable place in the lives of residents in the village and the surrounding countryside.

TEMPORAL ORDER

> *"Yet it is the very rootedness in time that attaches us emotionally to a place."*
> Kevin Lynch, Site Planning

The passage of time is an important consideration in the perception of place. Plans for a place are most successful if the local origin and heritage are incorporated in the design reflecting the passage and organization of time. A place reflects the evolution of a society, by retaining remnants of

previous activities and events. Chester County villages rarely derive their character from one period. It is more common for these villages to have evolved over several generations, reflecting the transformation of lifestyles and technologies.

By including these considerations of the passage of time into the designs of our places important resources are retained for present generations to interpret the past. If people can appreciate what has come before, by experiencing the past they are often better equipped to meet the challenges of the present and future. These benefits associated with preservation of heritage are expressed by Congress in the National Historic Preservation Act of 1966 (see Chapter 1).

Hiss writes about a sense of "connectiveness" in regards to his experiences when he visits the one remaining piece of farmland in Long Island. His experiences depict the values which such resources bring to the lives of residents. Many scholars, writers, and artists have used place as a tool to express ideas or reflections concerning the passage of time and its importance to the human experience.

Many Chester County villages continue to reflect the activities which played a role in their formation. The remnants of railroad structures and industrial facilities in Toughkenamon, the resort facilities in Yellow Springs, and the barns and hedgerows in Marshallton all provide clues that help to depict their heritage to present generations. The village is a setting that may contain heritage resources from several generations, each of which may have a distinct value, that contributes to the integrity of the place. It may not be appropriate to emphasize any style or period as the character, but rather to stress the collection of influences that define its evolution, including those

"Beyond still seeming like open country, John Klien's back field transmits a feeling I used to think only existed in children's books or in science fiction: my sense of community and connection is stretched and extended in several different directions at once, so that "now" seems to be a time that began many generations ago and has no foreseeable ending, while "here" becomes a place that stretches far beyond the horizon, and even "we" seems to involve both the land itself and the people living on it. I think this is because the Klien farm isn't just somewhere out in the open country; it's the surviving representative of a specific territory."
Tony Hiss, The Experience of Place

from the recent past and present.

PEOPLE AND ACTIVITY

An important ingredient regarding the perception of place by people is people. Despite the emphasis put on physical aspects of a design by professionals, people's perception of other people is among the most important features that define a place. The sight and sound of other people in a place are considered one of the most significant features that interest people. For whatever reason, many of us are very interested in seeing others and being seen. A place without the presence of people or living things seems to be very uncomfortable for many who prefer to have some level of contact with others.

A related consideration to the presence of others is the use of designs that conceal or subvert traces of people. Designs which seem to be planned more for automobiles than people are often viewed as cold and impersonal to many. In order to promote community, designs are recommended to

enhance opportunities for interaction and reflect the user of the design, people. Accordingly, designs should not only support human activity, they should reflect it and provide for its many variations.

CHESTER COUNTY YEAR 2000 PROGRAM

The Chester County Year 2000 Program has been referenced throughout this Handbook, due to its focus on community-oriented places, such as village patterns. The Year 2000 Program classifies place as "Communities of Place."

The Chester County Year 2000 Program contained 10 design principles to create "communities of place" which closely correspond to the "principles of place" identified in the Handbook. These principles are:

* Human scale and sense of responsibility
* Ecological responsibility
* Size defined by walking
* Peripheral and internal open spaces
* Community focus
* Streets not highways
* Fabric of varying elements
* Mixed use
* Design vocabulary
* Maintenance

Achievement of the "Communities of Place," according to the program, involved a seven step planning process, as follows:

* Understanding the biography of the past
* Creating a common vision - Vision Planning
* Analyzing and understanding the problems
* Creating three dimensional plans
* Developing illustrated codes which reflect the common vision and potentials
* Interaction between the community and developers

APPENDIX II
ZONING CONTROLS

LAND USE CONTROLS

There are two basic approaches to land use regulation, through zoning, which are commonly used. The first approach, which shall be referred to as the "traditional approach" in this Handbook, was established in the early twentieth century. The primary mechanism of the traditional approach is the separation of use categories (i.e., residential, commercial, institutional, industrial, etc.) into different zoning districts. The segregation of uses is employed to avoid problems of incompatibility and reduce negative impacts associated with perceived less desirable land uses.

The second basic form of zoning, performance zoning uses a different approach to the land use decision process. In its absolute form any potential use would be permitted in an area, with performance zoning, if it can meet the design criteria used to manage the impacts of the use. Decisions regarding a land use are based more upon the "performance" of a particular use at a specific location than upon a pre-determined list of uses which have been assigned to an overall area.

A comparison of these two approaches reveals some general strengths and weaknesses for each in regards to applications in the village. While the traditional approach techniques are effective in reducing problems of incompatibility, they may limit opportunities to create the community–oriented patterns characteristic of the village. Although it is more difficult to obtain a desirable mixes of uses and design flexibility with the traditional approach, it is relatively easy to administer and enforce.

With the performance approach, use mixes and innovative design are more likely if design criteria are crafted well, but the administration and review using this approach is more demanding. Reference material is available which provides more detailed analysis on these two approaches (see Porter et.al., 1988, p.3.)

In most instances, a municipal zoning ordinance contains elements of both the traditional and performance approach to zoning, especially in districts that apply to existing village areas. In Chester County most ordinances employ the traditional zoning approach to village areas, using zoning districts with limited ranges of permitted uses [16]. Although most Chester County municipal ordinances use a traditional approach to control land uses they incorporate a number of techniques in an effort to maintain the characteristic mix of uses. Some of the techniques which are used to achieve village patterns in Chester County are:

* Overlay districts are used to identify and manage unique areas within an underlying district. The provisions of the overlay district may include additional regulations or incentives that apply to the uses in that area. Some examples include historic resources preservation regulations or increased use opportunities such as bed and breakfast establishments to promote preservation.

* Zoning districts are grouped together in a small area to combine the residential, commercial, institutional, or industrial uses together (see Figure II-1). The magnitude of the uses are controlled by the size of
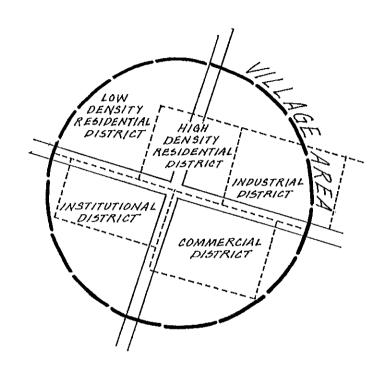
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Figure II-1

the districts and the regulations in each district. In this way the uses are brought together but remain in separate districts.
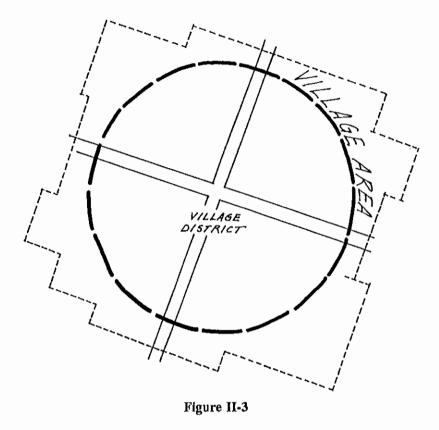
* Districts which apply to village locations that contain a wider range of permitted uses than are contained in most other districts, frequently these uses are permitted only when design standards are met. A common application includes the use of a village commercial district which contains both residential and non-residential uses. The size and location of the district manages the extent of this village area (see

Figure II-2). In a number of cases the village commercial district is surrounded by a village residential district which contains only residential uses with village type lot configurations (see next section).

Figure II-2

While such attempts to adapt the traditional approach have had some success, there are difficulties with these approaches which limit their effectiveness. The problems that occur are due to the fact that:

* it is difficult to maintain a unified purpose such as the creation of

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a community using regulations from different districts;

* it is difficult to pre-determine and write into regulations where and how uses should be successfully distributed throughout a village, parcel by parcel;

* it is difficult to maintain opportunities for the types of non-residential uses that should be permitted in a village without potentially exceeding the desired balance with residential uses;

* the process does not require a systematic review of conditions and impacts which should be addressed by each new land development

* there are usually no provisions to maintain the required open space fringe or buffer surrounding the village

Using a performance approach the land use decision process would address many of these concerns (see Figure II-3). Through such an approach the village would be configured as one district, not a grouping of several different districts. If a list of permitted uses is included it would be very broad including almost all conceivable land uses. The ordinance would include a list of criteria which are used to measure the performance of the project in relation to its site and the village. The criteria used will determine if the proposed use and its design will fit into the village and complement its character. If the criteria can be satisfied the development would be approved. If criteria cannot be satisfied the owner still can build a residential use if the site is adequate. Although these reviews can be more demanding than the traditional approach, the relative significance and small scale of the village may make such analysis reasonable.

Figure II-3

A somewhat related technique to the performance zoning approach, which could be utilized to create new village areas is the Planned Residential Development (PRD) alternative, which is defined in Act 247, the Municipalities Planning Code. The PRD would consist of an overlay district that permits a mix of housing and non-residential uses to be designed in a unified plan. The plan review process would use standards or criteria to guide the land use design.

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The choice of techniques employed to control uses requires an analysis of existing regulatory approaches, village planning goals, and administrative or enforcement capabilities. Evaluate what is needed to achieve the village planning goals, the effectiveness of the existing controls, and the implications of any proposed ordinance changes. The decision should coincide with planning goals but must also be manageable in regards to municipal administrative capabilities.

LOT DESIGN CONTROLS

A number of techniques exist to help achieve the lot patterns and open space objectives characteristic of the village area. Most involve mechanisms which guide the distribution of buildable areas and preserved open areas within the village.

One approach to help replicate desired patterns is to use a process that defines specific "village lots." In this process the "village lot" is comprised of a buildable area and open space area. By splitting the village lot into buildable and an open space area it is possible to regulate the locations and treatment of both individually. It is then possible to separate the two to form groupings of buildable areas in the village center surrounded by groupings of the remaining open areas to form the village fringe. This coincides with the desired land use pattern for villages. A benefit of this approach is that it permits a number of flexible options to regulate the distribution and management of the buildable and open space portions of the village lots, including:

* Keeping the two together within each individual lot and applying design criteria which control the locations of the buildable area and open space portions on the lot. These criteria would create opportunities to replicate the patterns of lot designs in the village. Deed restrictions are applied to ensure that the open area portion remain free from any structures to secure the village fringe or other open space objective.

* Permitting a lot averaging approach in which some of the lots are permitted to be reduced to dimensions comparable with traditional village patterns if other lots (at the village perimeter) are enlarged to compensate for the smaller lot sizes. This process can be used to replicate traditional Chester County village land use patterns.

* Combining open space portions of the village lots into common open space areas which can be used to replicate traditional village land use patterns.

The ownership or management of the open space portions of the lots can incorporate any of a number of variations. Various options are often described in the zoning ordinance and determined through the land development review process. See Policy X for descriptions for ownership and management of open space.

While the lot design options described to this point can help replicate village lot patterns they have limitations and often need to be used in conjunction with other techniques or processes. If the parcel is large and encompasses portions of both the village core and fringe areas the process by itself can be quite effective. These techniques are especially effective when creating new villages or if development involves significant expansion of a small village. However if the project involves infill development on small parcels it is often necessary to be able to transfer either the buildable

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area or the open space. This is due to the fact that small parcels rarely contain portions in the core and the fringe areas, which would yield a design that complements the overall village pattern. To overcome these limitations it may be necessary to supplement the village lot process by enabling the buildable areas or open space areas to be transferred to other tracts. Among some of the techniques or processes to use to allow this to occur are:

Transfer of Development Rights (TDR) - The TDR technique is an established zoning process in which sending and receiving areas are identified within a village enabling density or development rights to be exchanged among property owners. Although the concept of the process appears quite suitable to the objectives set forth, to transfer density, it has rarely been used as a planning tool. Some of the difficulties which have been attributed to its infrequent use are the administrative demands and coordinating arrangements among property owners. Despite its difficulties the relative small size of the village might make the technique less complex and therefore more acceptable.

Density Exchange Options - This option is an approach similar to the TDR process which allows property owners to exchange density or property rights. The primary difference between this and the TDR option is that this process is less structured. There are no pre-determined sending or receiving areas; these are defined by a list of criteria which determines the qualifications of these areas. If the criteria are satisfied in conformance with defined policies the exchange in property rights can proceed between land owners. The criteria for receiving areas could be used to group development toward the village core. The village fringe areas would contain the sending area criteria.

Landowner Compacts - This is more of an arrangement than a process. Although zoning ordinances rarely address this arrangement it is rarely prohibited when proposed. The principle to this concept is that adjacent property owners reach an agreement to develop their properties under a unified plan approach. When this occurs greater design opportunities are possible due to the larger area involved (i.e., ability to distribute development and open space according to traditional village patterns).

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The village streetscape is an integral component of the village which defines its character. A number of criteria related to features of the streetscape need to be considered to preserve the character of the village. Consider the following criteria and recommendations to help preserve the integrity of the streetscape and the village.

STREETSCAPE RATIOS

Maintain the human scale streetscape ratios by requiring the setbacks of structures to coincide with the recommended ratios for community-oriented places (see Appendix I, Human Scale, Pedestrian Oriented Designs). The dimensions of the village streetscape are typically at a ratio of 3:1 or 4:1, width of streetscape to building height to retain the sense of place. This compares to a ratio of 6:1 or greater common in many suburban areas. As these ratios of width to height increase the experience of enclosure decreases. Building setbacks should coincide with these guidelines. If site conditions restrict the placement of structures use walls, trees, or hedges to maintain these edges.

CRITERIA FOR PEDESTRIAN FACILITIES

AVOID - Conditions that make pedestrian circulation either dangerous or inconvenient in the village. Conditions such as increasing traffic volumes, road widening projects, a lack of sidewalks or pathways, or uncontrolled access to off-street parking areas are all factors which inhibit pedestrian circulation.

CONSIDER - Techniques to ensure that vehicular traffic does not become excessive (see Policy XIV), that off-street parking conflicts with pedestrians are minimal, and that opportunities to establish or maintain pedestrian circulation facilities are pursued. A pedestrian network consisting of sidewalks or pathways should be provided throughout the village to promote community interaction. Design standards for such sidewalks and pedestrian walkways can be found in a number of reference documents.
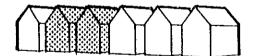
CRITERIA FOR STRUCTURES

Height

AVOID - New construction that greatly varies in height (too high or too low) from existing buildings in the village.
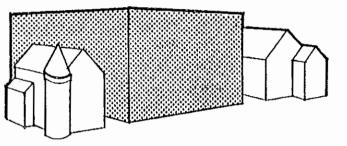

CONSIDER - Relating the overall height of new construction to that of adjacent structures. As a general rule, construct new buildings to a height roughly equal to the average height of buildings on or across the street.
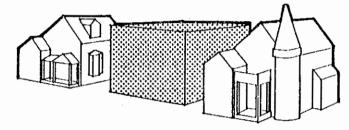
Scale

AVOID - Buildings that in height, width, or massing violate the existing scale of the area. The new building shown in the figure disrupts the scale and rhythm of the streetscape, although it might be appropriate in another location.
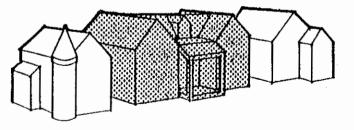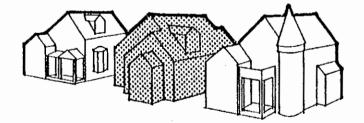

CONSIDER - Relating the size and proportions of new structures to the scale of adjacent buildings. Although much larger than its neighbors in terms of square footage, the building shown maintains the same scale and rhythm as the existing buildings.
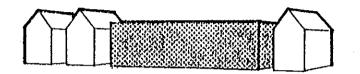

Massing

AVOID - Single, monolithic forms that are not relieved by variations in massing. Boxlike facades and forms are intrusive when placed in a streetscape of existing buildings that have varied massing and facade articulation.

CONSIDER - Breaking up uninteresting boxlike forms into smaller, varied masses such as are common on most buildings that characterize the existing village area. Variety of form and massing are elements essential to the character of the streetscape in villages. Consider placing the narrow sides of large rectangular structures toward the street to maintain the scale of village facade patterns.
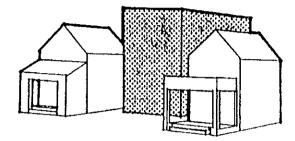

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Directional Expression

AVOID - Strongly horizontal or vertical facade expressions unless compatible with the character of structures in the immediate area. The new building shown does not relate well to either its neighbors or to the rhythm of the streetscape because of its unbroken horizontal facade.

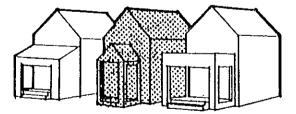*CONSIDER* - Relating the vertical, horizontal, or nondirectional facade character of new buildings to the predominant vertical expression of nearby buildings. Horizontal buildings can be made to relate to the more vertical adjacent structures by breaking the facade into smaller masses that conform to the primary expression of the streetscape.
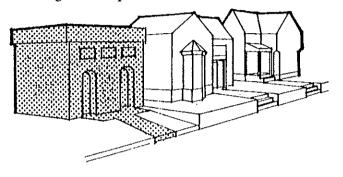

Setback

AVOID - Violating the existing setback pattern by placing new buildings in front of or behind the existing facade setback line. Avoid placing buildings at odd angles to the street unless in an area where diverse siting already exists, even if proper setback is maintained.

CONSIDER - Maintaining the existing facade lines of streetscapes by locating front walls of new buildings in the same place as the facades of adjacent buildings. If exceptions are made, buildings should be set back into the lot rather than closer to the street. If existing setbacks vary, new buildings should conform to existing siting patterns.
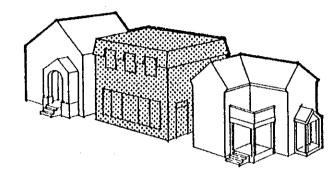
Platforms

AVOID - Bringing walls of new buildings straight out of the ground without a sense of platform or the same entry height characteristic of adjacent village structures. Such structures appear squat, visually incomplete, and do not relate well to their elevated neighbors. Also avoid leveling off terraced slopes or removing retained platforms.
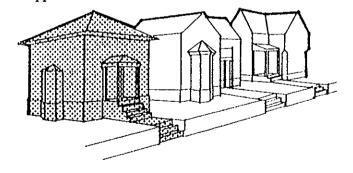

CONSIDER - The use of a raised platform as a siting characteristic which is common in many village structure designs. The visual "pedestal" is created by retaining walls and terracing up to the building or by high foundation walls and stepped entries.
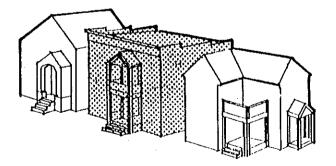

Sense of Entry

AVOID - Facades with no strong sense of entry. Side entries or entries not defined by a porch or similar transitional element result in an incompatible "flat" first-floor facade.
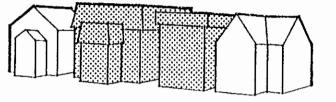

CONSIDER - Articulating the main entrances to the building with covered porches, porticos, and other pronounced architectural forms. Entries were traditionally raised a few steps above the grade of the property and were a prominent visual feature of the street elevation of the building.
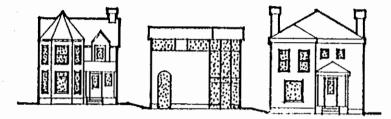

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Roof Shapes

AVOID - Introducing roof shapes, pitches, or materials not traditionally used in the area.

CONSIDER - Relating the roof forms of the new buildings to those found in the area. Although not entirely necessary, duplication of the existing or traditional roof shapes, pitches, and materials on new construction is one way of making new structures more visually compatible.
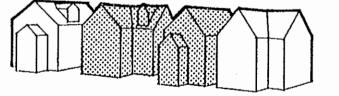

Rhythm of Openings

AVOID - Introducing incompatible facade patterns that upset the rhythm of openings established in surrounding structures. Glass walls and window door shapes and locations shown in the example are disrespectful to the adjacent patterns.

CONSIDER - Respecting the recurrent alteration of wall areas with door and window elements in the facade. Also consider the width-to-height ratio of bays in the facade. The placement of openings with respect to the overall composition, symmetry, or balanced asymmetry of the facade should be carefully studied.

Imitations

AVOID - Replicating or imitating styles, motifs, or details of architectural periods which are not representative of the village. Such attempts are rarely successful and present a confusing picture of the true character of the place.

CONSIDER - Restoration or in-fill development that is visually compatible with existing periods in terms of scale and style. Contemporary development techniques and materials can be used successfully if they reflect the patterns found in the village. Use of contemporary development designs reflecting older periods can be seen in the Society Hill neighborhood of Philadelphia.

CRITERIA FOR LANDSCAPING

AVOID - Streetscapes that are devoid of any landscaping treatments such as street trees, grass strips along sidewalks, or foundation landscaping around structures. Such landscapes are harsh places that provide little shade, buffers from traffic, or greenery to soften the built environment.

CONSIDER - Using street trees to add to the sense of enclosure which contributes to the village character. Street trees should be provided in the streetscape to provide shade, to maintain a buffer between cars and pedestrians, and to maintain the ratios that define a human scale place. The choice of trees and their location must be made in conjunction with these criteria and utility services or facilities locations to avoid service problems. Reference material and utility representatives can provide guidelines for the selection of species and planting alternatives.
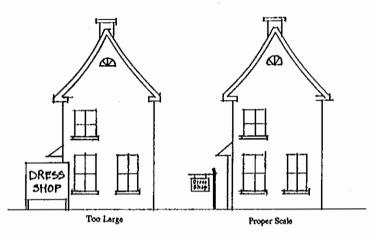
Also consider preserving significant vegetation and requiring that certain types of land development (i.e., commercial or multi-family) satisfy landscaping requirements for aesthetic or screening purposes. Such landscaping provisions can focus on the particular circumstances of the village. Recommendations can include lists of species to use, planting/maintenance guidelines, or various application examples. Such provisions could also be included into a design manual for the village to serve as guidelines as compared to regulations.

CRITERIA FOR SIGNS

Size

The residential character of a village, shallow front yards, and relatively low traffic speeds suggest that signs should not be large or out of scale with the surroundings.

AVOID - Signs that are too large and out of scale with the village character. The pedestrian orientation of the village suggest that signs need not be large or imposing to attract interest. Do not obscure architectural or viewshed integrity with obtrusive signs.

CONSIDER - Signs that match the scale of the structures and streetscape of a village. Attractiveness and quality of workmanship are factors which will draw more interest in a village setting, not size.

Too Large   Proper Scale

Arrangement of Signs

AVOID - A proliferation of signs that create confusion in a village streetscape or conflict with its character.

Styles of Signs

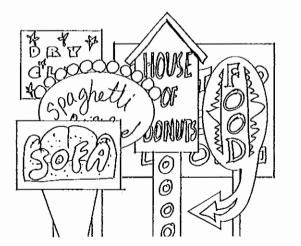AVOID - Too much uniformity which is as detrimental as the disjointed arrangement of signs which exists in many villages. Such excessive uniformity creates monotony.
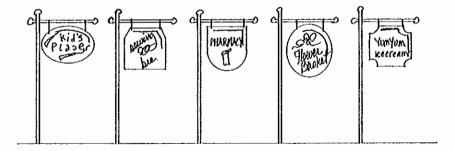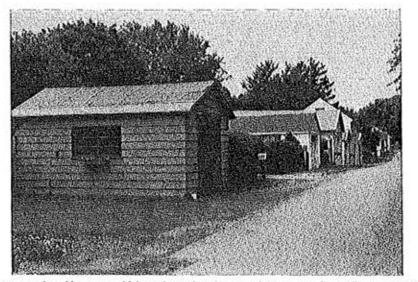

CONSIDER - Promoting a variety of styles of signs that complement the character of a village, and allow for individual expression. Different sign shapes and styles create variety, while standardized sign posts provide unity.

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CRITERIA FOR PARKING

AVOID - Placing parking areas in the front yards of a lot or conflicting with pedestrian sidewalk areas except at limited access points. Placing the parking areas outside of the streetscape helps to maintain the character of the village and helps to ensure that the village streetscape is a place for people primarily.

CONSIDER - Placing parking in side or rear yard areas with access gained from alleys or controlled driveway access locations. Also consider using parallel on-street parking on village streets. For further information regarding parking design criteria consult reference material relative to parking designs for pedestrian areas (Smith 1988, p. 1)

Garages placed to the rear and side of a structure provide a parking alternative that achieves design objectives where alleys are not present.

Garages and parking areas which are located to the rear of a property via an alley are common in a village and help to maintain the integrity of the streetscape.

On-street parking in Marshallton helps provide a buffer between the pedestrian and traffic through the Village.

APPENDIX IV
INVENTORY GUIDELINES

This Appendix shows how to compile information about a village using observable conditions which are associated with such places, as discussed in Chapter 4. The process is derived from a National Park Service technique (Melnick 1984, p. 18) used to identify rural landscape components. The observable conditions help the researcher to "read" the village by focusing on aspects of it which define integrity. In certain cases, one or more of the conditions may prove irrelevant. In other cases, the conditions may need to be expanded, due to unique circumstances. Researchers are encouraged to adapt this process to the needs of their particular planning program.

A number of suggested mapping products are discussed in the following recommendations. In most cases, these suggestions refer to working maps used to assist in analyzing information. It is not anticipated that all of the maps described in this section will be required in a final document, especially if costs for processing are limited.

Regional Landscape Pattern

This condition involves the relationship among the features of the village or the site within its overall region. This relationship may be reflected in distances between structures or properties, commuting patterns, proximity to water resources, or access to regional services/facilities. Analysis of these conditions provides an understanding of the settlement patterns of the village. Often patterns are exhibited in a village in which details may vary, but an overall pattern is constant. Understanding exhibited settlement

patterns can help determine the significance and integrity of an existing village or its components.

Questions/Issues to Consider

- Define major natural features (i.e., river, valley) in the region and their influence/affect (i.e., provide water, flood hazard) on local planning programs.

- Examine major circulation networks (i.e., highways, public transit, trails) and utilities or services (i.e., water company, airport) in the region and their influence/affect (i.e., increase traffic, provide recreation) on local planning programs.

- Explore demographic data to determine characteristics about people, housing, and socio-economic conditions.

- Determine regional destinations, such as employment centers, recreational areas, schools, hospitals, or mass transportation facilities.

- Identify major metropolitan settlement patterns, such as the location of cities or urban areas and development trends.

Preliminary Research

To begin the data collection, map data from previous studies, aerial photography, or U.S.G.S. topographic maps to identify regional natural features, circulation networks, utilities, destination locations, or existing settlement patterns. To obtain demographic data contact school district, municipal, or County agencies which may conduct demographic analysis pertaining to the village area. For area circulation issues consult regional,

County (i.e., Chester County Planning Commission), State (i.e., PennDOT), or other officials (i.e., Delaware Valley Regional Planning Commission) involved in transportation or facilities planning to determine how external conditions that affect the village may change in the future.

Compiling Data

Create a regional influences map (this map may already exist in a local comprehensive plan), supplemented by text and graphics which provide information on the region. This information will define how conditions from the surrounding area influence the village. Information should provide enough detail to enable individuals unfamiliar to the area to understand how the village and its residents are influenced by the overall region. Information should also provide insights into future changes in the region, such as how the opening of a highway may affect traffic patterns in a village.

Land Use Activities

The location and distribution of land uses within the village provides insight into many features and components of these distinct places. An analysis of the evolution of land uses provides an understanding of the major human forces and processes that form, shape, and organize the village. The land use composition of the village is an important issue, since local planning programs focus primarily on regulating this mix to achieve its many objectives and goals.

Analysis of land use composition requires recognition that influences, like topography, economic concerns, circulation networks, natural features, or cultural traditions influence settlement patterns. It is also helpful to appreciate what these patterns reveal about a place and its people. These patterns contribute to an understanding of human interaction within an area by providing clues on changes in technology, climate, economic conditions, and past events or traditions.

Unlike land use maps prepared for an entire municipality (see local comprehensive plan), the village land use map should attempt to record the detailed land use activities. It may be necessary to record land uses that are combined on a parcel or in a structure. Also supplementary or secondary uses should be recorded (i.e., public market areas, community wells), in addition to broader patterns to provide a comprehensive picture of life in the village. The relatively small size of the village makes a survey at this level of detail more practical.

Questions/Issues to Address

- Determine if the place is perceived as vacant land, a hamlet, a village, or commercial area.

- Analyze the land use composition and how has it evolved over time. Define the following characteristics:

  * Ownership patterns;
  * Total by acreage, number of units; and/or
  * Evolution of use.

- Analyze the village land use configuration. Is it a linear/roadside village or a concentric/squared village pattern?

- Examine potential adaptive re-use opportunities within the village.

- Analyze land use planning programs that apply to the village and their influence on land use patterns.

- Review land development controls that apply to the village and their influence on land use patterns.

- Examine common lot design conditions observed in the village. Describe them in terms of typical bulk, coverage, and setback conditions.

- Identify and describe any perceived incompatible land uses in the village.

- Examine and describe secondary or supplemental land uses, such as parking areas, bus stops, stables, garages, utility structures, landmarks, or other accessory structures/uses.

- Analyze and describe forms of open space in the village, including all undeveloped portions of land and land held for public or common open space.

- If a village fringe exists describe its composition and location.

- Examine incentives which exist to promote uses perceived as desirable.

- Determine if there are mixes of different land use types throughout the village, or if they are segregated into distinct districts.

- Describe land use mixes that occur on individual parcel(s); in individual building(s). Define locations and typical configurations.

Preliminary Research

Land use investigations can begin with data that has been collected previously or is maintained on an on-going basis. The initial steps should involve the preparation of maps that illustrate the configurations of past and present land uses in the village. Sources for this data may include local municipal inventories, comprehensive plan material, tax assessment files, or aerial photography. Depending on the accuracy and classifications of uses

of these sources, further work may be required. For instance, it may be necessary to indicate the location of a use on a lot.

Field Surveys

In most cases, the land use inventory requires field surveys to verify recorded information. The preparation of sketch maps from preliminary research should be completed prior to field work, to use as a reference for analysis in the field. Due to the scale of analysis and grouping of uses, a walking survey of the village is advised. The analysis shall consist of taking notes or photos, drawing sketches or editing maps to record specific land use conditions. In addition to field surveys, interviews with residents and property owners can supply necessary information.

Compiling Data

The information products should contain mapping and text, including a series of land use inventories which depict how these conditions have evolved. The data for these maps and text may be found in deed records, old tax assessment files, and/or aerial photography from the past. Other sources for such information include studies which have documented local land use conditions in the past. For the purposes of recording land use trends, mapping can be generalized, supplemented with text, photos or graphics, to describe significant characteristics.

Existing land use conditions should be as concise and comprehensive as possible. Mapping should indicate the configurations and locations of uses in the village. Unlike generalized land use mapping, it will be important to identify multiple use properties and secondary land use activities (i.e., bus stops, parking/storage areas, or local landmarks). Since the size of a village is relatively small compared to the remainder of a municipality, this level of

detail of inventory is not unrealistic.

The land use inventory should also contain tables and/or graphics depicting the breakdown of land uses by type and amount. This information can be used for formulating land use policies to help retain desired use compositions, such as minimum levels of residential uses.

Response to Natural Features

Local natural features significantly influence the composition and organization of village components. By recording these influences and relationships, it is possible to foster an appreciation of why and how the village has evolved into distinct patterns. The analysis of natural features and responses to them also provides insight into traditions of residents. For instance, the orientation of structures or timing of activities may coincide with local natural features influences.

Questions/Issues to Address

- Describe influences on village land use patterns that can be directly or indirectly attributed to natural features.

  * Are these influences continuous or associated with a particular period of history or season of the year?

  * Which are perceived as positive? as negative?

  * Do all areas of the village reflect these influences, or are they confined to discrete locations?

  * Explore the evolution of these influences.

    - When did they become significant?

- Has new technology reduced or made these influences obsolete?
- Have responses to natural features changed or evolved?

- Determine if the presence of natural features affects capabilities of portions of the village to accommodate development.

- Identify the types of native flora and fauna.

Preliminary Research

Start the data collection process by creating maps showing significant natural features, such as woodlands, hedgerows, streams, or wetlands. Topographic maps, County or local municipal inventory maps, aerials, or previously completed documents (comprehensive plans, studies) can be used to obtain this data. Review previous studies for indications of influences of natural features (i.e., orientation of structures, location of open space). It is also necessary to review ordinance provisions and/or laws (i.e., Floodplain Management Act, Clean Streams Act) that affect natural features and describe their influences.

Field Surveys

In most cases it is advisable to investigate and verify collected data on maps. For certain data requirements, such as defining exact locations of conditions or determining the relationships that natural features have in the landscape, field analysis is required. Photograph direct relationships between natural features and village components (record relationship with notes and sketches). During these surveys identify specific features or conditions (i.e., rock outcroppings, stream valley boundaries, etc.). It is also helpful to interview residents or property owners regarding influences of natural features - especially in regards to seasonal or past trends.

Compiling Data

Information should consist of composite mapping which identifies and/or defines influences of natural features on an area. For instance, a development suitability map or natural resources inventory map can be provided. These mapping series should be supplemented by text, photographs, or sketches which depict how local features have influenced village components or activities. Text will help explain how natural features conditions might have affected the location of structures, the economic activities, or cultural practices. Photographs can illustrate examples of physical responses of the past or present which reflect these influences. In addition analysis defining how natural features are preserved or affected by existing ordinance provisions should be included in a report form. A number of references are available that provide additional guidance on collecting and compiling information on natural resources (Stokes 1989, p.100; Mantell 1990, p. 30).

Circulation Patterns

An understanding of the village must involve a concise analysis of the various means by which people travel in the village. In addition to analyzing the different networks of circulation, it is extremely important to recognize how circulation affects land use conditions.

With the village pattern, it is essential that the various modes of circulation (pedestrian, automobile, or mass transit) and their respective functions be considered in all activities. The networks vary in scale, complexity, and function, yet should be viewed as an integrated system to reduce conflicts and develop effective policies.

Questions/Issues to Address

- Identify routes and functions of all applicable modes of transportation serving the village.

- Consider how each mode of transportation affects or is influenced by land use patterns. Does the mode help to integrate community patterns? Do land use patterns promote the mode of transportation?

- For pedestrian circulation, consider the extent of conceivable commuting distances (five minute walking distance).

- Identify conflicts between pedestrian and vehicular circulation. (i.e., vehicle access across sidewalks, wide crosswalk or intersections, uncontrolled parking areas).

- Examine provisions in local regulatory controls which promote pedestrian access, such as those that:

  * Require interconnection with established village pedestrian pathways;
  * Connect to existing public transportation facilities, when available;
  * Interconnect pedestrian facilities with adjacent public land uses;
  * Meet minimum design criteria for pedestrian access;
  * Establish/reserve pedestrian or bicycle circulation systems;
  * Incorporate pedestrian design standards into parking lot design criteria.

- Determine if traffic volumes on village roads are expected to decrease, remain constant, or increase in the future and how this will affect conditions in those areas.

- Examine any applicable proposed road improvement projects identified in established plans, documents, or studies. Define their status, if any.

- Evaluate traffic conditions through the village and consider if they are consistent with desired goals at any locations. Describe locations and circumstances.

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- Review plans or documents that define future road configurations in terms of location, configuration, or function.

- Determine if street right-of-way requirements complement or restrict village design criteria.

- Research existing parking conditions to determine if they promote:

  * Sufficient opportunities to store vehicles in convenient locations;
  * On-street parking opportunities;
  * Side and rear lot parking instead of front yard areas.

- Analyze parking regulatory controls to determine if they:

  * Prohibit locating parking facilities in front yards;
  * Require only necessary spaces and encourage shared parking or reserve parking alternatives to reduce unnecessary facilities.

- Evaluate all potential circulation network enhancement programs, such as grants, improvement districts, or impact fee programs for potential utilization.

- Identify any existing or proposed public transportation services.

- Describe any locations of the village used or proposed for public transportation stops.

Preliminary Research

Begin the inventory by preparing maps that show all pedestrian, vehicular, and public transportation network components in the village which are existing or included in adopted plans or official documents. Supplement mapping with text that explains the functions of the various networks and how each affects land use patterns in the village. To help assist in descriptions, include graphics or tables that contain data which reflects various conditions or reports. In addition, include photos and sketches to illustrate existing conditions and configurations, such as road conditions, traffic movements, or circulation system conflicts.

It is also helpful to summarize existing regulatory controls affecting circulation networks into a report which allows convenient evaluation. Include maps and sketches which describe how regulations will affect circulation systems. Present findings on how these controls influence land use conditions.

Consult any studies or reports which provide insight into future traffic volumes or conditions. Summarize relevant changes.

Field Surveys

Use base maps of the village to investigate and record circulation network components or conditions (supplement with photos, notes and sketches), such as:

- Sidewalk, or road dimensions;
- Property access points;
- Parking locations and capacities;
- Dangerous conditions, such as sight distance problems, unmarked crosswalks, or uncontrolled access points;
- Bridge locations and conditions, and
- Circulation sign treatments.

Interview local, County (Chester County Planning Commission) or State (PennDOT) officials involved in transportation system planning or maintenance to obtain information regarding conditions that will affect circulation patterns in and around the village. To determine how circulation

systems are perceived by local residents and property owners conduct surveys, using prepared questionnaires or interviews that address their experiences or perceptions regarding the circulation systems.

It is also helpful to conduct a parking inventory and use analysis that determines the number of spaces, the patterns of use, and the perceptions of people in the village relative to parking.

Compiling Data

Use the data to prepare maps that show all circulation network locations and configurations. Explain in writing the functions and conditions of each, supplemented with tables or graphs indicating characteristics such as existing use, capacities, and anticipated changes. Include a report of existing regulatory controls and how these controls are anticipated to manage circulation conditions which ultimately affect land use patterns and village character. Also include a summary report of findings from preference surveys regarding local circulation conditions. A municipal comprehensive plan may provide examples of such mapping and information. Another document which can provide assistance is the *Highway Needs Study* of Chester County.

Vegetation Related to Land Use

Information on vegetation in the village should be collected to help promote an understanding of the past, as well as to help guide planning policies for current and future land development. The types, location, and configuration of vegetation are valuable elements of the village. Analysis of existing vegetation helps us to read the village and interpret what has come before. Landscaping also provides several benefits to land uses such as improving aesthetic appearance, providing screening, or reducing climatic extremes which are all associated with landscape design.

Questions/Issues to Address

- Identify vegetation patterns which bear a direct relationship with long established patterns of land use.

  * How did they influence/function with respect to land use patterns;
  * Were they planted, controlled, influenced, or modified by human activities? Was this intentional or unintentional;
  * How have these forms of vegetation changed over time.

- Define which vegetation is indigenous, naturalized, or introduced.

- Determine when and how vegetation regulations are involved with land use activities.

  * Preservation of landscaping;
  * Street tree requirements;
  * Landscaping requirements for new land development;
  * Vegetation for screening;
  * Parking lot landscaping.

Preliminary Research

Initial work involves collecting remotely sensed data, using aerial photography or previously compiled inventories, regarding vegetation. This information can be used to create working maps for field verification. In the field, use maps to define location, orientation, types, and functions of various forms of vegetation. Use text, photographs, and sketches to elaborate. In many cases, it may be necessary to conduct investigations for more than one season to recognize how conditions change during the year.

Compiling Data

These investigations should provide a survey of various vegetation conditions in and around the village which have defined its past and present character. Mapping, supplemented by text, photographs, and sketches should be included to provide description about the configurations and functions of landscaping to the village. Analysis, where applicable, should indicate how vegetation has evolved in conjunction with changing human activities and village functions.

Information regarding how vegetation should be provided in conjunction with new land development can be described in a summary form. Issues which require careful attention for the village setting include types of compatible vegetation to use, how street trees should be used, and the treatment of vegetation in the village fringe. Reference material can provide direction for this type of inventory (Stokes 1989, p. 107).

Arrangement of Uses and Structures

Land use configurations and orientations are important conditions that require analysis. The village form itself and its juxtaposition with surrounding landscapes reveal much about the past, present, and potential future character of the village. A grouping of structures consisting of buildings, fences and support facilities in a central location surrounded by an open space buffer or screen create the "sense of place."

Questions/Issues to Address

- Determine if the necessary grouping of structures, sufficiently buffered (separated by open space) or screened (separated by visual screens or topographic change) to replicate the traditional village pattern, is evident.

- Examine the village fringe composition and consider long range expectations for its preservation.

- Investigate the conditions which are responsible for the grouping of structures. Are they still present?

- Review land use controls or other local codes, ordinances, or plans to determine if they complement or conflict with the village land use pattern.

Preliminary Research

Review aerial photography, mapping from adopted plans or studies, or other reference sources to determine the location and configuration of village groupings. Review published documents and studies (i.e., local historical reports or municipal comprehensive plan) to determine why this grouping of land uses occurred. Review applicable land use ordinances, codes, or adopted plans to determine how applicable lot design controls and other provisions shall fit into the village. Summarize the provisions in text supplemented with mapping and sketches for convenient reference in the future.

Field Survey

Record existing dimensions in the village core to determine common spacing treatments. Also investigate the dimensions, composition, and configurations of the village fringe. Take base maps into field and record "core" and "fringe" characteristics with notes and sketches. In addition, take photographs of key elements that reflect the clustered arrangement.

Compile Data

Create a composite map of features that contribute to the arrangement of the village. Identify key aspects, such as building groupings, viewsheds, and fringe areas. Supplement designations with references that describe the composition and function of each. Include text and photographs which portray the spatial relationships of groupings and open space.

Characteristics of Structures

Analysis of the existing structures which comprise the "built environment" of the village is necessary to recognize its character. The vernacular architecture of the village provides evidence of past activities and the traditions of earlier cultural groups. Examination of older buildings can suggest family size, relationships, densities, and economic conditions. Studying designs and construction techniques may reveal common elements, such as styles, uses of materials, or arrangement of living quarters.

In many cases, the evidence provided by older structures represents more than one period in the evolution of the village. Although the village may be associated with one primary period, the presence of other periods adds to the integrity of the place by representing stages of evolution.

Questions/Issues to Address

- Identify and describe architectural forms and patterns in the village, paying attention to:

    * The different architectural styles represented in the village and their distribution;
    * The backgrounds of structures, such as construction dates, owners, and unique events;
    * The use of common treatments or orientations of structures, such as porches, ornamental details, entryways, or rhythm of openings;
    * The use of materials for construction, such as logs, clapboard, fieldstone, cast iron, etc.;
    * The types of roof shapes used;
    * The proportion of structures in width to height (horizontal or vertical);
    * Number of stories and height of buildings;
    * The conditions of buildings as defined by a pre-defined scale which evaluates deterioration of paint, architectural integrity, etc.

- Review present ordinances and codes to determine how they affect the design of structures or the use of materials.

- Identify significant sites in the village which are vacant or obsolete and could be potential adaptive re-use projects.

- Review all codes and ordinances to determine how preservation or adaptive re-use projects may be promoted or discouraged.

- Review opportunities for promoting revitalization, such as grant programs, use of easements, or other techniques for potential application.

- Identify the conditions of streets, sidewalks, lighting, or other public facilities to determine if capital improvements are required to encourage revitalization.

- Determine how existing signs affect the village. Are they compatible?

- Evaluate how revitalization may affect the village in regards to existing residents.

- Do architectural treatments or building orientations reflect common influences such as orientations to the streetscape, climatic conditions, or association with predominant activities such as agriculture?

Preliminary Research

Initial work may involve researching documents and studies from the local municipality, historical reference organizations, or other sources of information. From these sources, maps can be prepared which identify significant structures or landmarks that define the village. Text should be used to describe each element, where possible, or reference sources for such information.

A review of all ordinances and codes to determine how they influence the structures in a village should be compiled into a summary report for future reference. In addition a report of available opportunities to influence or promote architectural styles should be compiled.

Field Surveys

Although references containing historic sites inventories provide useful information, most are confined to only the most significant of resources. Most village planning programs require evaluation of significant and common structural forms to help define "place." Such analysis often requires field surveys to identify architectural forms and orientations of structures.

The backgrounds of structures in the village should be investigated where possible, by interviewing long-time residents, researching deed records or historical society records. Often these sources can provide invaluable insight into information about the village and the lifestyles of its residents during different periods.

Compiling Data

Products from research should include a map which shows the location, orientations, or patterns of architectural treatments throughout the village.

The map should be referenced by text, photographs, and/or sketches which describe the various influences and treatments. Although much of this material will contribute to an understanding of historical influences and events in the village, the inventory is not confined to significant influences. Each period, including the most recent, should be described and inventoried since each contributes to the character of the village. The findings of this inventory should include an overview of the architectural styles and review of its influences. In addition, an analysis of the various regulatory controls and revitalization opportunities that will influence preservation programs should be included. Reference material can provide additional guidance on researching these components of the village (Brandywine Conservancy 1984, p. 37).

Supplementary Elements

An inventory of supplementary elements complements the information collected for other conditions in several respects. Supplementary elements, such as survey stones and street lights, are often found scattered throughout the village, helping to unify it as a place or serve as landmarks. Some of these elements help to define the heritage of a place by reflecting past human activities or cultural traditions (i.e., tombstones or corn cribs). Many of the elements are permanent or long lasting, such as a stone wall, while others are temporal, such as hay bales. As with structures, it is important to recognize that all periods, including the present, should be included in the inventory.

Questions/Issues to Address

- Identify and describe all elements that help to explain lifestyles or activities of village residents at different periods in the evolution of the

village, paying attention to:

* The period and influence which the element has had on the village;

* The presence of other similar elements in the village (is it unique, or one of many?);

* Whether or not the elements are unique to the village, or common in other locales, as well;

* The presence of the element (is it readily apparent or inconspicuous?)

* The ownership of the element (public or private?);

* The awareness or appreciation of the elements by the residents (valued, taken for granted, or disliked?)

o Review local ordinances and codes to determine how they affect these village elements.

Preliminary Research

Some initial research might involve evaluation of previous studies or investigations, where applicable. References found in historical societies, local municipal files, or archaeological investigations may provide insight. Some elements might be found on aerial photos, such as fence lines, dams, or silos. Compile working maps at this stage for field verification.

Field Survey

Most planning programs will require field survey work to identify and record supplementary elements. Investigators will be required to walk the village to map, photograph, and describe all of the elements that influence the character of the village. In some cases, it may be necessary to repeat field surveys during different seasons to record temporary conditions. Field surveys may also involve interviews with residents to gain information about the background and influence of the elements.

Compiling Data

The product of this investigation will be a map that identifies the locations, orientations, and/or patterns of the supplementary elements of the village. The map described with text, photographs, sketches or other graphics used to portray various elements. The findings should describe the element type, function, construction, and relationship to other village features, as applicable. Finally, the information should contain an analysis of regulatory and/or preservation activities that provide an insight into the potential long-term status of these elements. Example of the identification and analysis of supplementary elements can be found in design manuals for neighborhoods or villages (Doylestown Borough Planning Commission 1969, p.28; Upper Southampton Planning Commission 1985, p. 35).

Views and Other Perceptual Qualities

The perception of conditions in a village is an important consideration to recognize and appreciate. For instance, a resource such as a park or area of open space may significantly contribute to the quality of a place if it is easily perceived. If such a resource is hidden from view, it loses some of its value. Chapter 3 of the Handbook, in the section on maintaining integrity, includes a description of how perceptions of a landscape can have a disproportionate affect on the integrity of that place. It is important to identify how the village and its resources are perceived at present to help

guide local planning programs.

Perceiving a village landscape also involves understanding or "reading it" to understand the past. Certain views and perceptual qualities should be analyzed to help identify key elements that define the village to help guide planning programs. In addition, consideration for preserving these views and perceptual qualities should be made to insure that the village integrity can be appreciated by people to benefit from its qualities.

Questions/Issues to Address

- Identify significant views that are experienced or are believed to have been prominent which are associated with the village and describe each based upon the following:

  * Its influence on the character of the village or the lifestyles of residents;

  * The quality of the perceived view or perceptions that would have been experienced and how it compares to present conditions;

  * The status of the viewshed (public or private property?)

- Evaluate how adopted regulatory controls would affect the views or perceived qualities.

- Explore opportunities for preserving viewshed qualities, such as grant programs, conservation easements, or other opportunities.

- Describe how local residents perceive these elements of the village setting and how they may interpret planning activities.

Preliminary Research

Some initial review of topographic or aerial photography may help identify potential vistas and viewshed areas. Other sources for information may be municipal plans or studies that identify viewshed areas. Historical references may also mention perceptions of landscapes during past periods that help to determine how predecessors perceived the village.

Field Survey

Much of the data used to identify significant viewsheds and vistas is collected through field surveys. Mapping can be used to identify key vantage points and the limits of viewsheds. This inventory should be supplemented with text, photographs, and/or sketches to provide explanations of the significance of these areas.

It is important to attempt to recognize how the landscape has evolved over time and how certain viewsheds have changed. New development, growth or removal of vegetation, and changes in circulation modes all present possible changes to present and past perceptions of villages. In order to gain an appreciation of how and when these landscapes changed, it may be necessary to consult historical reference sources. References might include texts describing places and activities of the past, photography from the past (including aerial photography), or interviews with long-time residents. Using these references, it may be possible to recreate landscape qualities that have been lost as a result of decades of change. Although many aspects of the past landscape may prove to be undesirable or impossible to recreate, recognizing such conditions enhances our understanding of past lifestyles in the village.

Compiling Data

The product of this inventory should involve a map that identifies key vantage and viewshed areas that contribute to the recognition of various

elements of the village. The map should be supplemented with text, photographs, or sketches that describe these locations in terms of their make up, function, period of significance, and relationship with other village features and components. The text should identify how these views have changed over time and if these changes are positive or negative.

Findings should include potential impacts of development under current regulatory controls. In addition, review of potential opportunities for preservation or enhancements of these village features should be included.

People's Characteristics and Influences

The success of a planning program requires careful consideration of the people that live, work, or frequent the village. Strategies should seek to identify, understand, and plan for these people and their distinct lifestyles. Gaining this knowledge requires analysis of demographic information, input from surveys, interviews, or public meetings, and consideration of factors that influence peoples' lives, such as government/market forces, cultural traditions, or availability of services.

This knowledge should be sought early and throughout the process to ensure focused work efforts. Data collected for these purposes often coincides with other information needs since it often provides insight into related conditions or concerns. Information should focus on specific conditions at the village, rather than overall municipal level, to gain insight into local opinions and priorities.

Questions/Issues to Address

- Identify groups of people who have lived and/or continue to live in the village. Describe them in terms of:

  * Cultural traditions and;
  * Career activities.

- Identify potential threats to cultural traditions or the livelihoods of local residents.

- Explore the reasons for people settling in the village and why they continue to reside there.

- Examine conditions or changes which would force people to leave.

- Determine how local people spend their leisure time.

- Research the age, sex, race, educational and income characteristics of the village residents.

- Describe business or non-resident property owners for the village in terms of:

  * The amounts and types of properties or businesses they own;
  * Their place of residence and general demographic conditions;
  * The reason they own their business or property in the village;
  * Reasons that would force them to leave;
  * What improvements they would like to see.

- Identify residents' and property owners' preferred policies for new land development in the village.

Preliminary Research

Begin the analysis with detailed demographic data from the U.S. Census Bureau, local municipality, school district, or other sources and highlight relevant trends or conditions suggested by the data. Concentrate on the village area, but use surrounding areas for comparison. Conduct citizen surveys that poll residents and property owners on questions that provide

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data relative to village planning concerns.

Field Survey

Hold public meetings to identify opinions, topics of concern, likes or dislikes, and preferred future planning goals as viewed by local residents and property owners. Use nominal group techniques and/or visual preference surveys to help gain input. For detailed information conduct one-on-one interviews with knowledgeable residents, government officials, or community leaders.

Compiling Data

The enormous amount of data gained from demographic sources, surveys, interviews, or public meetings must be compiled into a narrative which concisely portrays the village residents' and property owners' lifestyles and concerns. This can be a demanding task which requires careful evaluation of conditions to discern relevant trends. Information should be compiled into a report which references data and explains logic used to discern trends. Graphics and tables should be used to highlight trends, where applicable. The final portions of the report should describe how the information collected may affect conditions and planning activities. References should be included which indicate sources of data for future reference purposes.

APPENDIX V
DESIGN MANUALS

Once policies regarding various strategies are formulated for a village, the information, along with inventory results, should be packaged in a "user-friendly" manual or other media that is available to interested individuals for on-going reference. The objective of the manual is to describe conditions, strategies, or policies that are relevant to the village planning program and are to be considered in all activities that affect it. The information should be compiled into a comprehensive overview of village conditions, including physical and social aspects.

Once compiled the manual can serve as the reference for subsequent land use design considerations and activities. Ordinance provisions can refer to the manual for relevant design criteria or objectives. Developers or business entrepreneurs can review local planning concerns to help guide their decisions. As such the design manual can serve as the product of the village planning program and the key reference for all future decisions.

These documents are typically prepared by a task force comprised of local residents, business/property owners, and government officials that may have assistance from professional consultants. Each contains the knowledge and guidance necessary to help coordinate planning activities for these special communities.

Design manuals have been employed in many areas in the past to guide designs for rural areas, villages, boroughs and city neighborhoods. Local examples include the Southampton Village Designbook, the West Chester Design Guide, the Kennett Square Design Guide, and Old City Philadelphia.

Common topic areas include:

Background
Context/Heritage
Social Character
Physical Character
Land Use
Architectural Considerations
    Styles and Distributions
    Physical Elements (porches, window/door treatments, etc.)
    Structural Placement/Orientation
    Renovation/Additions
    New Construction
Design Criteria
    What to Reflect/Achieve
Circulation Policies
Streetscape Treatments
Sign Treatments
Landscaping
Implementation Guidelines

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1. Suburban sprawl refers to a pattern of land use, which evolved in the second half of the twentieth century. This land use pattern is characterized by a strict separation of uses and relatively large lot sizes. Among the conditions attributed to this pattern of development are a reliance on the car, more demand for space per use, and higher costs associated with support services and facilities.

2. Responses from municipal surveys conducted during comprehensive plan update programs in municipalities such as West Bradford, North Coventry, and West Fallowfield all report a concern for overdevelopment.

3. "Quality of life" is a term that is used in many planning documents such as the Chester County Comprehensive Plan or the Chester County Year 2000 program. The term itself, is subject to interpretation but is most often used as a synonym for the retention of conditions at present levels (i.e. community character, local resources, or levels of service provided by facilities such as road networks.)

4. The presence of cultural resources from a variety of periods requires analysis of ways to ensure that each contribute to an appreciation of the village through the planning process. It is often a greater challenge to maintain resources from different periods since it involves a variety of styles and treatments. This composite picture of the past at one location is a resource itself. Each period, including the present, should be treated equally to ensure that an accurate portrayal of the village is maintained.

5. References to local or regional streets involve the functions of the street. These functions are defined by present conditions such as traffic volumes and planned functions, which are described in circulation planning programs such as local comprehensive plans.

6. High density in this context is a relative term. In this context the density for the village is relatively higher than other residential zoning districts in the municipality. For instance, the area surrounding the village may be designated for residential use at a density of 1 dwelling per acre. This compares to a density classification of 5 dwelling units to the acre for the village.

7. The conventional residential neighborhood was described in the survey as "a homogeneous neighborhood where expensive houses are separated from less expensive ones, where townhouses are separated from single-family houses, and where all houses are separated from stores and office buildings." The community-oriented neighborhood was described as "made up of mixed neighborhoods where different types and sizes of houses are in the same general area and where small stores and other commercial activities are nearby."

8. If zoning provisions are amended to permit non-residential uses such as commercial businesses to be established in the village there is a danger that the relative value of commercial property as compared to its value for residential use may result in an unintended expansion of these non-residential uses, eventually changing the residential character of the village. Techniques (see Chapter 4 and Appendix II) are required to help manage this balance.

9. The Pennsylvania Supreme Court ruled in July 1990 that the designation of private property for historic preservation purposes without owner consent is a "taking" under the Pennsylvania Constitution. Following petitions to re-hear the case, the Court agreed to convene a hearing to gather additional information relative to the original ruling in November, 1991 at which time the Justices debated the issue of due process relative to the additional burdens placed upon an owner of property which has been designated as historic. The Court has not publicized its findings from the re-hearing as of

July 1993.

10. In the local area, revitalization projects in places such as Old City Philadelphia, Manayunk, and the West Chester Gay Street Project have all included public improvement strategies as a means to spur private property investment.

11. Interested organizations can contact the Geography and Planning Department of West Chester University for additional information on intern services available.

12. The County Planning Commission maintains a library containing a wide variety of planning-related references, in addition, to its own publications. This library contains most of the references listed in the Bibliography of this Handbook.

13. The Francis Harvey Green Library of West Chester University is an official government document depository and contains a vast amount of text and mapped information that can be used for planning research.

14. Nominal Group Technique is a procedure that is used to extract perceptions and information from a group of people in a meeting setting. The technique uses steps designed to gain input from all interested people by asking for responses to specific questions. An important aspect of the nominal group technique is that it seeks input from each individual and is structured to allow people to express their perceptions without be challenged.

15. A visual preference survey is a technique used to determine the perceptions of people relative to scenes that are displayed to the group. Participants are asked to rate a series of pictures to determine which conditions are preferred and disliked. The visual preference survey was a key component of the Chester County Year 2000 Program.

16. The reference to social structures in this instance refers to institutions or groups that are formed to satisfy the requirements of residents in the community for services such as recreation, companionship, information, or assistance in times of need.

17. The site capacity analysis process is often used in conjunction with performance zoning approaches (see Appendix II) to zoning, but can be adapted to all zoning approaches. It is used in many Bucks County municipalities which have adopted performance zoning. For more information regarding this technique see *Performance Zoning*, a Bucks County Planning Commission report on this process.

18. West Bradford Township is working on Village Districts in its Zoning Ordinance which rely primarily on performance criteria.