

臺北市府都市發展局 函

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受文者：臺北市建築師公會

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速別：普通件

密等及解密條件或保密期限：

附件：如主旨 (30194058_11330095821_1_ATTACHMENT1.pdf)

主旨：檢送本局113年1月19日（星期五）辦理「臺北市都市計畫通盤檢討案」公告公開徵求意見座談會（第2場）會議紀錄1份，詳如說明，請查照。

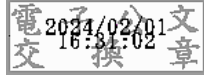
說明：

- 一、依本府112年12月26日府都規字第11230852671號公告續辦。
- 二、旨揭會議紀錄請依本府108年10月14日府都規字第10830952311 號令發布「臺北市政府辦理都市計畫案研擬規劃階段之民眾參與作業程序」規定，於區公所及里辦公處公開陳列至少三十日。另前開會議紀錄亦刊載於本局網站（公展公告\都市計畫座談會公告項下）及本府公民參與網路平台，惠請各區公所及里辦公處協助周知。

正本：臺北市各區公所

副本：臺北市議會（含附件）、臺北市建築師公會（含附件）、台北市不動產開發商業同業公會（含附件）、臺北市士林區各里辦公處（含附件）、臺北市北投區各里辦公處（含附件）、臺北市內湖區各里辦公處（含附件）、臺北市南港區各里辦公處（含附件）、臺北市松山區各里辦公處（含附件）、臺北市信義區各里辦公處（含附件）、臺北市大同區各里辦公處（含附件）、臺北市中山區各里辦公處（含附件）、臺北市大安區各里辦公處（含附件）、臺北市文山區各里辦公處

(含附件)、臺北市中正區各里辦公處(含附件)、臺北市萬華區各里辦公處
(含附件)



裝

訂

線



「臺北市都市計畫通盤檢討案座談會（第 2 場）」

會議紀錄

壹、時間：113 年 1 月 19 日（星期五）下午 2 時 30 分

貳、地點：南港區三重區民活動中心（南港區興東街 1 號 2 樓）

參、主持人：臺北市政府都市發展局 張立立 專門委員

肆、出席單位及人員：詳簽到表

伍、主席致詞：略

陸、業務單位報告：略

柒、民眾及公民團體發言摘要：

(一)民眾 1 發言：

1. 我是石潭里里長廖煒國，首先反映五期重劃區、新明路工業區，建請這次通盤檢討，能讓我們合法、安心住下來。
2. 第二，大華社區與周邊地區僅隔一條 8 米巷道，一側住三一側住二，建請變更地目、放寬容積。
3. 新明路產專區，請加速作業，大家都很期待。

(二)民眾 2 發言：

1. 首先，感謝都發局給我們這個機會表達意見，明美舒活社區發展協會是內湖五期特定專用區 7 個社區出資組成，經過 4 年多運作，就是為了維持大家住的權益，因為我們被都發局認定不得作住宅使用，我相信今日發言都會忠實、完整的記錄下來。
2. 依據內湖五期特定專用區主要計畫、細部計畫及 97 年 8 月 5 日變更計畫，從來沒有說特定專用區是工業區，108 年 11 月 11 日都發局黃景茂局長於市議會總質詢時親口交代，內湖五

期特定專用區不是工業區，隨後都發局 12 月 14 日新聞稿也再次聲明不是工業區，希望本次通盤檢討不要把內湖五期作錯誤的定位，發展出我們不需要的都市計畫。

3. 土地使用分區管制屬細部計畫一部分，依法直轄市都發局有直接裁判權，無需報請內政部奉核，希望都發局參照已經有的行政案例，直接行使職權。第 1 個案例是原內湖五期倉儲區於 97 年 8 月 5 日一夜之間變為辦公服務區，依據臺北市地價評議委員會，辦公服務區地價甚至比明美公園西側住宅區還高，如果當時可以，為何現在不能由都發局依職權進行變更，我們希望比照大彎南段及倉儲區之財團，無條件放寬使用組別與變更之案例，將內湖五期現行使用組別 3「寄宿住宅」放寬至組別 2「多戶住宅」；第 2 個案例是「內湖影視音產業園區」也是都發局直接依職權變更地目，沒有報到內政部。
4. 新北市截至 112 年 12 月中旬，共有 640 案申請免辦理變更使用執照，讓一般事務所直接作為集合住宅使用，其中 618 案經核准，核准率 96.5%。希望比照新北市行政案例，同意讓內湖五期依相關法令，免辦理變更使用執照，能直接作為集合住宅使用。
5. 最後一個行政案例是 108 年臺南市將科學工業特定區內農業區變更為住宅區，民進黨政府准臺南市這麼作，同樣是直轄市的臺北市，也同樣是民進黨政府執政，為什麼不可以准臺北市，直接將內湖五期特定專用區開放作住宅使用。無論是中央或地方，行政不能有差別待遇。
6. 總統大選期間，知名藝人吳宗憲也喊話不要再把內湖五期視為工業區，書面內容今日在此呈送給各位長官參考。

(三)臺北市議會李彥秀議員：

1. 我目前還是地方議員，仍然很關心港湖發展。每次的通檢，都應該思考港湖接下來 10 年、20 年發展，都發局要站在更高位進行都市計畫整體調整。舉例來說，上個月我跟李副市長去看南港 Lalaport，提到 4 萬坪商場怎麼沒考慮到交通瓶

頭，規劃天橋、地下道等一直連通到捷運站，藉此例子提醒都發局作通盤檢討時應考慮到未來 10 年、20 年發展與變化。

2. 至於現階段問題，例如內湖五期，絕不能視而不見。蔣萬安市長是願意處理事情的人，無論日後如何處理，都必須往前走，而不是原地放著，否則民眾會覺得都市計畫通盤檢討只是虛晃一招。
3. 南港、內湖產專區都更推動緩慢，應思考加速推動的手段。
4. 都更案未來陸續完成後，衍生的交通議題如何處理應納入通盤檢討一併思考。舉內科交通問題為例，這次總統大選就被提出來討論，南港接下來也可能遇到類似問題。尤其目前已無停獎，停車位也可以申請減設，道路又要淨空，未來該如何配套？再以內科為例，不能只考量居住人口，還必須加上通勤人口，整體性處理交通議題，未來城市規劃才會漂亮。
5. 臺北市是首善之都，工業區、特定專用區等都應該有不同的思考或調整，這部分倘涉及母法規定，可以切出來再跟內政部溝通。

(四)民眾 3 發言：

我代表濱湖皇家大廈管理委員會發言，地點是內湖區碧湖段三小段 154 地號，建物已經超過 40 年，當初被市府劃定為住二、山坡地，但條件相同的鄰地卻是住三，也非山坡地，我們曾經請黃珊珊擔任議員時期調閱相關資料，仍查無原因，因此我們希望能比照同一個坡度、同一山頭的鄰地變更為住三及非山坡地。

第二次發言

如果要申請排除山坡地，民眾是否要提出什麼分析報告給主管機關？審查過程會通知我們嗎？

(五)民眾 4 發言：

1. 我是美國都市計畫系畢業，我今天帶來 1 份 1960 年代美國費

城都市計畫書圖，要告訴都發局能做些什麼事情。第一，預算怎麼用，這裡有圖示；第二，人口，你們都很熟悉這些圖；第三，就業人口；再來房屋狀況，那些是現有的、更新的、空屋，住宅政策必須根據現在的狀況作預測；再來那些是商業用途建築物、公園綠地都有非常清楚的標示。住宅密度、交通量用不同圖例表達，這些提供給你們參考。

2. 你們不能只是說要更新，怎麼更新？根據法律來說，應該先整建、維護，如果不行才是重建，這樣才是真正保障人民財產權利。另外，容積獎勵怎麼可以獎勵建商，都更給獎勵後建商就來了，跳過都市計畫，直接進行都市更新，且增加容積即代表增加居住量，密度就會超過公共設施負荷，每位都委會委員、都發局每個人都讀過這一段，但你們都不在乎。
3. 南港調車場要作商場、住宅、飯店等，違反憲法第 23 條規定、大法官釋 433 號，公有土地係公益用途，非臺鐵謀利工具，該更新案應予撤銷，並追訴柯文哲、林欽榮行政違失責任。

第二次發言

1. 都更應以損害權利最小的優先，整建、維護如果大家可接受，當然無須重建。
2. 剛才有朋友提到臺北市能否自己做一個細部計畫不要送內政部，我說明一下，政府計畫有一致性，且細部計畫不得違反主要計畫，還是送內政部都委會審查比較妥適。

(六)民眾 5 發言：

1. 我是住在內湖的居民，建議都更時至少室內面積 1 坪換 1 坪。
2. 希望政府今後通過之新都更案，將公設由 35.5%（潤泰創新公司）改為 25% 以下。
3. 為求圓滿希望對新都更案（尤其房子狀況還好的）地主至少 99 至 100% 同意後才允許。

(七)民眾6發言：

今天很多人都是從內湖過來參加會議，希望類似的案子以後辦在內湖。

(八)民眾7發言：

我是金龍里里長吳欣芸，我們里跟剛才其他地區的狀況不同，我們里密度很高，里內目前有警察紀念園區，前身是警察公墓，但長期缺乏妥善規劃與管理，倘若能將其納入都市發展考量，活化利用，抑或是規劃為停車空間，對民眾來說是一件好事。因此，我建議國有或市有閒置土地，皆應納入通盤規劃。

捌、會議結論：

謝謝各位鄉親今天的參加，我們是法治社會，無論是都市計畫還是都市更新皆須依照相關法令規定執行，本次座談會主要目的是蒐集意見，如果鄉親覺得還有意見，可以會後填寫書面意見寄到都發局，我們都會一一收錄。今天公開徵求意見座談會進行到此，謝謝各位到場參加。

玖、散會(下午3時40分)

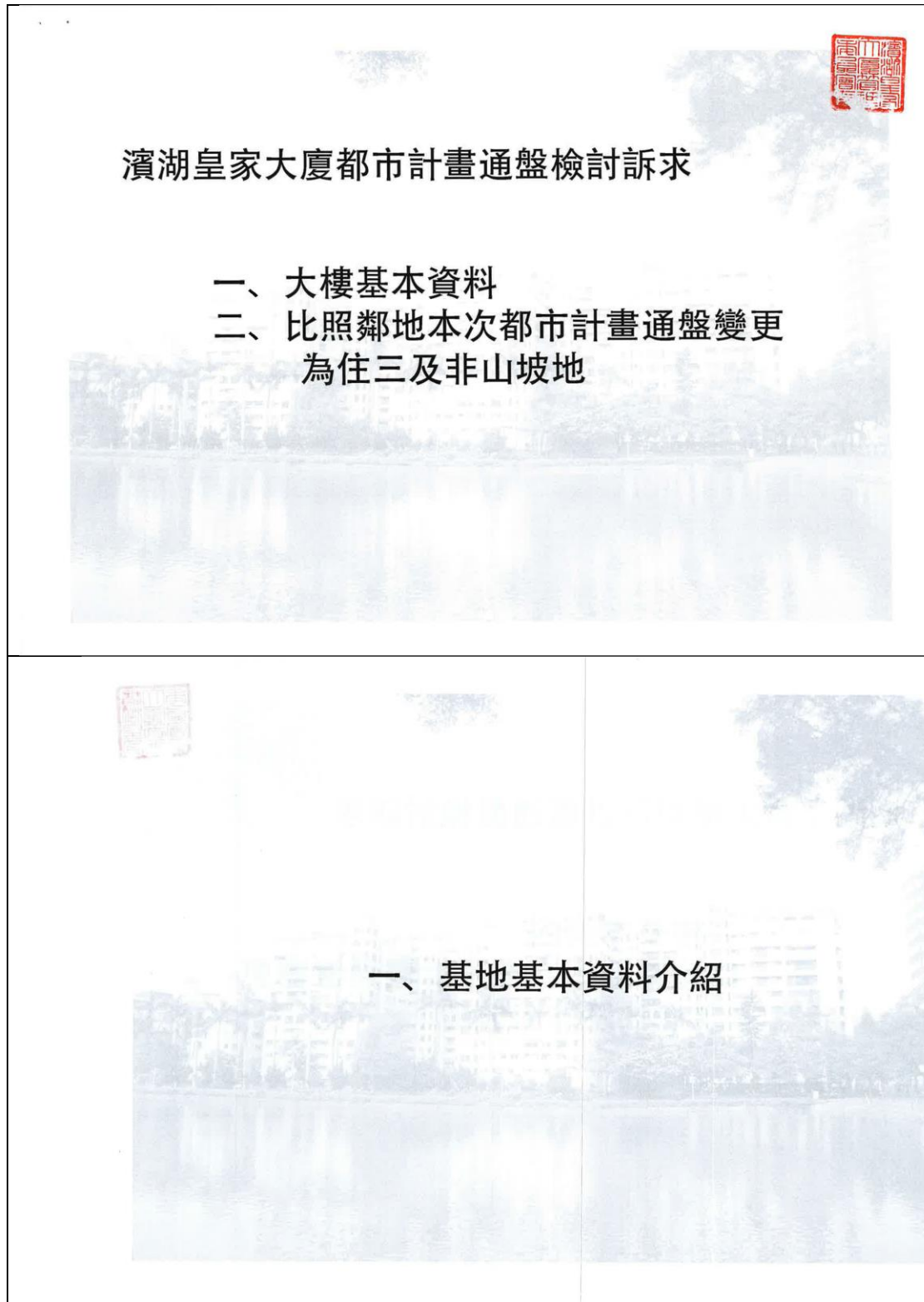
附件、座談會現場人民陳情意見綜理表

編號	提案人	行政區 行政里	位置	地號	提案內容	所涉其 他權責 單位
2-1	內湖區石潭里辦公處	內湖區石潭里	成功路二段 115 巷 45、47 及 49 弄大華社區	-	成功路二段 115 巷 45 弄、47 弄、49 弄大華社區土地使用分區住二，建議變更為住三。	-
2-2	內湖區石潭里辦公處	內湖區石潭里	新明路、小彎工業區	-	南京東路六段 350 號「I COME 社區」、南京東路六段 368 巷「翡翠花園社區」、新明路 197 號「得月社區」、新明路 155 號「科比邑社區」、安康路 28 號「長堤社區」、新明路「富比士社區」現有住戶希請能比照住宅區合法化。	產業局
2-3	內湖區石潭里辦公處	內湖區石潭里	內湖區五期重劃區	-	石潭里五期重劃區（辦公服務區、工商展覽區）現有住戶希能比照住宅區合法化。	產業局
2-4	內湖區石潭里辦公處	內湖區石潭里	北勢湖、新明路工業區	-	「變更臺北市內湖區都市計畫通盤檢討（主要計畫）案內『北勢湖工業區』及『新明路工業區』工業區為特定專用區主要計畫案」加速作業進度。	-
2-5	內湖區石潭里辦公處	內湖區石潭里	內湖區石潭段三小段 136~151 地號	內湖區石潭段三小段 136~151 地號	<ol style="list-style-type: none"> 1. 台北市內湖區石潭段三小段 136~151 地號等多筆土地之使用分區皆為「高速公路用地」，早年（約民國 60 年左右）曾為台北市政府所徵收，但一直未作高速公路使用，後經地方人士協請民意代表陳情，才將土地還予原地主，而徵收費用亦返還市政府。 2. 上述土地緊鄰「內湖區第四期重劃區」，附近皆已高樓林立，惟獨該區域自民國 60 幾年迄今近 50 年來無法使用，而市政府及高速公路局對於該區域一直並無規劃，對於地主而言，實為不公平，因此建請將該區域之使用分區改為與鄰近區域一樣為住宅用地。詳附件編號 2-5 	交通部 高速公路局

編號	提案人	行政區 行政里	位置	地號	提案內容	所涉其 他權責 單位
2-6	濱湖皇家 大廈管理 委員會	內湖區 湖濱里	內湖區碧 湖段三小 段 154 地 號	內湖 區碧 湖段 三小 段 154 地號	比照鄰地碧湖段三小段 151 及 123 地號，經通盤檢討變更為住三及非山坡地。詳附件編號 2-6	大地處
2-7	明美舒活 社區發展 協會	內湖區 石潭里	內湖區五 期重劃區	-	內湖五期特專區不是工業區，在主要計畫、細部計畫及變更計畫書都無涉工業區卻都清楚記載規定不足處比照第一種商業區辦理。詳附件編號 2-7	產業局
2-8	魯○雲	全市	內湖區文 德路 22 巷 60 號 ○樓	-	<ol style="list-style-type: none"> 1. 建議都更時至少室內面積 1 坪換 1 坪。 2. 希望政府今後通過之新都更案，將公設由 35.5%（潤泰創新公司）改為 25% 以下。 3. 為求圓滿希望對新都更案（尤其房子狀況還好的）地主至少 99 至 100% 同意後才允許。 	更新處
2-9	彭○華	全市	-	-	<ol style="list-style-type: none"> 1. 附意見書。 2. 附美國 Philadelphia 都市計畫書圖摘頁供依循，請彩色影印供 12 個分區使用。詳附件編號 2-9 	-

附件-座談會現場人民陳情意見編號 2-5





1.1 基地位置及現況



1.2 基地位置及現況



1.3.1 現行土地分區使用管制規定說明



1.3.2 現行山坡地管制規定說明



二、訴求事宜

5.1.1 探討事宜 法令變更相關議題

- 變更都市計畫 住二 → 變更改為 → 住三
山坡地區 → 變更改為 → 非山坡地區
比照臨地碧湖段三小段151地號及123地號本次都市計畫通盤檢討
為住三及非山坡地



- ▭ 鄰地
- ▭ 訴求案基地位置

5.1.2 訴求事宜 法令變更相關議題

變更都市計畫 住二 → 變更改為 → 住三

比照臨地碧湖段三小段151地號及123地號本次都市計畫通盤檢討
為住三及非山坡地



5.1.3 訴求事宜 法令變更相關議題

山坡地區 → 變更改為 → 非山坡地區

比照臨地碧湖段三小段151地號及123地號本次都市計畫通盤檢討
為住三及非山坡地



附件-座談會現場人民陳情意見編號 2-7

113.1.19. 通盤檢討港湖座談會

明美舒活社區發展協會協會意見

1. 內五特專區不是工業區，在主計畫、細步計畫及 變更計畫書都無涉工業區卻都清楚記載規定不足處比照第一種商業區辦理。
2. 內五特專區「不得作住宅使用」這七個文字未見於主計畫、細步計畫及變更計畫書，因此法源無據。
3. 依據本會 111.5.1.給蔣萬安委員簡報及 112.8.11. 給李四川副市長簡報，特提列 5 個行政案例解方以開放內五特定專用區得作住宅使用。

解方 1：比照大彎南段及倉儲區財團無條件放寬使用組別與變更，由現行組別 3「寄宿住宅」放寬至組別 2「多戶住宅」。

解方 2：參照直轄市直裁權對內五特專區倉儲區變更為辦二案例，開放住宅使用。

解方 3：參照直轄市直裁權對內五特專區集合辦一及展售區部分土地成立「內湖影視音產業園區」案例，開放住宅使用。

解方 4：新北市 112 年截至 12 月中旬，全新北共有 640 案申請免辦理變更使用執照，讓一般事務所直接作為集合住宅使用。其中 618 案經核准，核准率逾 96.5%。

要求比照新北市行政案例，依照「台北市一定規模以下建築物免辦理變更使用執照管理辦法」：「該戶樓地板面積小於五百平方公尺」則不用辦理變更使用執照，讓一般事務所能直接作為集合住宅使用。

解方 5：要求比照 108 年台南市「科學工業園區特專區之農業區變更案」行政案例將明美舒活社區發展協會 7 社區成立 SOHO 舒活特專區，允許住宅使用也可公司登記。

2024 總統、立委選舉今天 13 日投票，綜藝天王吳宗憲（憲哥）一早現身內湖投票所，剛從馬來西亞結束《綜藝玩很大》外景下飛機的他被問會投誰當總統？憲哥笑說：「真是的，這能講嗎？每次都忘啦，誰當選我就支持誰！」

憲哥說自己每次投票都不會缺席，那希望當選的執政者能為台灣改變些什麼？憲哥認為：「很重要啊，我們角度就是熱愛這片土地，希望台灣有好的發展，台灣是很特別的地方，未來執政者龍年一定要做到大家和樂融融。」

那今天投票怎沒帶女兒吳姍儒跟兒子鹿希派一起？憲哥說他們戶籍地都在敦南信義區，而且小孩都大了，彼此尊重投票自由。他還表示住內湖很棒，喊話台北市長蔣萬安可以把內湖五期變成住宅使用，「這裡沒有半根煙囪，誰在當工業啊？法令永遠跟不上，那就是很愚蠢嘛，如果純住宅，內湖真的很棒，你看我都不回敦南區住了，就是點點滴滴改變，我們好好努力讓台灣更好。」

憲哥也表示總統大選藍綠白三組人馬競爭很熱鬧，不過他內心早就有當選者的名單，「我已經寫好錦囊妙計了，到時看誰當選我再跟你們分享。」他晚上也約了一票親朋好友看開票，「而且今天天氣很好，我預估今年投票率可以高達 75%。」最後他大約花 3 分鐘投票完成，興奮地手舞足蹈從投票所走出來，「商人無國籍，藝人無黨籍，盡好我們小老百姓的責任就好。」

附件-座談會現場人民陳情意見編號 2-9

117年1月19日 南港內湖通檢座談會 意見書

- 一、都市計畫法第26條通盤檢討，係以25年為期的行政計畫，對都市各使用分區使用情形檢討，應分別：(一)、人口現況及預計未來推測、(二)、就業人口、(三)、各使用分區：工業、商業、住宅、(四)、各鄰里人口之密度，(五)、交通流量等圖示，提出美國費城(Philadelphia)1960年的都市計畫部分圖說，參考。
- 二、查內湖、南港地區主要計畫及細部計畫書內有關「智慧城市」之「智慧」、「韌性城市」之「韌性」、「友善人行道」之「友善」、「TOD導向」之「TOD」、「綠色運輸」之綠色，此特別抽象用語，係故意混淆及曲解都市計畫的明確性，此類名稱，人人辨識及解讀不同，違反行政明確原則，不應出現在都市計畫書圖內，應全部不再出現。
- 三、本地區台鐵用地，係公有使用，係以公益為目的，其「...最大都更南港調車場動土..將有商場、住宅、飯店等...」，違反憲法第23條規定，公有土地係公益用途，非得作為台鐵謀利工具，應撤銷台鐵開發調車場使用，作「國內最大都更南港調車場動土..將有商場、住宅、飯店等」使用，都市計畫法第40條規定意旨，未經都市計畫審查通過公告者，不得建築，故該更新案應撤銷，並追訴柯文哲、林欽榮行政違失責任。

四、凡以都市更新原因開發之容積獎勵，全部撤銷，居住權的保障，不是由行政機關提出誘因給建商，令建商有利益，而增給房屋供給量，此項房屋供給量增加，增加地區性的人口密度，又未經都市計畫委員會審查，有害於居住環境品質，故老屋更新，應以整建、維護的行政作為，始為適法。蔡政府的合宜住宅是否需要 8 萬戶？應由都市計畫內地區需求為判別基礎，請參考美國費城的都市計畫辦理。

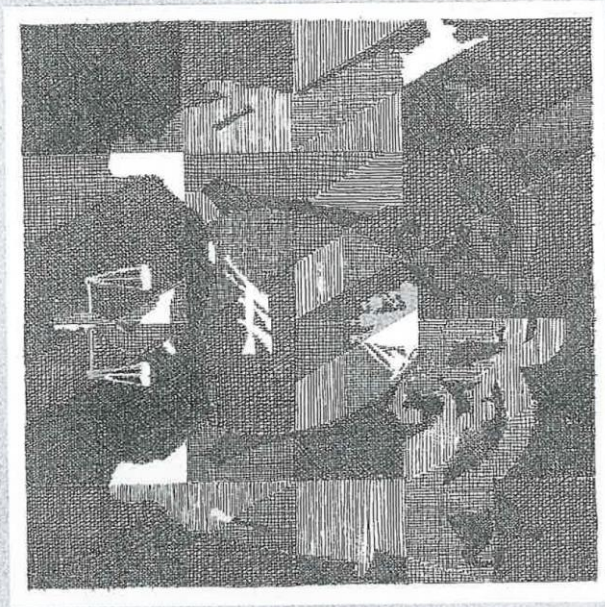
敬呈

台北市政府

中華民國 113 年 1 月 19 日

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PHILADELPHIA CITY PLANNING COMMISSION—1960



COMPREHENSIVE ZONING MAP OF THE CITY OF
PHILADELPHIA

CAPITAL REQUIREMENTS TO COMPLETE THE COMPREHENSIVE PLAN

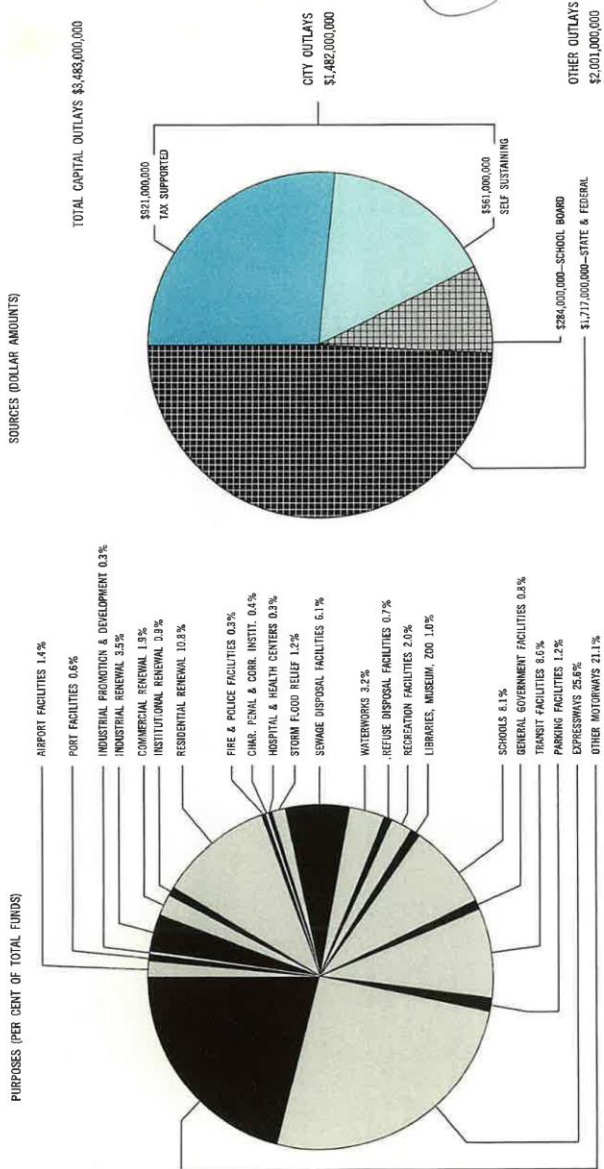
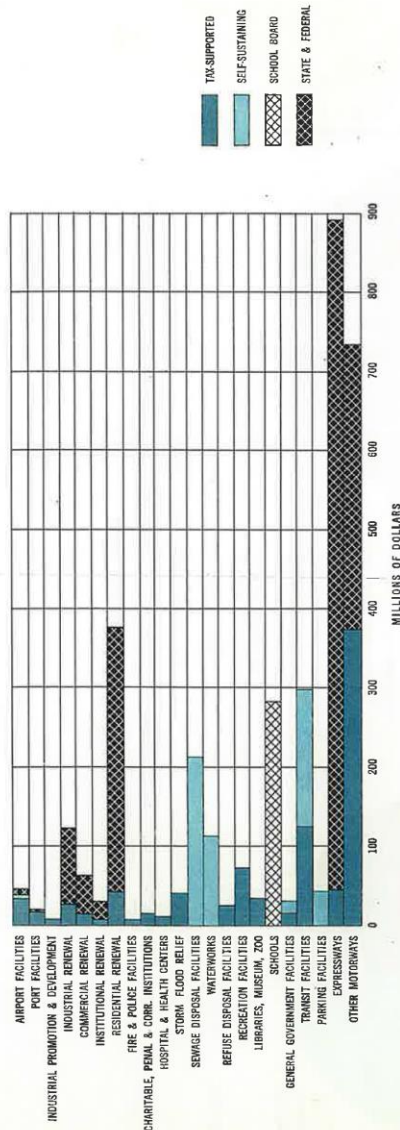


FIGURE 4—This diagram shows the costs of the public facilities called for by the Comprehensive Plan and where the money will come from. This public investment will stimulate private investment many times as great.

FIGURE 5—CAPITAL REQUIREMENTS TO COMPLETE THE COMPREHENSIVE PLAN



the Fire Department and the Police Department are counted. Outlays made solely for the clearance and redevelopment of land for residential re-use account for \$42,900,000 or 5% of total City tax-supported funds.

Profile for an Even Rate of Completion of All Functional Groups

If the City were to try to achieve an even rate of completion in each of the categories of the Comprehensive Plan, funds scheduled in every future 6-year Capital Program would have to follow the proportions of the profile of Figure 5. Under such a policy, the tax-supported portion of any 6-year Capital Program would be 46% for expressways and other motorways (combined), 13% for transit, 11% for general residential renewal and so forth. If every succeeding 6-year program followed these even rate proportions, then every category would be completed at the same date in the future. That date would be determined by the total amount of tax-supported funds expended in each 6-year period.

The present financial policy of the City is to spend \$150,000,000 of tax-supported funds on capital improvements

in each 6-year program. The dollar amounts which would result if the \$150,000,000 were to be allocated according to the Comprehensive Plan proportions can be read on the third column of Figure 6. By reading the three columns, one can see that the \$124,200,000 to be spent on transit to complete the Plan represents 13% of total tax-supported funds, and when this even rate proportion is followed would account for \$20,200,000 out of a 6-year budget of \$150,000,000.

There is, of course, no reason why all groups should be programmed to approach completion at the same rate. In fact, they should not, for in building anything it is evident that some things should be done before other things.

Although it is not to be followed directly, the profile of Figure 6 is a most valuable tool which, by presenting the proportions of an even rate, makes it possible to discern how much of a "speed-up" or a "slow-down" a given allocation actually represents. It also enables us to see how a "speed-up" in one category must be compensated by a "slow-down" in other categories if the budget is held constant. All projects, even those which appear to have little functional relationship with each other, are direct competitors for scarce capital investment funds.

The Strategy of Development

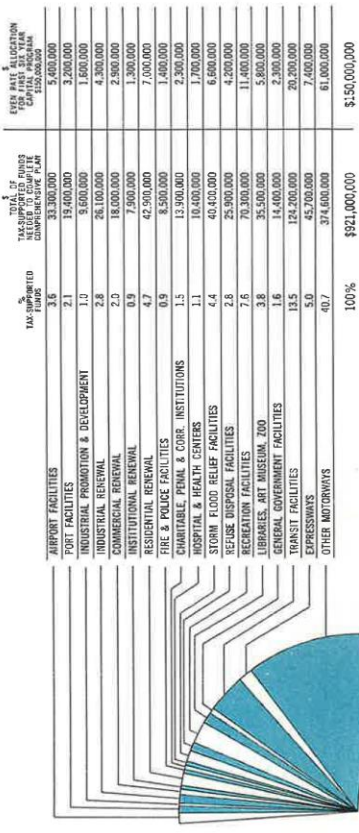
It makes a great difference which projects are done first. Unless the City undertakes the projects of the Comprehensive Plan in a proper sequence it may be impossible to achieve the goal of the Plan, which is based on a number of background condition assumptions. An unwise sequence of development might allow these conditions to change and make the Plan obsolete.

The major background condition assumptions of the Plan include the following:

1. Center City will remain the dominant regional center.
2. The City's economic growth will proceed rapidly enough to enable the City to invest in the facilities called for.
3. The City will maintain a balanced population, including middle and high, as well as low-income families.

The three background assumptions are closely related. They express a belief that the City, through public action, can halt the commonly observed weakening of the City's economic

FIGURE 4—COMPREHENSIVE PLAN PROPORTIONS AND THE EVEN RATE ALLOCATION



City tax-supported funds are the subject of critical decision in the formulation of the City's Capital Program. Proportions of total tax-supported funds required to carry out the entire Plan are here applied to a typical 6-year "budget" to determine how such a "budget" would be allocated in order for each set of facilities to approach completion at the same rate. The resulting average allocation is not a recommended 6-year program but a reference point from which a recommended program can be formulated.

position due to competition from the suburbs. In the recent past, growth in sales, in production, and in medium and high income residential population has become typical of the suburbs. On the other hand, slowing down of economic growth and a replacement of higher income population by lower income population has become characteristic of the City.

In order to combat this trend and validate the background assumptions of the Plan, public improvement programming must concentrate on those investments which can be demonstrated to contribute to increasing the vitality of the City economy in general and to strengthen the City's tax base in particular. Examples of such investments are those which, by improving access, local circulation, parking, and amenity will foster economic activity in Center City and in the several subcenters. Improving radial rapid transit to Center City is one of the best ways of reinforcing its position. Development and redevelopment of land for industry and improvement of the City's port and airport facilities also serve this end directly. Improvement of the transportation system, although no tax revenues result directly from it, may have the largest single effect on reducing the costs of doing business in Philadelphia, and thereby spur economic growth in the City and cause in-

crease in tax revenues. However, if an expressway is scheduled at such a time that new industrial and commercial sites benefiting from the improved access are available for development in the suburbs but not in the City, then such an expressway is likely to weaken the City economy. Therefore, expressways must be scheduled carefully and coordinated with the scheduling of redevelopment and industrial promotion projects.

Aside from timing considerations which derive from the availability of developable land within and outside the City, the inherent benefit of each expressway to the City is a basis for determining scheduling. Some expressways improve the accessibility of City sites much more than suburban sites and, therefore, from the City's point of view, should be scheduled as soon as possible. The Delaware Expressway, which lies within the City for some 15 miles, serves industrial areas along nearly all of that distance and acts as a radial expressway to Center City from both the north and the south, is a prime example. Its construction should be expedited.

Facilities—like the proposed Municipal Services Building—which will reduce the operating costs of government obviously deserve high priority since the savings they will bring will be realized directly by the City.

Vital as it is, improvement of the economic base proper cannot be pursued at the expense of deterioration of the residential environment. If the residential environment does not remain at least as good as it is now, those citizens who are able to do so will move away. These very citizens who have the ability to move are the same who are the most desirable for the City to have as residents, for they are the people who have achieved higher incomes and can provide higher tax revenues to the City. They are the people who have become "successful" in other spheres, too, and can provide the kinds of leadership the City needs if it is to continue to lead its region. Therefore, at a minimum, future capital programs must include improvements to the residential environment which will prevent the flight to the suburbs of such people.

Because it serves the end of improving the residential environment to obtain a favorable balance of people, and also because if not achieved now it will not be possible to achieve a high place in immediate programming. If it is to be acquired before it is built on, most open land called for in the Plan should be bought within the next 6-year program; virtually all of it should be obtained within the next ten years.



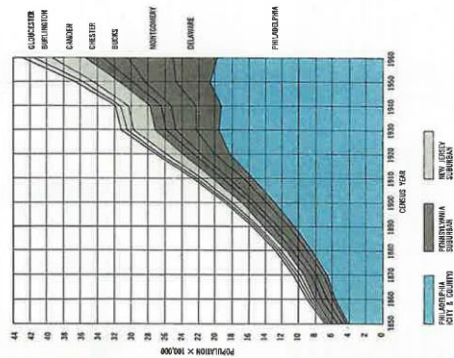


FIGURE 7—POPULATION OF THE PHILADELPHIA STANDARD METROPOLITAN AREA 1950 TO 1960 BY COUNTIES.

tion, both in and out, between the Philadelphia area and other communities, and also between the City and its metropolitan suburbs. Prior to 1920 there is evidence of a considerable excess of in-migrants (positive net-migration) which added significantly to the natural increase of population in both the City and the metropolitan area.

While this trend probably is continuing for the suburbs, the margin of positive net-migration for Philadelphia has gradually diminished to practically nil since World War II, with preliminary 1960 Census figures indicating that the City has lost more people to its suburbs than it has gained from people moving in. Much of the growth of population in the suburbs has been derived from Philadelphia.

Frequently the best evidence of this ebb and flow of migrant population, as well as clues to its significance, is found in the changes which appear in the composition of the population between successive decennial census enumerations. Figure 9 shows that, prior to 1920, a significant portion of the in-migrant population of Philadelphia came from foreign countries, as indicated by a steady increase in both the number and proportion of foreign-born white resident population.

A still more striking increase in non-white (mostly Negro) population has occurred in the last three decades with increments definitely higher than could have resulted from the excess of births over deaths in that group. The accompanying decrease in the number of foreign-born residents since 1930 has occurred as older members of this group have died off without replacement. The rapid leveling of the curve for native-born white could only indicate that a substantial number of this group have moved out of the City.

Further detailed analysis of the City's population by age-groups, sex and race shows that when it is broken down into five-year age-groups, such as those between ages 20 and 25, all except eight of the 23 age-groups of the white population, both male and female, suffered substantial losses through an

excess of out-migration between 1940 and 1950. The increases in the age-groups which proved exceptions were very small; they occurred only among males and females 65 years of age and over, and among females in the 10-to-14 and 20-to-24 year age-groups.

On the other hand, substantial increases in every age-group, both male and female, occurred in the City's non-white population.

Obviously, since the greatest changes occurred in the young and middle-aged adult groups (which constitute both the heart of the labor force and the parents of the coming generation) the impacts of migration are going to be much greater on the City's future economy and the make-up of its population than they appear to be at present.

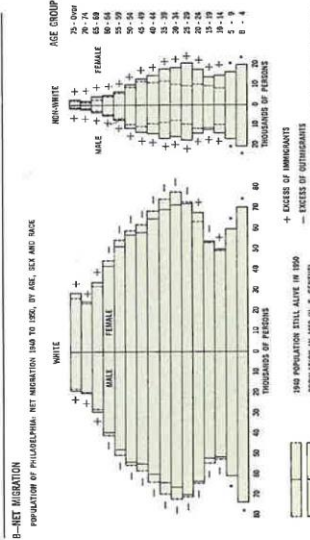
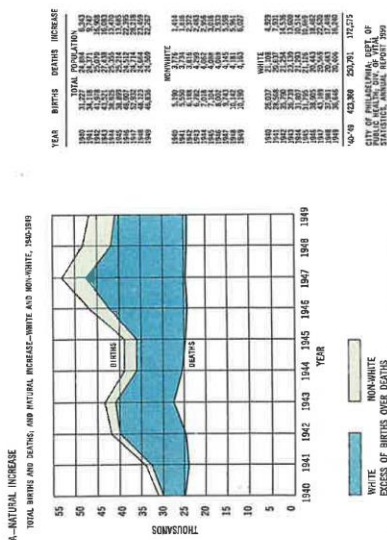
Population of the City and Its Suburbs Compared

Although the differences in make-up between the populations of the City and its suburbs are not so great as they would be if the municipal boundary were a demarcation between the densely developed and sparsely developed portions of the metropolitan area, they are nevertheless of sufficient importance to command serious attention in the designing of the Comprehensive Plan.

Actually, more than 10% of the suburbs' population lives in the cities of Camden and Chester, under conditions not unlike those in the central portions of Philadelphia, while sizable portions of northeast, northwest and southwest Philadelphia have residential densities lower than in many of the unincorporated suburban communities.

Philadelphia's population averages considerably older than that of the suburbs, with most of the difference resulting from lower percentages of children and higher percentages of elderly persons in the City than in the suburbs. This difference is somewhat greater for females than for males.

There is a lower percentage of males but a higher percentage



Age Group	Population 1940	Population 1949	Migration 1940-1949	Population 1940	Population 1949	Migration 1940-1949
0-4	10,000	10,000	0	5,000	5,000	0
5-9	15,000	15,000	0	10,000	10,000	0
10-14	20,000	20,000	0	15,000	15,000	0
15-19	25,000	25,000	0	20,000	20,000	0
20-24	30,000	30,000	0	25,000	25,000	0
25-29	35,000	35,000	0	30,000	30,000	0
30-34	40,000	40,000	0	35,000	35,000	0
35-39	45,000	45,000	0	40,000	40,000	0
40-44	50,000	50,000	0	45,000	45,000	0
45-49	55,000	55,000	0	50,000	50,000	0
50-54	60,000	60,000	0	55,000	55,000	0
55-59	65,000	65,000	0	60,000	60,000	0
60-64	70,000	70,000	0	65,000	65,000	0
65-69	75,000	75,000	0	70,000	70,000	0
70-74	80,000	80,000	0	75,000	75,000	0
75+	85,000	85,000	0	80,000	80,000	0

of females participating in the labor force in Philadelphia than in the suburbs, and a definitely higher percentage of unemployment among males in the City. There is also a significantly larger percentage of the suburbs' population in the higher-paid occupations, such as professional and technical people, managers, officials and proprietors, and craftsmen and foremen, while much higher percentages of City residents are engaged in the lower-paid occupations, such as clerical, sales, operatives, service and laborers.

By far the sharpest contrasts are between the populations of Philadelphia and its suburbs on the basis of educational attainment and individual-worker incomes during 1949. Although percentages for graduates of grammar school and high school do not differ greatly, the percentage of college-trained persons is much higher in the suburbs while the percentages for persons with only one to six years of education are significantly higher in the City. The suburbs greatly outrank Philadelphia in percentage of persons in the higher income brackets.

There are considerably higher percentages of small (one and two person) households in Philadelphia, with highest ratios for middle-size households in the suburbs, and surprisingly little difference in the percentage of households of eight or more persons in both areas. Dwelling units also tend to run larger, in terms of number of rooms, in the suburbs than in the City. However, there is little or no conformity between the patterns of distribution of households by number of persons, and dwelling units by number of rooms, in either area.

Population Forecasts

A plan must wrestle not only with present needs but with future requirements, and therefore it is just as important to anticipate the future as to understand the forces at work in the present situation. The remainder of this chapter will discuss some of the major changes which may be expected to take place with respect to the size and composition of the population.

FIGURE 8—SOURCE OF INCREASE IN THE POPULATION OF PHILADELPHIA 1940 TO 1950.

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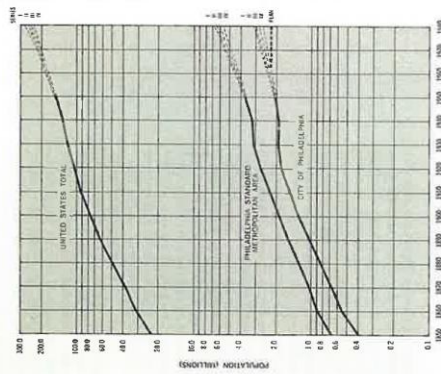


FIGURE 10—POPULATION GROWTH RATES IN THE UNITED STATES, THE PHILADELPHIA STANDARD METROPOLITAN AREA, AND THE CITY OF PHILADELPHIA PROJECTED TO 1980.

the metropolitan area this may be expected to continue into the future.

The decision to use only the later portions of the total century trends for calculating projections (1900-1950 for the PSMA and 1920-1950 for Philadelphia) was based in part on the analysis of the data (slight but significant changes in the relative rates of growth) and in part upon knowledge of changes in specific factors which affected population growth for the local areas (for example, the effect of the automobile on the rate of suburbanization since 1920).

The explanation of the differences in rates of future growth described by the four alternative series of Census estimates of

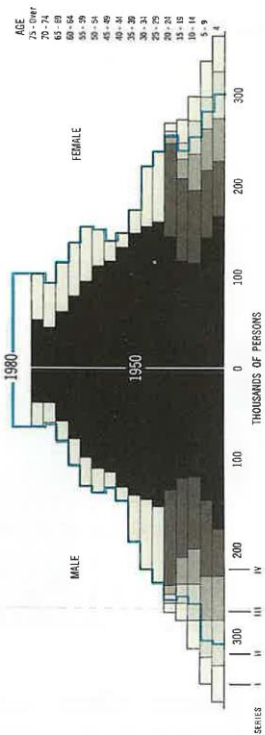


FIGURE 11—POPULATION IN THE PHILADELPHIA STANDARD METROPOLITAN AREA 1950 AND 1980 (EST.) BY AGE GROUPS AND SEX.

are rejected as unlikely. One extreme, Series I, assumes a higher level of reproduction than any attained in this century; the other extreme, Series IV, assumes a drop to the all-time low of the depression decade.

Properly, the population estimate should forecast a range. The most probable range is shown in the results between Series II and Series III of the Census assumptions. However, for a number of reasons it is necessary to qualify requirements in the Plan, and quantification requires numbers. Therefore, for purposes of initial consistency the series of figures in used, derived from the application of the Series II projections prepared by the Bureau of the Census in 1958. The basic assumption

U.S. population is that each is based upon a different assumption with respect to the levels of reproduction rates which may be anticipated in the future. If broken down by age groups, all four of these series would be identical for population twenty-five years of age and over in 1980, and all of the difference in total population would be accounted for in age groups under twenty-five in that year.

Because the Census provided four alternative series of estimates for the U.S. total population, a corresponding number of series are shown in Figure 10 for the City and for the metropolitan area.

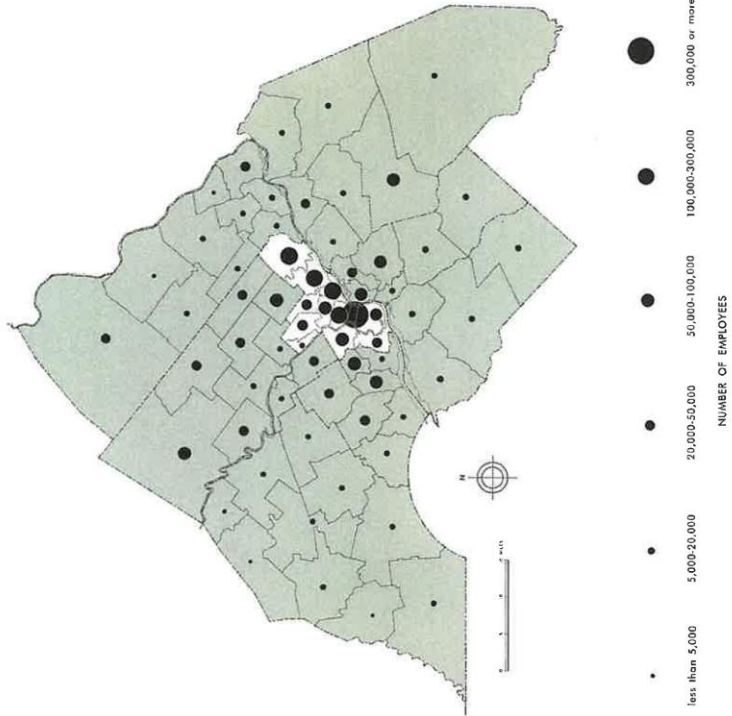
On the four Census birth rates assumed, the two extremes

◆ FIGURE 13—EMPLOYMENT IN THE PHILADELPHIA STANDARD METROPOLITAN AREA 1956 AND 1980 (EST.) BY MAJOR AREAS.

In 1980, the distribution of employment within the Philadelphia Metropolitan Area is expected to remain highly centralized, with half of all jobs being in the City of Philadelphia itself. Although the number of jobs in Philadelphia will increase by 249,000, jobs in 1980 will be much less centralized than in 1956. While 37% of the Metropolitan Area's employment was located in the seven suburban counties in 1956, 47% is expected to be in these counties in 1980.

◆ FIGURE 14—EXPECTED EMPLOYMENT IN THE CITY OF PHILADELPHIA AND THE STANDARD METROPOLITAN AREA 1980 BY PLANNING ANALYSIS AREAS.

The projected 2,234,000 jobs will be distributed widely throughout the Metropolitan Area in 1980 but the heavy job concentrations will continue to be in Philadelphia as they now are.



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from 11 per cent in the first sub-period to 30 per cent in the last.

This striking increase in decisions to relocate underscores the urgency of the City's need to redevelop potential industrial areas within its limits, so that its industries, old and new, will have the room they require for expansion, access, parking and loading. Redevelopment will provide sites close to modern transportation facilities.

As a first step in preparing the Industrial Land Use Plan, a detailed study was made of the location of existing industries, of existing industrial areas, and of the probable location of prospective industries. As a framework for this, the City was divided into five zones as shown on Map 2. The locational characteristics of these areas, relevant to industry and influencing locational decisions, were then studied: the results are summarized in Table 10.

In addition, for each important industry group a loca-

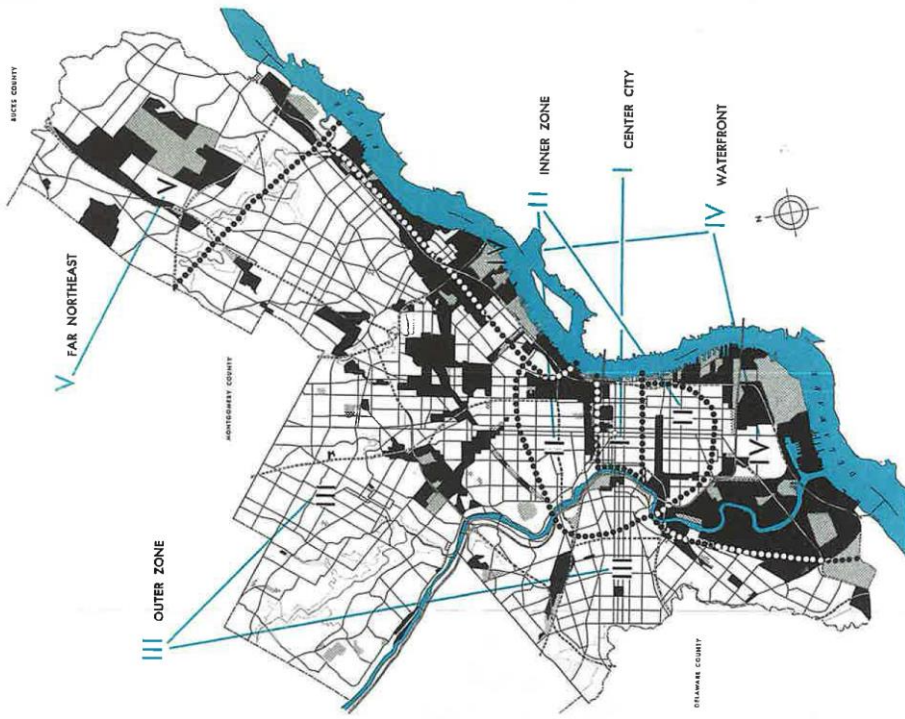


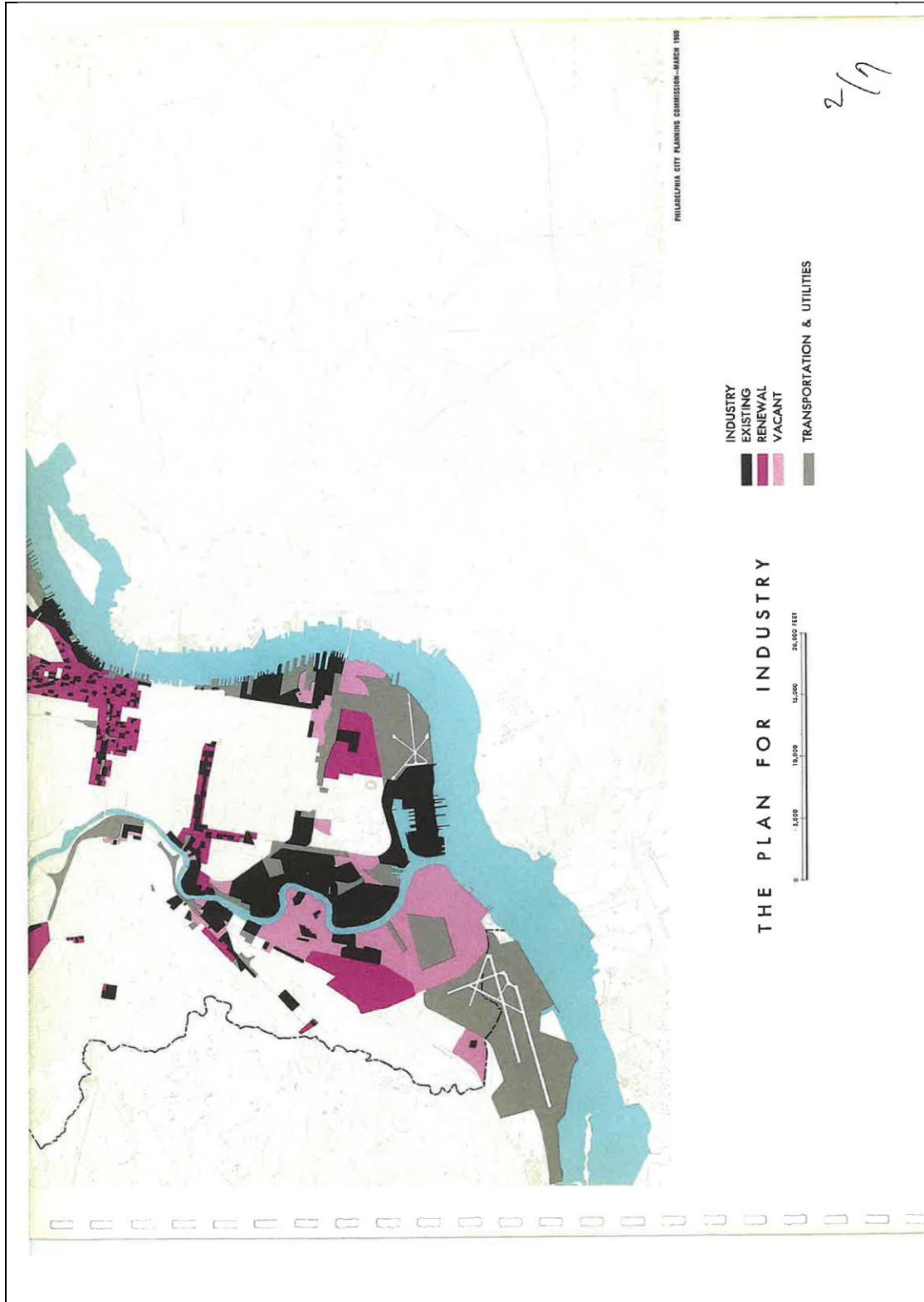
TABLE 11.—FACTORS INFLUENCING INDUSTRIAL LOCATION

LOCATIONAL FACTORS	RELEVANT INFORMATION (ON EACH INDUSTRY)	SOURCE
Ability to pay for land.	Value added per worker; Value added per square foot of floor space; Floor space per unit of typical plant.	Managers Research Service, Inc. Interviews*
Economic advantage of central locations (i.e., willingness to pay for central location).	Existing firm locations. Market linkages to other firms (i.e., other market for supply) linkages. Labor force and transportation facilities.	Employment data.
Ability to do without business services.	Typical district. Linkage to business services.	Employment data. Interviews.
Ability to utilize small plots of land.	Firm size and location. Plot size of typical plant. Land use planning requirements.	Employment data. Interviews.
Tolerance of nuisances. Generation of nuisances and sensitivity to regulation of nuisances.	Zoning classifications (existing and proposed). Firm location within industrial district.	Industrial district studies. Zoning Advisory Committee. Employment data.
Special resource or facility requirements.	Rail sidings, water transport, process and cooling water.	Railroad study. Interviews. Results of water port operations.
Desire to reserve land for future growth.	Growth rate. Speed of technical change.	Bureau of Census and employment data. Interviews.

* Interview materials were available from several studies, Industrial Land and Facilities, The Boardman of Philadelphia's Industrial Plant Studies of Selected Industrial Groups for Factors Affecting Location Decisions with Reference to the Industrial Environments of Philadelphia.

MAP 2—INDUSTRIAL ZONES

For purposes of this analysis, the City has been divided into five industrial zones, each having the characteristics necessary to attract certain kinds of industries.



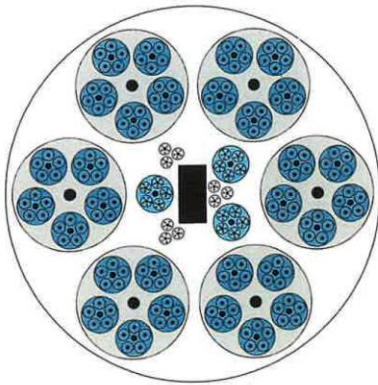


MAP 10—LOCAL SHOPPING CENTER PLAN

Every City resident will be within 5 minutes of one of the 169 local shopping centers proposed by the plan. Each center will be characterized by one or more supermarkets and will have a trade area population of from 3,000 to 40,000 persons. Parking needs vary from a ratio of 1 square foot of parking to 1 square foot of floor space in the densely built up areas of the City, where local centers are close, to 4:1 in the low density areas of the Far Northeast, where they are much further apart.

- EXISTING LOCAL CENTER
- PROPOSED LOCAL CENTER



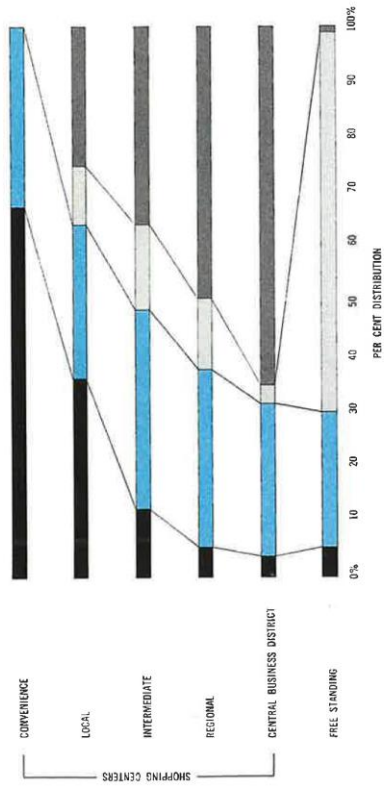


	CONVENIENCE	LOCAL	INTERMEDIATE	REGIONAL	CENTRAL BUSINESS DISTRICT
FLOOR SPACE	3,000-5,000 SQ. FT.	20,000-80,000 SQ. FT.	100,000-300,000 SQ. FT.	375,000-1,500,000 SQ. FT.	OVER 7,000,000 SQ. FT.
MAJOR TENANT	SMALL FOOD STORE	SUPER MARKET	JR. DEPT. STORE	DEPT. STORE	SEVERAL DEPT. STORES
TRADE AREA POPULATION	1,500-2,500 PERSONS	5,000-40,000 PERSONS	40,000-150,000 PERSONS	OVER 125,000 PERSONS	OVER 2,000,000 PERSONS
TRADE AREA RADIUS	UNDER 5 MINUTES	5-6 MINUTES	5-15 MINUTES	UP TO 25 MINUTES	UP TO 1 HOUR

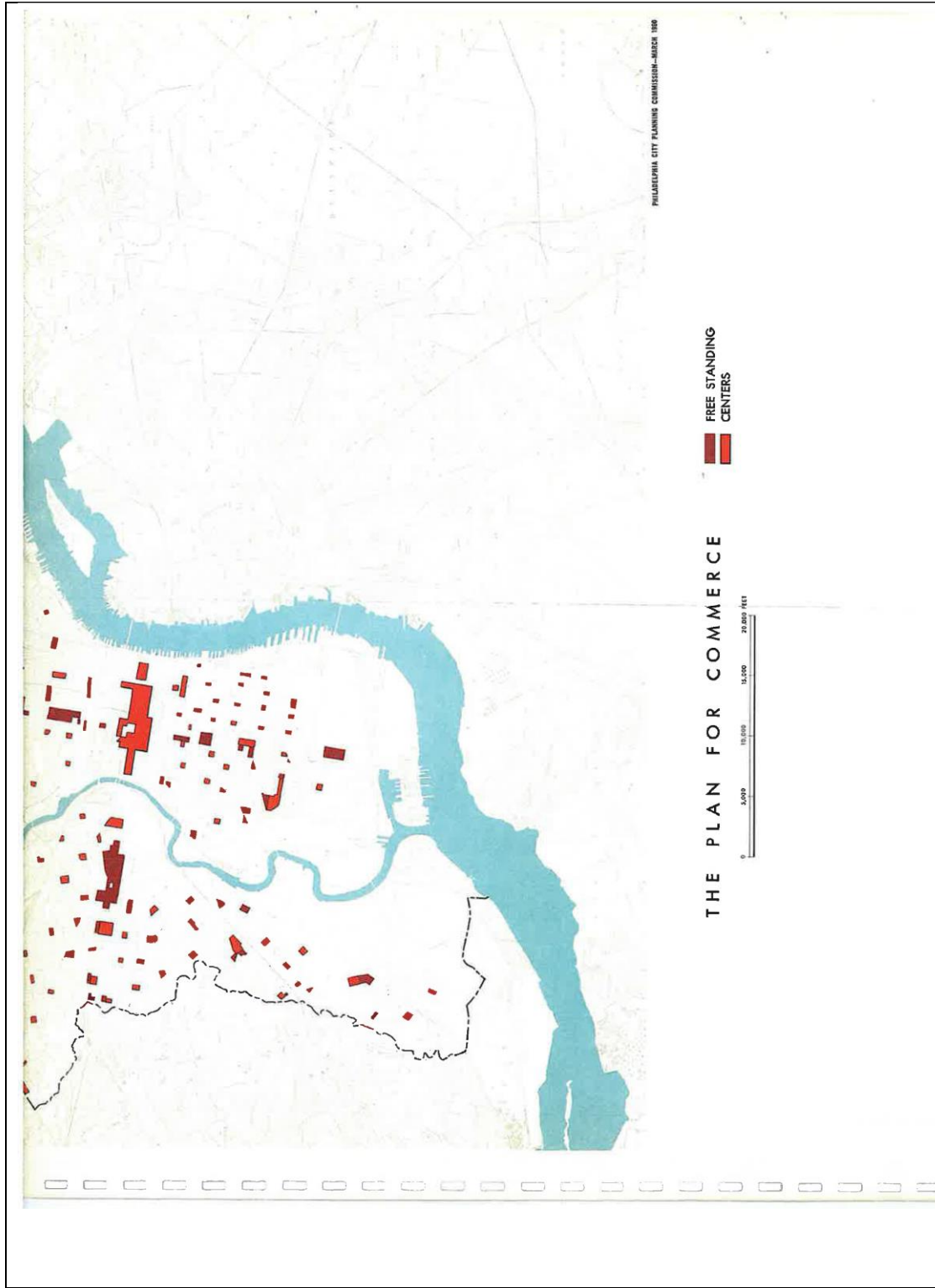
SCHEMATIC FORM OF CITY

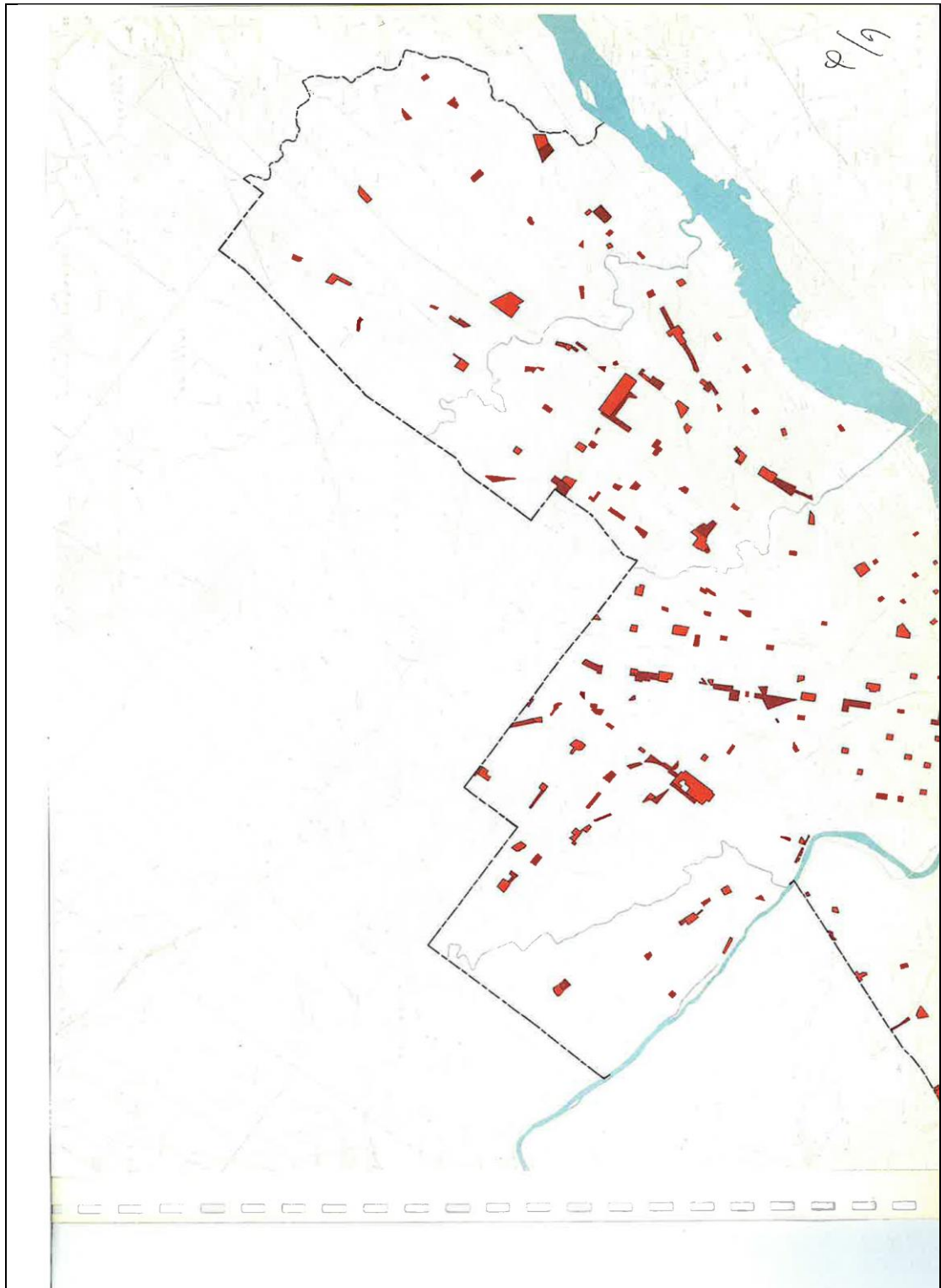
FIGURE 18—CHARACTERISTICS OF PROPOSED BUSINESS CENTERS BY TYPE.

The general standards are based upon consultants' analysis of economically viable centers of the different levels shown. Floor space devoted to food sales dominates the convenience center, where it accounts for 67% of all space. It decreases in importance in the successively larger centers: local, intermediate, regional, and central business district. Conversely, floor space devoted to general merchandise, apparel, and furniture is not usually found in convenience centers, while it makes up 25% of local centers, 35% of intermediate centers, 49% of regional centers, and 64% of the central business district. Free-standing centers find their market in the passing stream of traffic and are characterized by automobile sales.



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The Plan for Recreation and Community Facilities continued



be new. Three of the latter are in the Far Northeast, one in the Near Northeast, two on the rivers in Center City, one in Eastwick and two on the Delaware River near International Airport, one of which is Fort Mifflin.

The primary objective of a district park is to preserve or create a generous portion of open landscape in the urban environment. The chief criterion in selecting a site is some feature or combination of natural features on the basis of which the park can be designed and developed. Thus, the district park pattern does not lend itself to a simple geometric distribution in space. Accessibility by automobile and public transit is of prime importance.

District park facilities depend on the characteristics and location of the site. A site with natural landscape features can provide for a children's day camp, for picnicking, hiking, boating, sledding and other activities suitable to the setting. Most, but not all, of the district parks proposed are of this type. The proposed district parks on the rivers in Center City will be developed quite differently. The waterfront park on the Delaware at Market Street, for example, will contain a highly stylized grouping of waterfront facilities.

The Plan proposes two new regional parks for Philadelphia in addition to the six already in existence. One will be in the valley of Popplestone Creek and extending south from its mouth along the bank of the Delaware River to Pennypack Park. This is planned as a joint project with Bucks County, since the creek is the boundary between that county and the City. The second is in Upper Roxborough along the Schuylkill River. It is further proposed that Cobbs Creek and Pennypack Parks be expanded along the entire lengths of the streams. A large tract of land at the mouth of the Pennypack has been earmarked for park and recreation purposes.

The proposed district and regional parks are shown on Map 14.

Specialized Facilities. District and regional parks are the logical setting for the development of specialized facilities such as marinas, golf courses, museums, zoos and aquariums. The existing museums, zoo and aquarium need expansion and rehabilitation, but, with the exception of the aquarium, no new facilities of this nature are proposed.

Marinas.—New marinas are planned on the Delaware River at the mouth of Pennypack Creek, in Center City south of

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MAP 14—PARK PLAN

Large parks include district parks (20-100 acres) and regional parks (300-2,500 acres). The Plan proposes 9 new district parks in addition to the 11 existing ones; a future total of 20. It proposes 2 new regional parks in addition to 6 existing ones; a future total of 8.

-  EXISTING LARGE PARK
-  PROPOSED LARGE PARK



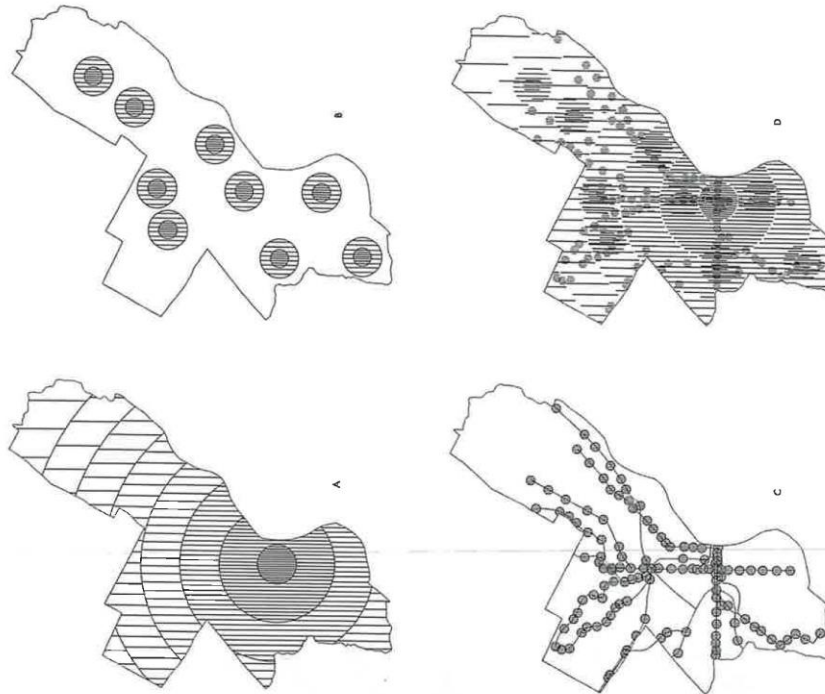
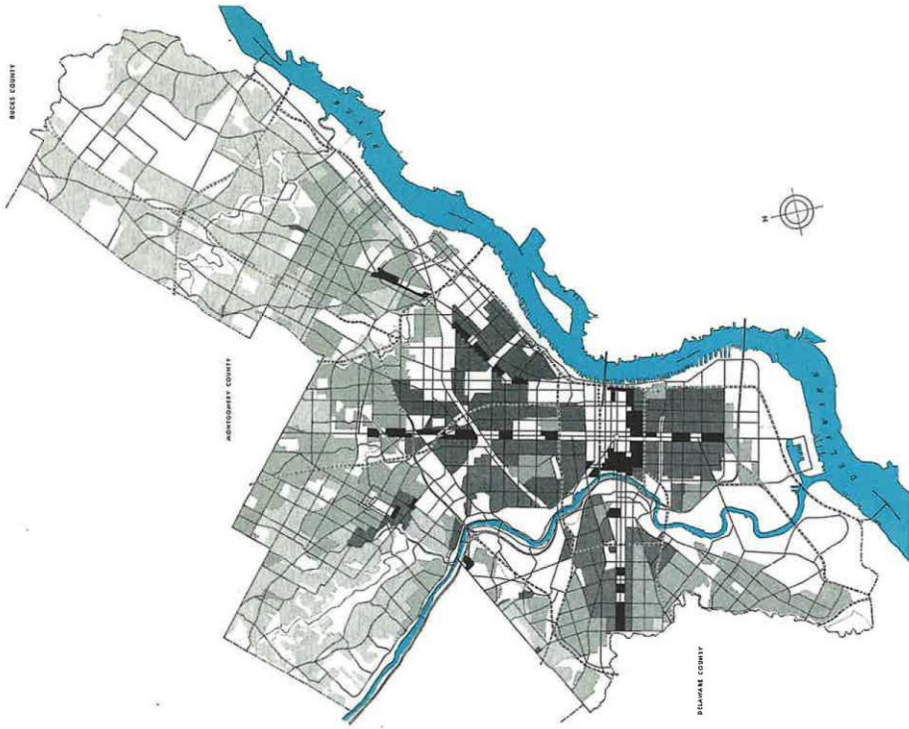


FIGURE 20—DENSITY—ITS BASIS IN URBAN STRUCTURE

- A. Density is highest at the dominant employment and transportation center and decreases with distance from the center.
- B. Sub-centers induce nodes of high density.
- C. Rail transit stops create areas of transportation advantage which induce dense development.
- D. The combination of these factors produces a pattern of relative density.

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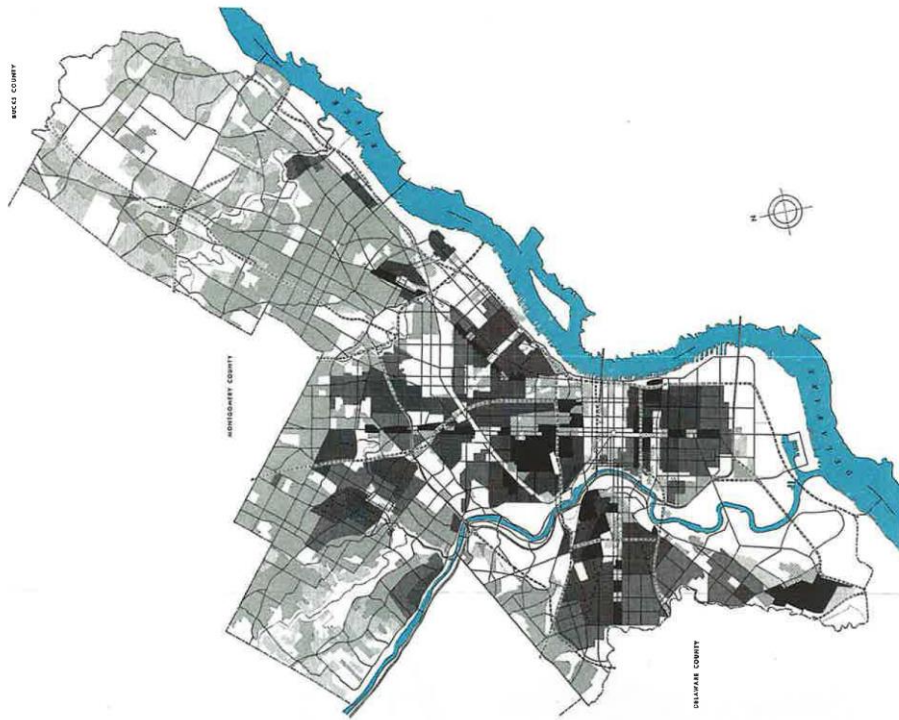
MAP 24—RESIDENTIAL DENSITY PLAN

The Plan allows for a total of 660,000 dwelling units at an average density of 25 per acre. High density (60 and over) is planned for most of Center City, along subway lines, and other areas of special transportation advantage; high-medium density (40-59) within an area three miles from Center City and adjacent to commuter rail lines farther out; low-medium density (20-39) in an area three to six miles from Center City and adjacent to rail transit stops farther out; low density (under 20) in other areas of the City. Exceptions occur where existing development is good although at higher or lower density than optimum, where an institutional facility creates a special demand for housing, or where transportation facilities are not equivalent to those of comparable locations.

DWELLING UNITS PER NET ACRE

-  under 20
-  20-39
-  40-59
-  60 and over



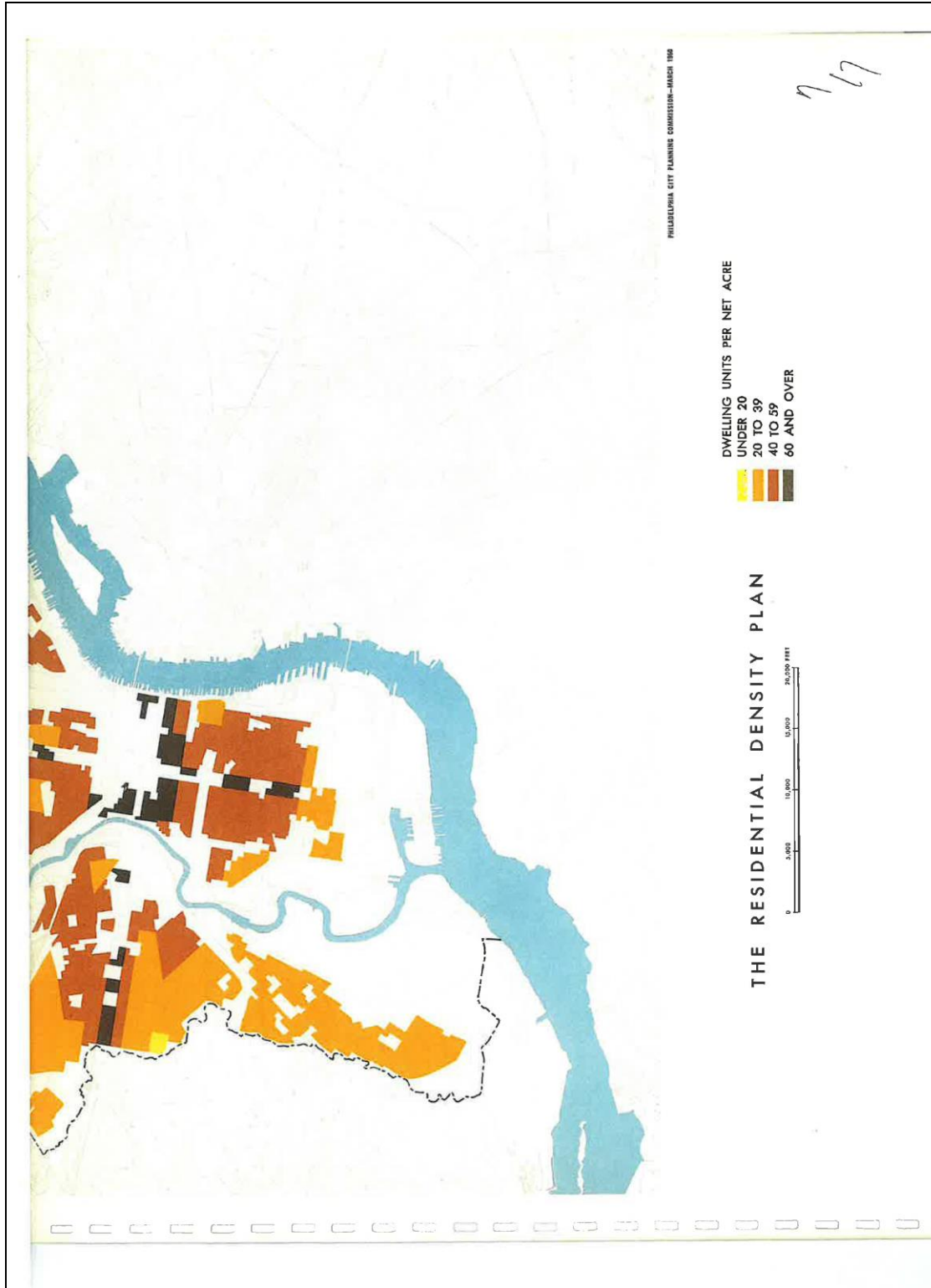


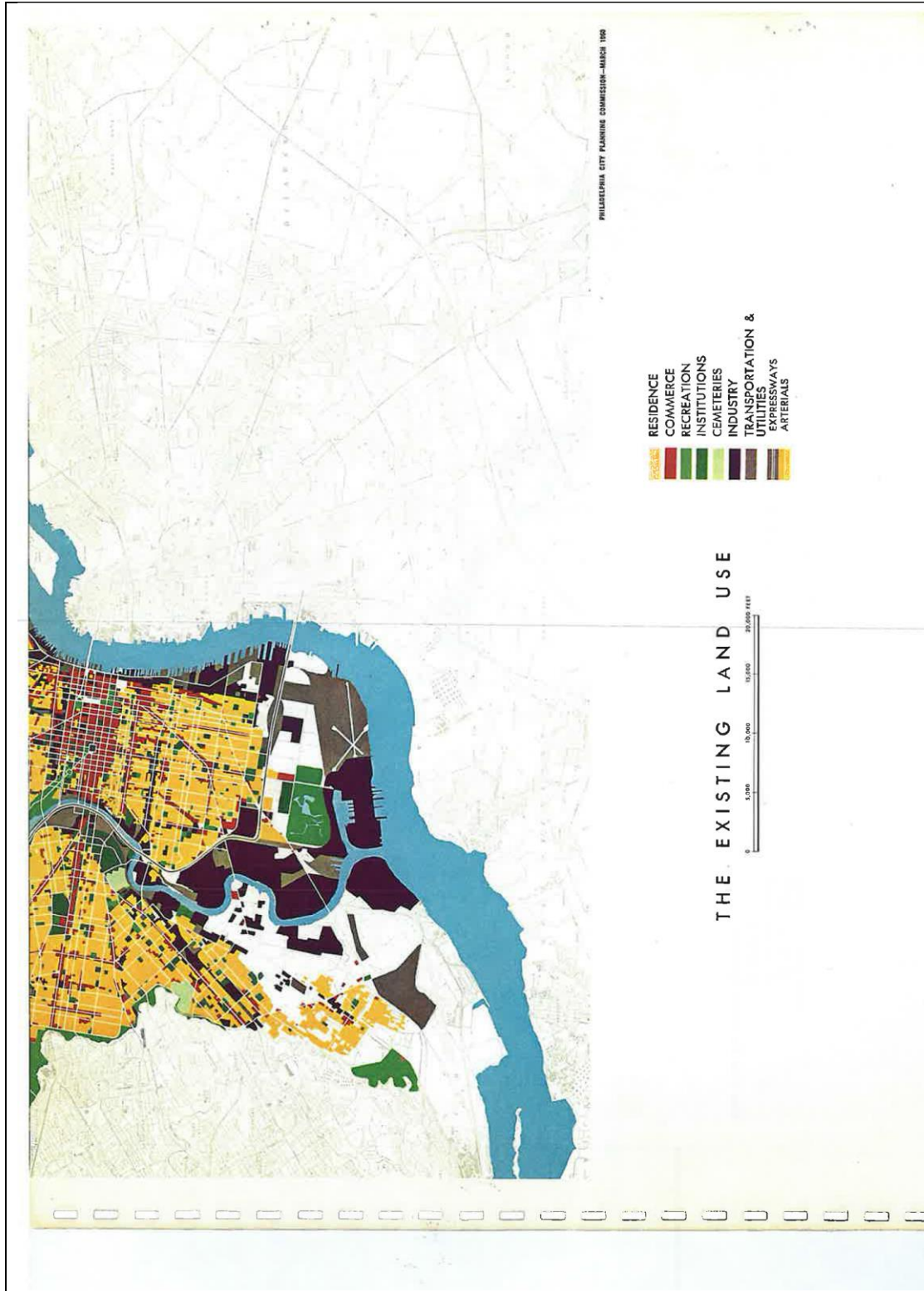
MAP 26—RESIDENTIAL TREATMENT PLAN

About 65,000 units of the 1950 housing stock must be cleared and 130,000 units rehabilitated to eliminate substandard housing conditions. Changes in land use will take 23,000 of the units to be cleared and 60,000 of the units needing rehabilitation, leaving 42,000 substandard units to be cleared and 70,000 to be rehabilitated. Major reconstruction (clearance of one-third or more of the dwelling units) is proposed for 5½ square miles; limited reconstruction (clearance of one-tenth to one-third of the units) for 15 square miles; and conservation for 11 square miles.

- FUTURE DEVELOPMENT
- STABLE
- CONSERVATION
- LIMITED RECONSTRUCTION
- MAJOR RECONSTRUCTION
- NON-RESIDENTIAL RECONSTRUCTION









MAP 28b—CENTER CITY VEHICLE TRAFFIC FLOW

Traffic flow is now distributed quite uniformly over all Center City streets. Completion of the Center City expressway loop with its limited number of exits will lead to greater differentiation in traffic volume from street to street.

24 HOUR VEHICLE VOLUME

- 5,000
- 10,000
- 20,000
- 30,000
- 50,000



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MAP 30—RAIL TRANSIT PLAN

The rail transit system proposed here is similar to the expressway system in that high volumes of traffic are carried at high speeds with a limited number of "interchanges" with arterial streets and destination areas. Unlike the expressway system, no loops are proposed. Instead, all lines are radial to the center of the Metropolitan area. Also unlike the expressway system, the major lines are already constructed. Only a few extensions are proposed. An important proposal is the underground connection of the two commuter railroads in Center City.

Not shown on the plan is the modernization of equipment and facilities which will transform the City's 30-50 year old lines into an attractive and efficient system.



附件：座談會照片

