

7.0 Implementation Strategy

7.1 Zoning Overlay

Recommendations of the recently conducted *Commercial Code Update* by the Planning Commission call for establishing a new zoning overlay district that would enable the Planning Commission to exercise site plan review for all new development and existing building renovations within a 1,000 foot radius of the station areas and one block north and south of West Market Street and along Frankford Avenue between Unity Street and Bridge Street.

The Market-Frankford TOD Plan recommends adoption of these recommendations as they relate to the West Market Street and Frankford Avenue Corridors.

In the Frankford Avenue Corridor, a TOD zoning overlay district should be established around a ¼ mile radius of the station areas to help provide additional zoning controls such as mixed uses, building height limits, on-site and off-site parking requirements and other pedestrian friendly site design elements. The zoning overlay would ensure that the new and existing development along the Frankford Avenue Corridor is in accordance with the TOD planning and design principles and

objectives of this plan. Redevelopment guidelines should be incorporated as a development guide for the Frankford Avenue Corridor to encourage public and private investment. Site design review procedures can be established to enforce the zoning overlay and redevelopment guidelines by the Planning Commission. The zoning overlay should encourage renovation and adaptive reuse of historically and architecturally significant buildings in the area and ensure that new development is in accordance with the redevelopment guidelines outlined in the Plan.

The Market Frankford TOD Plan recommends a two tier zoning overlay district within the ¼ mile radius of each station area. The first zoning tier encompasses the area within one block, or about 600 feet, around each side of the El stations. The second tier includes the remaining portion of the station areas which is approximately a ¼ mile radius, or within 1,200 feet from the station on each side. Table 7.1 on the following page indicates some of the development parameters that will be included within each zoning tier.

Frankford Avenue Corridor - Transit Oriented Development Plan
 June 2006

Table 7-1 TOD Overlay Development Parameters

Subarea	Measure	Designation / Principal Uses	Allowable FAR	Min. and Max. Bldg. Ht. (stories / feet)	Min. Ground Level Open Space Req'd.	Prohibited Uses
TOD Overlay Tier I						
Station Adjacent Blocks	600 Feet from the Station on each side	High Density Mixed Use (retail, residential, office, hospitality, theater, community facilities)	3.5	4-6 / 50'-70'	30% (Station Area plazas, open space)	Auto related uses, warehouses, drive in restaurants, surface parking lots etc).
TOD Overlay Tier II						
Blocks within approx. quarter mile radius from the station	From 600 Feet to 1200 Feet from the Station on each side	Medium Density Mixed Use and Mixed-Use (retail, residential, office, community facilities)	2.5	2-4 / 30'-50'	20% to 25% (neighborhood pocket parks for blocks fronting EL)	Auto related uses and warehouses (surface parking lots, drive in restaurants are discouraged)

Fig. 7.1 Zoning Overlay Concept



Notes:

1. Parcel consolidation is assumed for allowable FAR and Open Space requirements.
2. FAR refers to Floor Area Ratio (the total floor area of all buildings or structures on a lot divided by the total area of the lot). Please not the following:
 - a. Above-grade structured parking is included in the FAR while below-grade parking is not.
 - b. Areas designated High Density Mixed-Use, Medium Density Mixed-Use and Mixed-Use must demonstrate consistency with the TOD Plan to achieve the maximum FAR.
3. See Figure 7-1 for a spatial depiction of the TOD Zoning Overlays
4. The Allowable FAR for station adjacent blocks would require downzoning for C-3, C-4 or G-2. They currently allow FAR between 4.5 to 5.5 with no height limits.

7.1.1 Building Uses

The Market Frankford TOD Plan proposes high density mixed use development in the vicinity of the stations within the first tier. This tier will prohibit drive-through restaurants and other auto-related uses, surface parking lots, and other low density uses near the station areas. The second tier encourages medium density mixed use development and also should prohibit drive-through restaurants and other auto-related uses. This zoning tier should allow structured parking or off-street parking located behind buildings as defined by the redevelopment guidelines. Structured parking, if provided, should require active ground floor uses.

7.1.2 Building Height

Current zoning in the Frankford Avenue Corridor does not establish maximum building heights limits under C-3 and G-2 zones with a FAR limit ranging from 4.5% to 5.5%. The permitted building heights under the existing zoning are not compatible with the residential character and existing contextual building heights (primarily two to three stories) along the Frankford Avenue Corridor. The proposed TOD Overlay District will place minimum and maximum building height limits within the station areas to maintain contextual compatibility. The Market-Frankford TOD study recommends a minimum two-story and a maximum six-story building height limit within the first zoning tier and a minimum two-story and a maximum four-story building height limit within the second zoning tier. The building height limit is intended to accommodate medium to high density building uses within the station areas. This higher density can be used as an incentive for developers

to provide at least 30 percent of the lot area as ground level open space within the first tier.

7.1.3 Off-Street Parking Requirements

Establishment of the TOD Overlay District will also provide accessory parking requirements for development along the Frankford Avenue Corridor and within the station areas. These requirements will vary depending on the type of development, as described in the following sections.

Rehabilitation / Reuse of Existing Structures

Minimum off-street parking requirements should be eliminated for rehabilitation or reuse of existing structures located within the proposed overlay districts.

New Residential Development

For new construction in overlay districts, minimum off-street parking requirements should be reduced by 25 percent from the otherwise applicable standards. Minimum off-street parking requirements should be reduced by up to an additional 25 percent for each of the following development characteristics:

- The vehicle availability rate within the surrounding US Census Tract is lower than 0.5 vehicles per household, based on the most recent available decennial Census data;
- All required parking spaces are provided underground; and
- Actively promoted Transportation Demand Management programs or other factors that are deemed by the Planning Commission as likely to result in automobile ownership rates that are lower than

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

otherwise applicable off-street parking requirements.

When the minimum off-street parking requirements proposed in this chapter result in a requirement to provide fewer than five spaces, off-street parking need not be provided.

The Planning Commission may establish a fee-in-lieu of providing on-site parking as otherwise required for new development. These fees, assessed on a per-non-built space basis, can be used to fund the provision of public parking facilities within the same TOD overlay district.

Unbundling Parking Costs from Housing Costs

All off-street parking spaces accessory to residential uses in new structures of ten dwelling units or more or in new conversions of non-residential buildings to residential buildings of ten dwelling units or more should be leased or sold separately from the rental or purchase fees for dwelling units. This lease should apply for the life of the dwelling units, such that the option to purchase or lease a parking space is available to all residents. However, potential renters or buyers may have the option of renting or buying a residential unit at a price lower than that of a single price for both the residential unit and the parking space.

The Planning Commission may grant an exception from this requirement for projects that include financing for affordable housing that requires costs for parking and housing to be bundled together.

New Non-Residential Development

Minimum off-street parking requirements should be eliminated for new non-residential

development. The maximum number of off-street parking spaces allowed to be provided as-of-right as accessory to non-residential uses should not exceed two spaces per 1,000 square feet (gross) of floor area. Each parking space provided in excess of the maximum level would be counted as 350 square feet of floor area when calculating the building's floor area and determining compliance with applicable floor area ratio standards. Parking spaces provided in excess of this maximum ratio will not be counted as floor area if such spaces are located underground. On-street parking located along building frontages should be counted against the maximum parking limit.

Location and Design

The following design standards should be applied to off-street parking areas where provided:

- Where feasible, ingress and egress from off-street parking areas should be provided from side streets or alleys.
- Surface parking lots should be located to the rear of buildings and should not exceed one acre in size. Surface lots should be prohibited in front of buildings.
- Parking structures and lots should have clearly marked pedestrian walkways and connections to the sidewalk system.
- Parking structures should include ground level retail along all abutting sidewalks.

7.1.4 Bicycle Parking Requirements

In most cases, bicycle parking should be provided with the TOD Overlay District to encourage and facilitate bicycle use. These bicycle parking requirements will vary depending on the type of development, as described

in the following sections.

Rehabilitation / Reuse of Existing Structures

Bicycle parking provisions should not be required for rehabilitation or reuse of existing structures located within the proposed zoning overlay districts.

New Residential Development

- For new residential development, a minimum of one bicycle parking space should be provided for every two automobile parking spaces.
- Bicycle parking for residential uses may be provided in garages, storage rooms, and other resident-accessible, secure, common areas.

New Commercial Development

- A minimum space equivalent to two automobile parking spaces should be reserved for bike parking within all structured and surface parking facilities with more than ten automobile spaces.
- A minimum overhead vertical clearance of seven feet should be provided in these areas within structured parking facilities.
- Racks and other fixtures that are affixed securely to the ground or a building or individual bicycle lockers should be provided.
- If required, bicycle parking facilities should not be visible from the street and signs should be posted indicating their location.

Location and Design

- Required bicycle parking may be located

indoors or outdoors.

- Such spaces should be located on private property.
- Areas used for required bicycle parking should be sheltered, secure, well-maintained, well-lighted and easily accessible.

City-Installed Bike Racks and Bike Stations

As part of this TOD program, the City should install bike racks at each station for transit users and along the corridor for shoppers. These racks should be provided in addition to those required as per the bicycle parking requirements under the TOD Overlay District.

Two locations have been identified for City-installed bike stations (indoor, attended bike parking with lockers and showers): Cobb Creek and Tacony Creek Parks.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

7.2 PARKING MANAGEMENT

In addition to the parking measures described for the TOD Overlay District, the following parking related recommendations should be implemented around station areas.

8.2.1 On-Street Parking - Parking Benefit District

On-street parking should be managed through the establishment of a Parking Benefit District (PBD). The PBD concept incorporates three mutually supportive parking management tools:

- Local return of all parking generated revenues;
- Market-rate pricing of on-street parking; and
- Residential Parking Permit (RPP) regulations for all predominantly residential streets.

Local Return

This benefit of PBD plays a central role in persuading local merchants and residents about the value of market-rate pricing and RPP implementation. Public opposition to upfront costs for “promises” of long-term benefit can be assuaged by immediate improvements to local streetscape, transit services, and sanitation. Future parking revenues can be used to provide improvements that underscore the direct connection between paying at the meter or purchasing a resident permit and seeing local improvements.

Use Pricing to Manage On-Street Demand

Overall, the West Market Street and Frankford Avenue Corridors currently do not appear to have parking shortages along commercial

streets. However, there are localized shortages on individual blocks at certain times while many lots and garages located a block or two away remain underutilized. As these corridors are redeveloped, demand for “front door” spaces for new commercial development should be expected to increase. Consistently available and conveniently located on-street customer parking will therefore be of primary importance for new and existing ground-level retail to succeed and benefit from the new TOD environment.

Parking users can roughly be placed into two primary categories: bargain hunters and convenience seekers. Convenience seekers are more willing to pay for an available front door spaces. Many shoppers and diners are convenience seekers because they stay for relatively short periods of time and are therefore typically less sensitive to parking charges, as opposed to employees and other “long-stay” parkers. By contrast, many long-stay parkers find it more worthwhile to walk a block or two to save eight hours worth of parking fees. With proper pricing, the bargain hunters will choose currently underutilized lots, leaving the prime spots free for those convenience seekers who are willing to spend a bit more. For local merchants, it is important to make prime spots available for these people. To maintain desirable levels of vacancy and turnover for these prime parking spaces, price incentives should be used to persuade some drivers to park in less convenient spaces. These incentives may include higher prices for the closest spots and lower or no cost for the less convenient spaces and currently underused lots.

The more traditional method for creating vacancies in prime parking spaces is to set

time limits and issue tickets to violators. Time limits, however, have several disadvantages, including labor-intensive and difficult enforcement and the potential for “shuffling”. Shuffling occurs when local employees, who quickly become familiar with enforcement patterns, become adept at the “two hour shuffle”, moving their cars regularly or swapping spaces with a coworker several times during the workday. Another disadvantage of time limits is “ticket anxiety”, or the fear of getting a ticket if one lingers too long. This anxiety, which creates the need to remain constantly aware of the time and consistently having to feed a meter, works against the concept of creating a comfortable “park-once” environment.

The goal for a market-rate pricing policy is to achieve an 85 percent occupancy rate on each block, even during peak parking hours. Once this policy goal is achieved, time limits can actually be eliminated and “ticket anxiety” for local visitors is no longer an issue. Plus, if market-rate prices keep an adequate number of spaces available, time limits no longer serve a purpose.

As demand for access to commercial uses grows along these corridors, parking revenues, funding upkeep and continued improvements will also increase throughout the PBD.

Residential Parking Permits (RPP)

Without regulation that effectively protects existing residents from “spillover” parking demand generated by new development, popular support for innovative demand management tools should not be expected.

Residential resistance to RPP regulation and fees is common. The establishment of a Parking Benefit District, however, has proven to

be an effective tool for generating residential support for RPP. RPP uses parking revenues to fund local improvements and services and also simplifies the accommodation of short-term visitor parking, features which are generally supported by local residents. With a PBD, revenues collected from permit fees, violations and non-resident meter charges are often used to pay for local improvements, including:

- Increased sidewalk cleaning and maintenance activities.
- Improved landscaping.
- Transit and TDM programs.
- Construction of public garages.

Typical RPP application under a PBD also incorporates multi-space meters, which accommodate non-residents willing to pay meter rates or purchase daytime-only permits. This includes visitors to local residents and residents who do not own, but occasionally rent, a car. This expansion of parking opportunities for non-residents offers benefits to local businesses as well, as more spaces are made available for employees and customers during times of low residential demand.

A number of stakeholders have raised the issue of resident resistance to RPP. It is highly recommended that the City or the PBD solicit specific concerns regarding RPP regulations through public forums. A program can then be proposed that implements best practices from around the country and tailors regulations to address specific local conditions and concerns.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

7.2.2 Meters and Enforcement

Anecdotally, we have heard concern about metered spaces around various stations. In congested urban neighborhoods it is common for curb space set aside for short-term parking to be misused. This may be a result of 'meter-feeding', a lack of enforcement or a disconnect between the regulations and needs of the community.

An effective management system requires both good design and good enforcement. As described above, pricing can be used to optimize the use of meters; however if drivers feel they can ignore the regulations, then the program will not be successful. The solution includes a community dialogue to decide how best to allocate this scarce resource. Some issues to consider include:

- Parking turnover.
- Longer-term parking needs.
- Delivery times and locations.
- Customer, vendor and merchant use.
- Street cleaning.
- Other curb-side uses (turn lanes, bus stops, bicycle lanes).

7.3 Transportation Demand Management (TDM)

The proposed TOD Overlay District parking requirements and recommended parking management strategies (Section 7.2) incorporate a number of TDM measures specific to private development, including:

- Bike parking requirements.
- Un-bundling of parking costs.
- Reduced/ eliminated minimum parking requirements.
- Encouragement of privately run TDM programs.

In addition to these location-specific measures, a district-wide TDM approach should be pursued for the TOD study areas. A number of common TDM measures can be implemented broadly, especially where a Parking Benefit District or other civic organization is in place. These measures are described in the following sections.

7.3.1 Shared Parking

A PBD or BID organization can be established to broker arrangements between area businesses to share parking inventories where offsetting demand peaks or complementary uses provide efficiency opportunities.

7.3.2. Information

Public marketing of innovative TDM programs, parking regulations and alternatives to private auto travel should be emphasized in TOD areas. Types of information that support a TDM environment include:

- Transit stop locations and frequency and span of service.

- Parking rates and regulations that emphasize park-once opportunities, low-cost alternatives to on-street spaces and priority spaces for car-share and car/van pool vehicles.
- Car/ride-sharing opportunities.
- Bicycle routes and parking.
- Local attractions and walking times in between them.
- Parking locations (especially carpool and car-sharing priority locations).
- TDM programs offered through places of residence, employers, or a PBD.

Such information should be disseminated through the concurrent utilization of the following three mediums:

- **Websites** – A website administered by a PBD or other civic organization provides the best opportunity for comprehensive delivery of local TDM information. This is also an effective means of delivering advance information to potential visitors. Such advance information on alternative travel options and low-cost parking locations can also attract additional visitors by making access more user-friendly for people less familiar with the area.
- **Public Kiosks** – Well designed, prominently placed kiosks provide convenient on-site locations for local transportation information.
- **Signage** – Effective wayfinding signage promotes mobility options throughout the district by directly announcing the presence of bike facilities, public parking spaces (including rates and priority park-

ing for car-share and car-pool vehicles), transit access and local attractions (including walking times).

7.3.3 Car-Sharing

Car-sharing organizations, such as Philly Car Share should be included as partners in TDM efforts. A local PBD or Business Improvement District can work with such an organization to create strategies for increasing driver convenience while reducing the associated costs. These strategies may include:

- Exemption from meter rates on local streets.
- Reserved free parking spaces in local garages.
- Information – Car-sharing companies are ideal sponsors and beneficiaries of effective informational campaigns.

7.3.4 PBD Funded Programs

Parking revenues, including “in-lieu” fees, should be used to fund additional TDM programs and transit improvements. These programs may include:

- **Transit Pass Programs** – Pooling community resources to purchase deeply discounted transit passes.
- **Sponsor Car/ Van Pool Programs** – Working with local employers that do not have the in-house personnel resources to administer such programs individually.
- **Public Bike Storage Facilities** – Bike racks and lockers near major public and private destinations where privately provided racks are lacking or where they are reserved for employees/residents.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

- **Transportation Resource Center** – PBD offices can serve as a “storefront” office for providing comprehensive local alternative transportation information and marketing TDM benefits options to local employers.

7.4 Phasing and Catalytic Projects

There are opportunities within a two- to five-year time frame for short-term, visible improvements in the Frankford Avenue Corridor that will encourage investment over a longer term (10 to 15 years). Capitalizing on these opportunities will require concerted effort by the Corridor’s business community, area residents, the City, and public agencies. After an initial period of investments by these parties in ways that improve the investment climate, there should be potential to attract investments in new development projects by private sector interests that are not now present in the Frankford Avenue corridor.

Average asking rents for first floor commercial space in the corridor presently range from \$8 to \$15 per square foot, reflecting the current depressed market conditions. At the same time, well-designed, modern commercial buildings with dedicated parking and in good Frankford Avenue locations have commanded rents ranging from \$20 to \$25 per square foot. These higher rents are an indication that market forces can generate viable private sector commercial development projects during future years, assuming that short-term activities will stimulate a more comprehensive reinvestment in Transit Oriented Developments (TOD) that can be pursued over a longer term.

7.4.1 Short-Term Recommendations

The following are recommended short-term actions for implementation during a two- to five-year time frame to generate reinvestment in the Frankford Avenue Corridor.

- **Build Organizational Capacity** – For reinvestment activity to take place, there must be capacity within an organization that can provide leadership, build consensus, raise funds and manage the process. Since market forces are not strong enough to entice leaders from the private sector, an essential first step in the process is to increase the capacity of community-based organizations. The objective should be to enhance capacity overall of stakeholders in the corridor and to enable the emergence of a leadership structure able to build coalitions that will pursue the funding that is required for priority TOD projects. Developing organizational capacity is an essential first step that should be the basis for subsequent initiatives, such as a Main Street designation. This step should be pursued for one or more portions of the West Market Street Corridor to stimulate additional concerted reinvestment efforts and gain priority for funding from state community and economic development programs. Since a portion of the West Market Street Corridor’s trade area is within the University City District, corridor leaders might discuss a possible joint initiative with the University City District to increase capacity and address problems.
- **Establish TOD Zoning Overlay** - A TOD Zoning Overlay should be established for all the station areas as well as for the West Market Street Corridor. The

overlay will help implement the following:

- Establish site plan review procedures by the Planning Commission for new and existing development as per the redevelopment guidelines established by this plan.
- Implement parking related requirements and measures.
- **Address Drug Dealing and Related Criminal Activity** – Problems with drugs and crime, including theft for drug money, were cited repeatedly by real estate brokers and developers as impediments to new development initiatives in the Frankford Avenue corridor. Drugs and crime – and the negative perception of the area that they cause – are the number one deterrent in efforts to redevelop the corridor.
- Philadelphia’s Center City District (CCD) has been very successful in forming a partnership with the Police Department to prevent crime in CCD’s downtown target area. A priority for Frankford leaders must be to identify resources that might assist in obtaining technical assistance from CCD to identify and implement strategies that can be used in the corridor to combat problems with drugs and crime, which might include the following:
 - Establishing a police station along the corridor and forming a strong partnership between community organizations and the police.
 - Placing police officers on bikes or horse-back.
 - Ensuring that police officers have bullet proof vests.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

- Improving information flow and incident mapping to better label crime “hot spots” in the corridor.
 - Installing cameras at key intersections and other locations as a security measure/crime deterrent.
 - Establishing enhanced communications between police officers, residents of the community, and business representatives about incidents of crime.
 - **Establish an Acquisition Program for Vacant Properties and Underutilized Buildings** - There is a significant amount of vacant land and buildings in the corridor that can be a starting point in the process of assembling sites for larger-scale TOD projects. Acquiring these properties early-on while real estate prices are depressed and before intense speculation can raise prices will save time and money in the future. Further, discussions with SEPTA should commence immediately to ensure that the vacated SEPTA parking lot across Pratt Street from the new parking garage will be developed in ways that support the long-term reinvestment in the immediate area.
- will contribute to TOD initiatives and ensure that they will be made available when needed for redevelopment.
- Work with City of Philadelphia officials to obtain spot condemnations of vacant and/or tax-delinquent properties.
 - Initiate redevelopment designations that will be required for larger-scale acquisitions in key areas that have been identified for major TOD projects.

The following are key acquisition-related activities:

- Make arrangements for one or more funding sources for land acquisition that can be used to secure properties as they become available on the open market.
 - Compile an inventory of real estate in the Corridor to identify properties currently owned by public agencies. Determine which of these properties
- will contribute to TOD initiatives and ensure that they will be made available when needed for redevelopment.
- **Focus Attention on Parking** - A community discussion shall be started to address the following key parking related measures:
 - Parking Meter Enforcement - A community discussion involving the Streets Department, SEPTA, community leaders and business owners should be convened to discuss parking enforcement and meter use.
 - Shared Parking Arrangements - Discussions with the Philadelphia Parking Authority and local business associations should also be held to broker shared parking arrangements with either organizations serving as brokering agents.
 - Establish a Parking Benefit District - Convene discussions with the Parking Authority, local stakeholders and business associations to explore administrative and authoritative options.
 - Create partnerships with car-sharing organization(s) – Convene discus-

sions with Philly Car Share and/or other organizations.

- Begin parking benefit district funding of TDM programs and physical and service improvements.
 - Set up a Parking Benefit District Web Site – The web site could be funded through parking revenues and sponsorships.
 - Promote a Residential Parking Permit Program – Set up a RPP via local stakeholders.
- **Focus initial attention in areas around the Frankford Terminal and the Margaret Orthodox Station** – The Frankford Avenue corridor presently is too long and has more commercial space than is needed to serve current residents of the Frankford Avenue trade area. To create a critical mass of development activity, with synergies among uses and active streetscapes, commercial development should be consolidated in the area between the Frankford Terminal and the Margaret Orthodox Station, north of Sellers Street. Similarly, new retail development should be targeted initially for the area around the Frankford Terminal and then move south along the corridor to the Margaret Orthodox Station. Local businesses should benefit from the effects of concentrated activity with financial support provided to support relocations to this part of the corridor.
 - **Address the Pedestrian Environment and Safety Improvements** -
 - Maintain and prioritize pedestrian crossings with the Streets Department.
 - Begin a dedicated sidewalk evaluation and maintenance program along the corridors with the Streets Department.
 - Begin a dedicated traffic calming program along the Frankford Avenue Corridor with the Streets Department.
 - Widen sidewalks at critical points along Frankford Avenue Corridor in coordination with the Streets Department.
 - Evaluate pedestrian lighting along Frankford with the Streets Department and SEPTA.
 - Install bollards, bus shelters, streets trees and other sidewalk furniture along Frankford with the Streets Department.
 - **Engage in Community Clean-Up Activities** - Another priority for funding should be the identification of adequate funding for cleaning, maintenance of public areas and improved trash removal. Strategies might include:
 - Encouraging businesses and residents to place trash in sealed containers only on the day of trash collection.
 - Providing enclosed trash dumpsters and receptacles in strategic locations in the rear of properties or in vacant lots (behind screens) for storing trash between collection dates.
 - Forming a partnership with the Sanitation Department to ensure that trash collectors do not spill or leave trash along the streets.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

- Raising additional funds for regular sidewalk and street cleaning.
 - Working with the City to remove graffiti as soon as it appears.
 - **Enhance the Appearance of the Corridor** - While clean-up and trash removal will have a major positive effect on the appearance of the Corridor, there are other related improvements that will enhance the appearance of the area and demonstrate to residents and potential investors that change is taking place. Frankford leaders must forge stronger relationships and partnerships with various organizations and City of Philadelphia agencies. Leaders should work with the following organizations/groups:
 - PECO, the City of Philadelphia and SEPTA to improve lighting under the El and identify funds that can be used to install decorative lighting along sidewalks and at key development nodes. Improved lighting will also help to deter crime.
 - Commerce Department representatives to obtain funds for a façade improvement program for existing businesses.
 - Owners of existing businesses to improve store facades, signage and lighting.
 - Owners of vacant buildings and the Philadelphia Department of Licenses and Inspections to clean and seal vacant structures to eliminate illicit activity. Like improved lighting, cleaning and sealing buildings will help to deter crime.
 - Philadelphia Green to improve landscaping and provide street trees, window boxes and planters.
- Other initiatives should include following the New Kensington model of acquiring vacant lots and cleaning, fencing and greening the properties. Similarly, grants could be sought to improve signage for area attractions and install decorative banners.
- **Market the Corridor** – When the corridor is safer and more attractive, funding should be identified for use in developing and implementing a marketing and public relations campaign that emphasizes changes and reaches out to new businesses and customers. Components might include:
 - Promoting positive attributes about the Frankford Avenue corridor and activities put in place to address criminal activity in local publications.
 - Advertising the area and individual businesses locally.
 - Writing and placing newspaper articles on the attributes of the community.
 - Increasing the number of events/festivals and actively marketing them.
 - Enhancing seasonal and holiday promotional activity.
 - **Pursue Public/Private Partnerships for Real Estate Development** - Create a real estate development strategy and identify a development facilitator assigned to work with the private sector. Activities might include:

- Working with the City to issue requests for development proposals for acquired parcels, with established reversions if parcels are not developed in a timely manner.
 - Conducting outreach to businesses to entice them to consider a location in the Frankford Avenue Corridor.
 - Establishing relationships with real estate developers who can create retail space for new businesses.
 - Securing financial assistance to offset development costs when projects are economically infeasible and to reduce occupancy costs for start-up businesses.
 - Forming partnerships between real estate developers, leasing agents and businesses to facilitate negotiation of leases.
 - Supporting the Frankford business community to ensure full participation of businesses and adequate resources for project implementation.
- **Focus on specific development opportunities, which might include the following:**
 - Frankford has a major opportunity to spark new development in the community with the redevelopment of the former SEPTA parking lot across Pratt Street from the new parking garage. This site is large enough to be the new location for the Thriftway Supermarket, along with parking for customers. Alternatively, the site could accommodate a large scale development with new retail stores and potentially a housing component. Community representatives must begin working immediately with SEPTA, City of Philadelphia representatives, and elected officials to ensure that the parcel will be redeveloped with uses that contribute to community reinvestment.
 - The blocks along Frankford Avenue between Dyre and Haworth Streets that are opposite the Frankford Hospital parking garage have high concentrations of vacancy. However, they also have historic characteristics suggesting that they might be restored to create an attractive mix of retail stores and renovated homes. This block, along with the blocks across the street that include the Frankford Hospital, are an impediment to pedestrian traffic between the Frankford Terminal and Margaret Orthodox sections of the corridor. Restoring this area with a mix of viable commercial and residential activity will produce a contiguous pedestrian-friendly corridor along this stretch of Frankford Avenue.
 - Along Griscom Street across from Frankford Hospital between Wakeling and Harrison Streets there are several properties which are currently controlled by the Frankford Community Development Corporation. These properties have potential to be developed into a new structure in conjunction with Frankford Hospital.

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

Proposed uses could include additional out-patient facilities or medical office space for doctors at the Hospital. Assembling a large development parcel could enable the development of a mix-use structure that might also include either a structured parking garage or residential units.

Deteriorated building facades along El



Roosevelt Theater at Margaret-Orthodox Station



Focus on retaining and attracting retailers evidencing good market potential

—Although the Frankford Avenue corridor currently is served by a Thriftway Supermarket, it would be ideal to entice Thriftway to relocate to a larger store that could be developed on the SEPTA parking lot site. Consumer expenditure data indicates that the corridor can support additional grocers; in lieu of another store, an expanded store may be a good way to capture a larger percentage of expenditures by trade area residents. Other potential retailers that should enjoy solid market support if new space is developed on the SEPTA parking lot parcel include the following:

- Store(s) for infant, children's and women's clothing** - The trade area has a large percentage of population under the age of 5 years old (8.8 percent) and between 5 and 17 years old (22.3 percent). There are not a sufficient number of quality children's apparel stores in the Frankford area to capture these consumer dollars. In addition, consumer expenditure patterns indicate an insufficient number of women's clothing retailers. Locating retail stores with apparel for infants, children, and women near the Frankford Terminal would make them more accessible for households without vehicles. Further, with the large percentage of population in the area that is of Hispanic origin (16.0 percent), a retail store owned or managed by a Hispanic merchant and having bilingual sales personnel would provide a competitive advantage over the national chains located along Roosevelt Boulevard.

- **Building equipment and garden center** – The consumer expenditure data clearly indicate a need for retailers such as home centers and nurseries or garden centers. As with apparel retailers, a home center located near the Frankford Terminal could capture some of the expenditures that are now made at Home Depot and other national chains on Roosevelt Boulevard, especially those by households without vehicles.
- **Radio, television and computer equipment store** – The expenditure data also indicate a need for retailers specializing in radios, televisions, electronics and computer equipment. Again, many of these consumer dollars are lost to retailers along Roosevelt Boulevard. However, niche stores could capture some of these expenditures if they are convenient for pedestrians and offer free delivery or other services for people in the trade area who do not drive.
- **One or more restaurants** - Although the consumer expenditure data show that the area is well served by restaurants, most of the existing establishments are of inferior quality and offer a limited selection of either Chinese food or pizza. Restaurants that offer food that appeals to the Hispanic community and also have dedicated free parking should fare very well and should attract patrons from beyond the trade area. Offerings might include Central American, South American, and Caribbean food. One approach would be to identify a restaurateur in Philadelphia willing to open an additional restaurant. An enticement might be assistance with

tenant improvements through a favorable financing program. Also, opening a restaurant near the Frankford Terminal with take-out prepared food could entice commuters to shop along Frankford Avenue before getting in their cars to drive home.

- **Gym, martial arts facility** - A facility such as a Gold's Gym, a martial arts school, or Police Athletic League facility could be useful in the Frankford target area, in part to work with youth after school and during evening hours in a constructive way. While there are exercise facilities along Roosevelt Boulevard, a facility within walking distance with structured exercise and sports programs would be a good addition in the Frankford Avenue corridor.

7.4.2 Long-Term Recommendations

The development plan outlined for the Frankford Avenue corridor is a long-term strategy that may take up to 15 years to implement. Assuming Frankford is able to secure adequate funding to assemble parcels for development, the strategy should be to build from strength including larger scale new developments rather than scattering development projects throughout the corridor. Synergies among uses are critical, especially early-on when the corridor is transitioning from a problem area that has been losing population to one that has potential for additional residential development and households to occupy new and rehabilitated homes. Creating synergies means focusing new development around the Frankford Terminal and the Margaret Orthodox Station because these stations can help to anchor development including potential realignment of the Oxford Avenue at Margaret

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

-Orthodox Station. Further, they already are the most stable areas of the corridor.

Community leaders will need to be creative and to capitalize on opportunities as they arise. It is likely that some opportunities for large scale TOD projects might materialize in the near term, and leaders must be prepared to act expeditiously to capture development dollars and new expenditures of public and private funds. For example, the City might decide to implement a revitalization effort for Frankford Creek to create a linear park with open space that leads into the corridor at some point, possibly through Womrath Park. If this initiative is pursued, community representatives must be prepared to work with City of Philadelphia officials, current owners of property along the Creek, and other stakeholders to make the effort a reality. This type of revitalization effort could provide greater economic feasibility for new residential development at the southern edge of the corridor. Another possible opportunity might result from the desire of a large property owner to liquidate a portfolio of strategically located properties, thereby creating an unanticipated development opportunity. For these examples and other potential development opportunities, a critical component will be having an entity that has access to flexible acquisition funding that will be a critical component in successfully controlling and implementing a new development project.

7.5 Funding Resources

Funding for physical improvements often is difficult to identify, and there are always multiple competing priorities for City of Philadelphia dollars and the Community Development Block Grant funding that is granted to the City. To the extent possible, community leaders should explore some less obvious funding sources for community and economic development. For example, funding from the U.S. Department of Transportation that is provided to the Commonwealth of Pennsylvania has included discretionary dollars for transportation-related improvements, at times including development activity near transit stops. Department of Justice Weed and Seed funding has been used to support activities associated with crime and safety. The Economic Development Administration of the U.S. Department of Commerce has assisted with streetscape improvements and public improvements in distressed cities, and they have provided seed capital funding for development projects. Initiatives of the Commonwealth of Pennsylvania also may be available through the local office of DCED in Philadelphia.

In 2004, Pennsylvania passed Acct 238 which authorized \$5 million for planning initiatives around "Transit Revitalization Investment Districts" (TRID). There is up to \$75,000 available in funding for municipalities and planning agencies to create TRIDs. There are guidelines for what is included in a TRID. The planning funds are more useful around transit nodes than corridors, however, these funds could be used to provide further planning around the Frankford Terminal or the Margaret Orthodox station. Funding is distributed through DCED.

Most important, community leaders should make every effort to leverage all of the funding that is received by using it to match other loan and grant funds that may become available. The leveraging concept potentially can enable the organization to turn limited amounts of commercial reinvestment funding for the Frankford Avenue corridor into very sizable new initiatives. Visible development activity will significantly improve the business environment and the performance of individual businesses in the corridor. It also will encourage incremental funding support and related development activity by the private sector.

In addition to the above discussed funding programs the following transportation related funding programs are available for TOD related projects.

Federal Highway Administration

The 2005 transportation bill, the Safe, Accountable, Flexible, and Efficient Transportation Equity Act - A Legacy for Users (H.R. 3) (SAFETEA-LU) is the third iteration of the surface transportation program established by Congress in 1991 with the Intermodal Surface Transportation Efficiency Act (ISTEA) and renewed in 1998 through the Transportation Equity Act for the 21st Century (TEA-21).

SAFETEA-LU has been enacted to support transportation projects through fiscal year 2009. A menu of Federal programs that may provide funds for Trenton's transportation actions are described below. These funds are generally distributed by the Delaware Valley Regional Planning Commission, Pennsylvania Department of Transportation and SEPTA.

- **National Highway System:** Funds can be used for any type of improvement

(new lanes, reconstruction, resurfacing, etc.) on roadways designated as part of the National Highway System. These include all Interstate routes as well as other freeways and specially designated "principal arterials." These eligibility guidelines for NHS are more flexible than the Interstate programs. Funds can be used for transit projects, ridesharing projects, or any other type of project in the travel corridor served by a NHS road so long as it improves travel in the corridor. NHS designated roadway segments in the study area include :

- Frankford Avenue north of FTC, Bridge Street, Bustleton Avenue
- **STP-Urban Program:** The STP-Urban program is one of several Surface Transportation Programs that provide funds for projects outside the Interstate System or the National Highway System. The funds are intended to benefit minor arterial and collector roads rather than the more critical principal arterials funded by the Interstate and NHS programs. To be eligible, however, a roadway must still be classified by the Federal Highway Administration as a collector or arterial. The STP-Urban program provides funds for improvements to eligible roads in urban areas. These eligibility guidelines for STP-Urban are flexible. Funds can be used for a wide range of projects including roadway widening, roadway reconstruction and transit projects. STP-eligible roads in the Study Area include :
 - Frankford Avenue, Bridge Street, Bustleton Avenue

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

- **STP-Anywhere Program:** STP-Anywhere funds can be used anywhere. The funds can be used for any type of transportation project. Historically, this program is the largest of all the STP funding categories.
- **STP-Safety Program:** 10 percent of all STP funds must be spent on safety improvement projects. Many of the components of the TOD plan could be deemed safety related, especially new sidewalks, increased pedestrian crossing time, bicycle lanes and traffic calming. However, 'safety' has various meanings in the funding world and successful projects need to be described carefully.
- **STP-Transportation Enhancement (TE) Program:** Ten percent of all STP funds must be spent on transportation enhancement projects. There is no single criterion or definition of what constitutes an 'enhancement' project. Generally, however, the project should enhance the environment of motorists, transit users, pedestrians, or bicyclists. Categories that might apply to the linkage plan include:
 - Facilities for pedestrians and bicycles.
 - Safety and educational activities for pedestrians and bicyclists.
 - Scenic easements and scenic or historic sites.
 - Landscaping and other scenic beautification.
 - Preservation of abandoned railway corridors.
 - Control and removal of outdoor advertising.
- **Youth and Conservation Corps:** An interesting aspect of the Transportation Enhancement program described above it is the use of Youth and Conservation Corps in projects. A provision in TEA-21 encourages states to enter into contracts and cooperative agreements with youth service and conservation corps, such as Aerators. These corps engage young adults in community service in exchange for a stipend, training, school diplomas, and contacts with the business world. Examples of projects include the Anacostia Riverwalk in Washington, DC, the Cape Flattery Trail in Washington State, and the Lihue Gateway Project in Hawaii.
- **Congestion Mitigation and Air Quality Program:** The Congestion Mitigation and Air Quality Program was created specifically to address congestion and air quality problems. Funds must be used for projects that reduce congestion and/or vehicular emissions. The funds are intended to help achieve the goal of the 1990 federal Clean Air Act Amendments. Given that goals of the TOD plan are to reduce excessive traffic and encourage walking and cycling trips, it seems clear that it would qualify for CMAQ funds; however, projects need to be carefully described so that the mitigation is properly accounted for.

Federal Transit Administration

SAFETEA-LU creates several new transit programs, and includes policy changes that may enhance opportunities for TOD. New language elevates the role of land use and economic development among the various fac-

tors to be considered, though precise language still needs to be developed in final rulemaking. The expected changes will begin by exploring what development changes are likely to occur in an area identified for transit service and stations. What constitutes “development changes” includes:

- **Development Potential.** Development potential looks at credits or demerits based on development and redevelopment opportunities; barriers to development (e.g., land assembly, clean-up); and existing uses.
- **Transit-Supportive Plans. Policies and Actions Undertaken.** This review would examine existing and proposed plans; agency commitment to station area planning and joint development; plans and policies for pedestrian access, urban design, parking and density; and past performance.
- **Development Climate.** The climate refers to economic indicators of economy, station area market study, approvals for development, rents and occupancy rates, employment and population growth projections.
- **New Freedom Program:** Funding for new transportation services and public transportation alternatives beyond those required by the Americans with Disabilities Act to assist persons with disabilities. Improved integration of transportation services with other federal human service programs is a key aspect of this new program. Reconnecting America’s national TOD market study found that

senior households make up a significant percentage of the demand for housing near transit (roughly 35 percent). TOD has the potential to help coordinate these services through mixed use and housing development that can assist in providing increased accessibility through design. There may be opportunity to work with the FTA and local transit agencies to explore the possibility of making TOD an eligible activity for funding under this program.

- **Job Access and Reverse Commute Program:** Funds support mass transportation efforts that transport welfare recipients and low income individuals to and from jobs. This applies to typical and reverse commuting. Money can be used for:
 - Capital projects and operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs.
 - Promoting the use of transit by workers with nontraditional work schedules.
 - Promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low income individuals.
 - Promote the use of employer-provided transportation including the transit pass benefit program.

Department of Housing and Urban Development

- **Community Development Block Grant Program:** These are usually distributed to a housing authority, but a portion

Frankford Avenue Corridor - Transit Oriented Development Plan

June 2006

can be used for transit if included in an approved proposal. Residents of CDBG-funded housing may need transportation to employment, human services, medical programs, shopping or recreation. This can be in the form of feeder service to an existing fixed route, line extension for an existing fixed route, special group trips to the supermarket or demand-response service for certain trip purposes.