

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 West Market Street 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 West Market Street 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 West Market Street 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.

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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 note 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 West Market Street Corridor does not establish maximum building heights limits. 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 West Market Street 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 West Market Street 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 otherwise applicable off-street parking requirements.

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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 Struc-

tures

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.

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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.

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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.

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- **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 to pursue attainable improvements in the West Market Street Corridor during a short-term period of two to five years. These near-term improvements can provide the foundation for other investments that can occur during a longer term (10 to 15 years). Improvements in the corridor will, however, require cooperative working relationships among community-based organizations, representatives of businesses in the area, residents, and the City of Philadelphia and its agencies. An initial, sustained period of visible improvements in the West Market Street Corridor will demonstrate the long-term potential of the Corridor and will spark new development activity involving private sector investments in TOD projects.

The performance of commercial real estate in many areas of the corridor is presently sub-par. Average rents for first floor commercial space typically range from \$8 and \$12 per square foot, but there are examples of well-designed, modern commercial buildings with on-site parking and with good locations that have commanded rents as high as \$20 per square foot. These higher rents indicate that market forces are operating at some locations and rates of return on private investment may be approaching acceptable levels. Since instances of higher returns are now fairly limited in the Corridor, additional public sector intervention is needed to jump-start long-term reinvestment.

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 West Market Street 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.
- **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 provide a starting point in the process of assembling sites for larger-scale TOD projects. Included are a few underutilized parking lots that might be appropriate for new development. Acquisition activity should commence as soon as possible so that properties can be controlled before speculators gain control and drive up prices. Because of the size of the West Market Street Corridor, it is likely that acquisition will be ongoing for a number of years as development initiatives are pursued in the different nodes.

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 West Market Street Corridor to identify properties currently owned by public agencies. Determine which of these properties will contribute to TOD initiatives

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- 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.
- **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 discussions 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 Attention near the 46th Street, 52nd Street, and 56th Street Station Areas** – The West Market Street Corridor from 40th Street to 63rd Street is too extensive an area for commercial development in relation to the demand for retail stores and commercial space that is generated by current residents of West Philadelphia. Commercial reinvestment should be consolidated near transit stations that have existing stable development with some major anchors. Along the West Market Street Corridor, these nodes are strongest near the following stations:
 - 46th Street, where there is the possibility to capitalize on the momentum generated by revitalization in University City. By focusing on the area between 46th Street and 40th Street, there is the potential to entice the path of new development activity that is proceeding westward along major streets from University City through West Philadelphia to proceed along West Market Street.
 - 52nd Street, where there already is a large concentration of retail stores

and related commercial activity.

- 56th Street, which benefits from the new Fresh Grocer, a strong anchor that can be a catalyst for additional private sector development.

Successful initiatives to revitalize these nodes and attract new development will generate a process that can lead to future development with connecting nodes. Residential development components between commercial nodes would be appropriate to add new households and increase consumer expenditures.

- **Address the Pedestrian Environment and Safety Improvements** - Redesign the West Market Street cross-section and operations in coordination with the Streets Department, SEPTA and the community. The cross-section redesign should include the following elements:

- 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 corridors with the Streets Department.
- Install bollards, bus shelters, streets trees and other sidewalk furniture along West Market Street in coordination with the Streets Department and SEPTA.
- Widen sidewalks at critical points along West Market Street in coordination with the Streets Department.

- Evaluate signage, striping and signalization measures for safety and access along West Market Street in coordination with the Streets Department.
- Evaluate pedestrian lighting along West Market Street in coordination with the Streets Department and SEPTA.

- **Address Drug Dealing and Related Criminal Activity** – The primary deterrent to new development in the West Market Street Corridor is problems with drugs and crime. These problems were cited repeatedly by real estate brokers and developers as major impediments to new development in the Corridor. Philadelphia’s Center City District (CCD) has been very successful in forming a partnership with the police to prevent crime in their downtown target area. Leaders in the West Market Street Corridor should seek funding to obtain technical assistance from CCD to formulate and implement strategies to combat these particular problems.

Some potential programs might include the following:

- Working with the Police Department to strengthen community policing initiatives and help to establish partnerships between community organizations and the police.
- Placing police officers on bikes or horseback.
- Improving information flow and incident mapping to better label crime “hot spots” in the Corridor.
- Installing cameras at key intersec-

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tions and other locations as a security measure/crime deterrent.

- Establishing enhanced communications between police officers, residents of the community and business representatives about incidents crime.
- **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.
 - 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. Leaders in the Market Street Corridor must forge stron-

ger 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 aesthetic corridor improvements are realized, funding should be identified for use in develop-

ing and implementing a marketing and public relations campaign that emphasizes the improved area and reaches out to new businesses and customers. Marketing components might include:

- Creating a new image and logo for West Market Street.
- Establishing a wayfinding campaign and installing public information kiosks, either through the City, SEPTA or local business associations.
- Using local publications and newsletters to provide positive information about the West Market Street Corridor, including improvements that have been completed, community activities and outreach and actions to address criminal activity.
- Conducting an advertising campaign to promote the area and the businesses that are located in the Corridor and nearby.
- Writing and placing newspaper articles on positive events that occur in the Corridor and the broader trade area.
- Increasing the number of events/festivals and actively marketing them.
- Enhancing seasonal and holiday promotional activities.

At the cornerstone of any TOD effort is real estate development. West Market Street will need to put in place mechanisms over the next five years to encourage new real estate development activity. The following are recommended initiatives:

- **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 West Market Street 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 West Market Street business community to ensure full participation of businesses and adequate resources for project implementation.
- **Focus Initially on TOD Projects Located at Key Nodes** - The West Market Street Corridor spans more than 20 city blocks. Because of the sheer size of the Corridor, it will be most advantageous to focus new development activity in specific nodes with

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stronger development potential. These areas are between 40th and 46th Streets and around the 52nd and 56th Street El stations, where there is the greatest potential to build on existing strengths and achieve visible results. Initial real estate development activities at these nodes should include cleaning and public improvements and acquisition and redevelopment of vacant buildings and vacant, underutilized, and unimproved lots. These activities will enhance the overall appearance of the areas and their potential for new development projects.

- **Focus on Attracting Retailers in Categories that Offer Market Potential** – The West Market Street Corridor presently is served by an Aldi Supermarket, a new Fresh Grocer store and several smaller corner grocery stores. Consumer expenditure data suggest that the Corridor can support additional grocery stores and specialty retail. One initiative might be to redevelop the site of the existing Aldi with an expanded grocery store and additional retail.

Consumer expenditure data also indicate potential support for additional retail stores in the following categories:

- Store(s) for infant and children's clothing - The area has a large percentage of children under five years old (7.1 percent) and between five and 17 years old (18.9 percent). Consumer expenditure data indicate that purchases of clothing for children exceed the sales of stores in the West Market Street Corridor, which is an indication that the area

can support additional stores. Locating retail stores that carry apparel for infants and children near El station stops will make the stores more accessible for households without vehicles. Since the West Market Street trade area has a high percentage of African-Americans (86.9 percent), a store with merchandise that appeals to African-Americans should have a competitive advantage, especially if it is owned by an African-American merchant.

- Furniture and home furnishings store – Consumer expenditure data suggest there is support for additional retail establishments that provide home furnishings and furniture.
- Radio, television and computer equipment store – There is market support for retail stores that carry radios, televisions, electronics, and computer equipment. While consumer expenditures presently are going to retailers downtown and in the 69th Street area, niche stores that offer free delivery or other services for shoppers without access to vehicles could capture more of this market. A Circuit City store would be a good addition if a larger parcel can be identified at a corridor location with access to University City and the West Market Street Corridor trade area.
- One or more restaurants - Most of the existing establishments are fast food chains or restaurants with questionable quality that offer a

limited selection of either Chinese food or pizza. Additional sit-down restaurants with dedicated free parking would enhance offerings in the area, including chain and local establishments. One approach would be to identify a restaurateur in Philadelphia willing to open an additional restaurant, or to work with the Philadelphia Restaurant School to identify an entrepreneur wanting to open a new restaurant with a related specialty. An enticement might be assistance with small business financing programs for business start-ups and tenant improvements. A new restaurant located near 40th Street and having reasonable prices or take-out prepared food and adequate free parking could attract patrons from University City.

- Gym, Martial Arts facility - A facility such as Gold's Gym, martial arts school, or Police Athletic League facility is likely to enjoy good community support in the West Market Street trade area. This type of operation could benefit the community by sponsoring programs for youth, both after school and during evening and weekend hours. While there are sports clubs and exercise facilities downtown and at universities in West Philadelphia, a facility within walking distance with structured exercise and sports programs would be a good addition in the West Market Street Corridor.

7.4.2 Long-Term Recommendations

The overall development framework that has been proposed for the West Market Street Corridor is a long-term strategy. Assuming that community leaders in the Corridor are able to secure adequate funding to assemble parcels for development, the strategy should be to build from strength rather than scattered development. It is strongly recommended that development start in specific nodes (40th Street, 52nd Street, and 56th Street) and work outward from them in ways that maintain critical mass, synergies among uses and pedestrian friendly streets.

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, if an owner of a portfolio of strategically located properties decides to dispose of them, the opportunity should not be lost. Having the capacity to respond to such a circumstance and access to essential funding will be critical for successful reinvestment in the West Market Street Corridor.

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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 Community Development Block Grant funding. 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 Act 238, which authorized \$5 million for planning initiatives around “Transit Revitalization Investment Districts” (TRID). Up to \$75,000 in funding is available for municipalities and planning agencies to create TRID’s. While the TRID planning funds are generally more applicable around transit nodes than corridors, these funds could be used to provide further planning around the 46th Street, 52nd Street or 56th Street stations. Funding is distributed through DCED.

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 as they become available. The leveraging concept can enable the organization to turn limited amounts of commercial reinvestment funding for the West Market Street 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 :

- West Market Street west of 63 Street, Walnut Street, Chestnut Street
- **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 :
 - West Market Street, Walnut Street, Chestnut Street, 63 Street

- **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.

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- **Youth and Conservation Corps:** An interesting aspect of the Transportation Enhancement program described above 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.
- 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

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-

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.

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.

Department of Housing and Urban Development

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

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