

Philadelphia Pennsylvania



**Urban Land
Institute**

Daniel Rose Center for Public Leadership in Land Use

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Philadelphia Pennsylvania

A strategic approach for reclaiming, repairing,
and rejuvenating North Broad Street

February 8–11, 2010
A Rose Center Advisory Services Program Report

Urban Land Institute
1025 Thomas Jefferson Street, NW
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About the Urban Land Institute

The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has nearly 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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About the ULI Rose Center

The mission of the ULI Daniel Rose Center for Public Leadership in Land Use is to encourage and support excellence in land use decision making. By providing public officials with access to information, best practices, peer networks, and other resources, the Rose Center seeks to foster creative, efficient, practical, and sustainable land use policies.

The Rose Center appointed the mayors of Phoenix, Minneapolis, Nashville, and Philadelphia as fellows to serve in the center through 2010. Each of the four mayors is leading a team of three additional fellows from their respective cities, working with leading experts in the real estate development, finance, and land use fields to tackle complex land use issues facing their communities. The Rose Center also holds forums on topical land use issues for public leaders. In 2010, these issues included how cities can achieve their sustainability goals in the challenging fiscal climate, and how they can maximize opportunities from the federal Neighborhood Stabilization Program.

In 2008, Daniel Rose, chairman of New York City-based Rose Associates Inc., committed \$5 million to create the center. Rose Associates operates through-

out the East Coast as developer and manager of more than 30 million square feet of major office towers, commercial retail centers, mixed-use complexes, and high-rise residential buildings. Rose has pursued a career involving a broad range of professional, civic, and nonprofit activities.

The Rose Center's Advisory Board is chaired by Joe Rose of the New York-based Georgetown Company. Members include Seth Brown of Brooklyn-based Aspen Equities LLC; Alex Garvin of New York-based Alex Garvin and Associates; Stephen Goldsmith, former mayor of Indianapolis and professor at Harvard University's Kennedy School of Government; Glenda E. Hood, former mayor of Orlando and former Florida secretary of state; William H. Hudnut III, former Indianapolis mayor and ULI/Joseph C. Canizaro Chair for Public Policy emeritus; Greg Johnson of Seattle-based Wright Runstad & Company; Tom Murphy, former Pittsburgh mayor and senior resident fellow, ULI/Klingbeil Family Chair for Urban Development; Peter Rummell of the Jacksonville, Florida-based Rummell Company; Julia Stasch of the MacArthur Foundation in Chicago; and Anthony A. Williams, former mayor of Washington, D.C., of Arlington, Virginia-based Arent Fox.

About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; hour-long interviews of key community representatives; and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Interviews were conducted with numerous stakeholders, including elected officials, business and property owners, community and business organizations, representatives of the real estate and urban design professions, Temple University, the Southeastern Pennsylvania Transportation Authority, the Center City District, and the many religious, cultural, and educational neighborhood institutions along North Broad Street. These stakeholders provided invaluable information and diverse perspectives that aided the panel in its analysis. The panel thanks all those who gave their time to be part of the process.

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Panel Assignment and Executive Summary

Philadelphia was founded by early American settlers according to William Penn’s Quaker ideal of tolerance, leading to its nickname the City of Brotherly Love. Planned around four public squares with a uniform street grid, Philadelphia was expected to develop inland from the shores of the Delaware and Schuylkill rivers, its natural eastern and western boundaries. Given the location of the harbor on the Delaware, development actually moved from east to west, with significant manufacturing and industry emerging: all 37 miles of the city’s waterfront along both rivers was industrialized, with the exception of the part that supplied drinking water.

The population of the city is 1.5 million, and the eight-county metropolitan region extends into New Jersey and Delaware with a population that tops 5 million. Philadelphia itself once had 2 million people, but officials believe the population has stabilized at 1.5 million and may even be growing slightly. The city is 43 percent white and 43 percent African American, with the rest made up of Hispanic and Asian populations.

With 90,000 residents, Center City Philadelphia is the third-largest residential downtown in the nation, after only Chicago and New York City. A significant

difference is that Chicago and New York City also have vibrant neighborhoods and real estate markets ringing their downtowns, whereas many neighborhoods outside of Center City face issues that accompany disinvestment, such as abandonment. However, the neighborhoods directly adjacent to Center City have seen more investment in the past decade, and new residents there consider themselves to be living downtown.

In the 19th and early 20th centuries, Philadelphia was known as the Workshop of the World. Its industrial capacity to produce an enormous variety of products was legendary. Beginning in the 1920s, then accelerating rapidly after World War II, industry moved out of many cities in the Northeast, including Philadelphia, leaving behind neighborhoods now lacking their traditional employment base. Many of these neighborhoods, also beset by poverty, became less desirable. Housing stock began to deteriorate, leaving large parcels of vacant land amid rowhouses that remained. At the same time, commercial corridors contracted and moved elsewhere to serve a more stable population base.

Philadelphia’s economy today is based on jobs in education and medical institutions, which comprise 36 percent of the employment base. Manufacturing no longer plays the same role in employment. Some industry remains—a refinery, shipbuilding, and a harbor with a significant amount of food importation and distribution—but a considerable amount of abandoned land lies along the rivers. In addition, the industrial belt was cut off from both rivers by riverfront expressways. Recovery and reuse of these abandoned sites is a priority for the city. The problem with vacant property extends into residential areas as well, with nearly 40,000 vacant parcels in residential neighborhoods. The city understands that residential infill alone is not likely to solve this issue, and therefore is looking to alternative uses for the properties, such as urban agriculture and broadly defined open space.

The cost of development is high—as high as that in any East Coast city—and land values and revenues

Philadelphia is at the heart of a region that encompasses nine counties in two states.



PHILADELPHIA CITY PLANNING COMMISSION

are relatively low. The razor-thin profit margin that results makes development extremely difficult, and over several decades has led to public sector assistance in the form of property-tax abatements; tax increment financing (TIF), though TIF districts have not been used extensively; infrastructure investment; federal and state grants; and low-cost loans.

Philadelphia has a strong mayor system, but because broad powers are granted to the city council, it is often described tongue-in-cheek as a “strong mayor, strong council” system. There are ten district council members and seven at-large members.

Pennsylvania is a relatively low-tax state. To help generate revenue, Philadelphia has instituted a wage tax—4 percent for residents and 3.2 percent for nonresidents who work in the city. Surrounding municipalities are starting to adopt wage taxes, too. Philadelphia also has a high level of business taxes, but has very low real estate taxes, especially compared with the New Jersey suburbs. To make up for serious deficit problems, the city recently passed a one-cent increase in the sales tax.

Although the Southeastern Pennsylvania Transportation Authority (SEPTA) covers five counties in Pennsylvania and extends service into Delaware and New Jersey, there is very little official regional coordination among government officials and agencies. Philadelphia mayor Michael Nutter recently started a metro caucus to address regional issues.

The city has not completed a comprehensive zoning overhaul or comprehensive plan in 50 years. It currently is in the final stages of reworking the zoning ordinance, with the new code to be presented to council by November 2010. Because the city is not required by the state to produce a comprehensive plan, there are a lot of neighborhood plans, overlay districts, and specific rezonings. The city is now in the early stages of doing a comprehensive plan, Philadelphia 2035. While the city charter says the City Planning Commission is responsible for zoning changes, it also says “so is council.” This is a source of conflict and confusion for the city and developers. The culture of development and review has been seen as “terrifying to out-of-town developers,” as one person said. The city is working to fix that perception.

The Panel’s Assignment

Many parts of Philadelphia have seen a transformation in recent years. With its stable economic base, Center City has thrived as a walkable, vibrant commercial and residential area. Temple University, long a major regional force in higher education, has emerged as a nationally ranked university with undergraduate and graduate programs in numerous disciplines and expansive plans for growth at its north Philadelphia campus. Parts of north Philadelphia were redeveloped in the 1960s and have remained stable communities for middle-income and working-class families. Other nearby areas have seen pressures from gentrification and have become prized neighborhoods for artists, young professionals, and empty nesters. Some areas, however, have never recovered from the macroeconomic shifts of the late 20th century.

The project area is a 1.75-mile stretch of North Broad Street connecting City Hall and Temple University. Along this stretch can be found all the triumphs and failures of the city, including vacant land, population loss, and poverty, but also redevelopment, strong institutions, and—critically—excellent transit infrastructure. While there are six subway stations along this portion of North Broad, the areas around every station are underdeveloped and inconsistent with principles of transit-oriented development (TOD), and include much low-intensity, automobile-oriented development.

Within this context, Philadelphia’s Daniel Rose fellows asked the ULI Advisory Services panel to provide guidance on the following:

- Should an organization be formed to advocate a strategy for the North Broad Street corridor?
- What financial tools or mechanisms should the city consider using to revitalize North Broad?
- What specific places or projects can be identified that would maximize the leverage of public resources?

On a broader level, the city sees this area as a test case for new ideas about urban growth and transformation that recognize core principles of environmental sustainability and respect for the diversity that is essential to Philadelphia’s identity.

Summary of Recommendations

Based on briefings, site tours, and interviews with stakeholders, the panel identified the following as constraints for the redevelopment of North Broad:

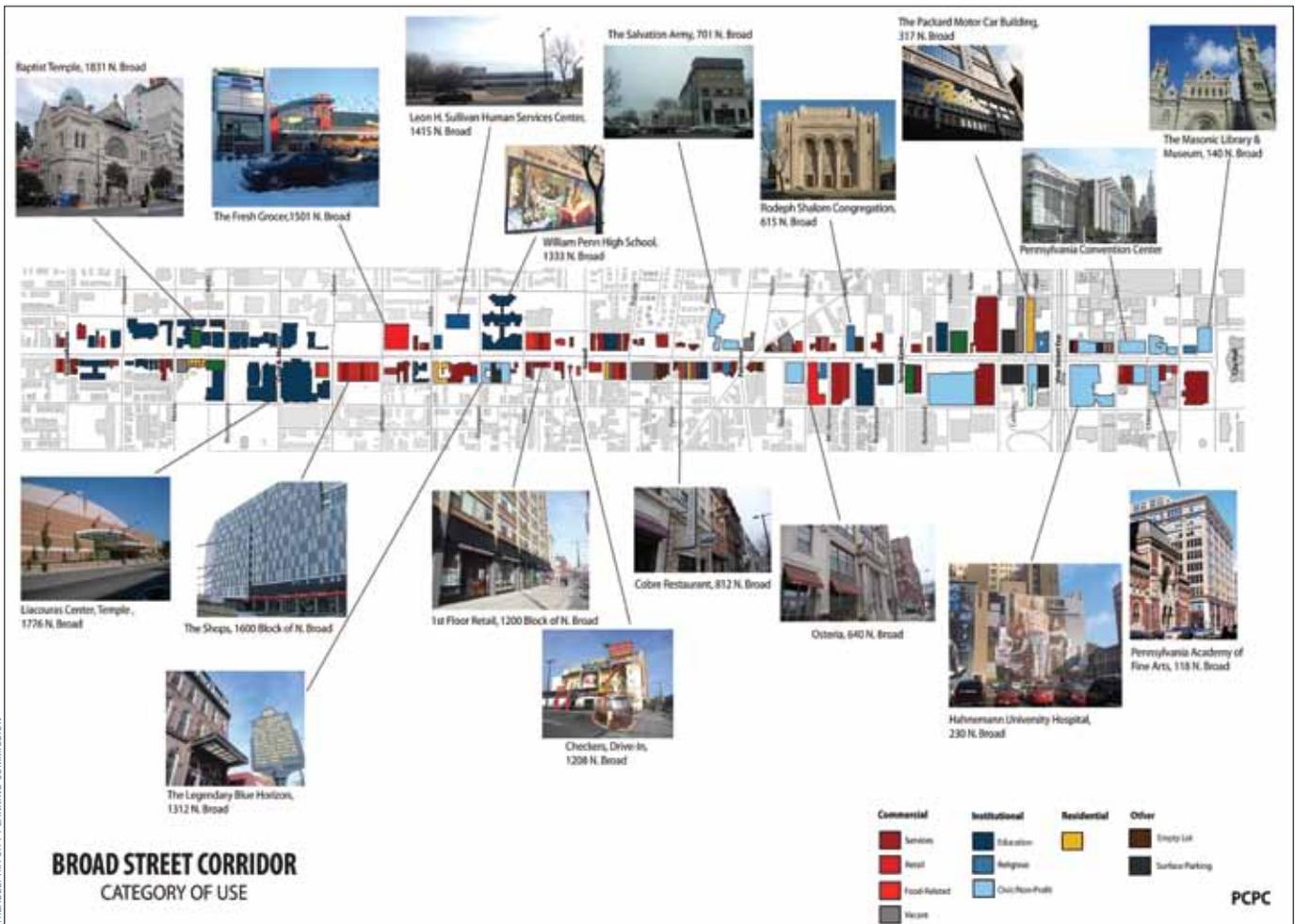
- The need for better communication among stakeholders and with external parties.
- The age of the transit infrastructure and a perception of safety issues with the subway.
- Poor maintenance of the public realm and certain properties, and the perception of safety issues along the corridor.
- Parking conflicts among users along the corridor.
- Financial barriers and problems with access to capital for investment.

- Social equity concerns.
- The lack of a cohesive image and identity along the corridor.
- The lack of a private economic engine for the area.

The panel believes an effort to address these needs would best be served by creation of a broad-based stakeholder organization to advocate for and create change along North Broad. This organization could be seeded with foundation funding and staffed by the city and other stakeholders.

Compared with most other local and state governments, Philadelphia and Pennsylvania have created a relatively large toolbox for use in community development and public financing. Efforts to use that toolbox for North Broad should include:

Land uses along the North Broad Street corridor, from north (left) to south (right).



- Using Keystone Opportunity Zones.
- Encouraging the Center City District and Temple University to play a greater role along the street until a local business improvement district (BID) can be supported.
- Using federal community development block grant (CDBG) economic development funds to create a partnership between the Philadelphia Industrial Development Corporation (PIDC) and Temple University for small business/entrepreneur support and to expand facade improvements.
- Using federal Renewal Community/Empowerment Zone tax credits to help businesses grow from Poplar to Master streets.

Some new tools the city should consider using include:

- Land swaps between public agencies.
- Parking authority bonds.
- Historic tax credit bridge guarantees.
- A bus shelter advertising revenue pilot program.
- Soft second and CDBG loan products to help bridge financing gaps.

The panel broke down the corridor into five development zones to address the unique conditions and opportunities in each segment:

- Convention Center Anchor Zone—City Hall to Vine Street.
- Redevelopment Loft Zone—Vine Street to Spring Garden Street.
- Redevelopment Neighborhood Zone—Spring Garden Street to Fairmount Avenue.
- Redevelopment Services Zone—Fairmount Avenue to Girard Avenue.
- Education Anchor Zone—Girard Avenue to Oxford Street.

In addition to recommendations for each of those segments, the panel listed the following overarching priorities for catalytic developments:

- Make the corridor clean and safe—maintain the public realm.



- Complete and support ongoing projects—for instance, subway station renovations, unified streetscape improvements, the People for People mixed-use development, the Cherry Street pedestrian plaza, and the Ninth and Berks development.
- Adopt a new TOD zoning overlay around stations.
- Make reuse/redevelopment of the William Penn High School site a key city initiative.
- Define city policy to promote parking partnerships along the North Broad corridor.

For all these recommendations, the convening and collaboration of stakeholders will be the key. Panel findings and conclusions are a case of first impressions. The extent to which they are well received and bear fruit will be attributable to the efforts of the city and stakeholders acting on what they deem most useful.

The Advisory Services panel interviewed numerous stakeholders with an interest in the North Broad corridor.

Context and Observations

The panel was briefed by Philadelphia’s Daniel Rose fellows and conducted pedestrian and driving tours of the North Broad Street corridor. They also interviewed numerous corridor stakeholders, including major employers, major institutions, and community organizations. Interviews were also conducted with representatives of the local real estate development community and property owners, as well as with elected officials and representatives of other government agencies.

Issues on the North Broad Corridor

From these briefings, tours, and interviews, it was clear to the panel that there are many needs along the corridor and many issues to be addressed.

- **Safety.** While crime has declined in recent years, a perception still exists that safety continues to be an issue in various segments of the corridor, as well as along the Broad Street subway line. Stakeholders who work or live along the corridor say people worry about their safety at night in poorly maintained areas.
- **Parking.** Opinions are mixed about whether there is not enough or too much parking along the corridor. While there are still many abandoned buildings along North Broad, there are also religious institutions and major employers such as schools and hospitals that attract a large number of auto trips on different



The Advisory Services panel tours the study area.

days and at different hours. During periods of peak demand (which can range from normal business hours to Sunday mornings), on-site parking is at capacity and there is spillover onto adjacent streets—although some patrons, many of whom travel from other Philadelphia neighborhoods or the suburbs, are leery of parking more than a block away from their destination. The presence of one of the city’s three subway lines would suggest that public transit is a good alternative to driving and parking; however, there are reasons why many do not consider this to be the case.

- **Subway.** The Broad Street subway line has been in operation since 1928, connecting the northernmost neighborhoods of north Philadelphia to City Hall, south Philadelphia, and the pro stadium Sports Complex at the southern edge of the city. Six stations are in the study area—City Hall, Race-Vine, Spring Garden, Fairmount, Girard, and Cecil B. Moore—spaced an average of only a quarter mile (or a five-minute walk) apart from one another. However, due to their age, the stations are not compliant with the Americans with Disabilities Act (ADA). SEPTA runs redundant bus service along Broad Street for riders with physical disabilities, and many other transit patrons prefer the bus to the dingy subway stations, which in the past also had a reputation for crime. The condition of the subway entices very few choice riders, who instead drive to the corridor. SEPTA is currently making \$37 million worth of engineering and construction improvements to the Girard and Spring Garden stations, which will bring them into ADA compliance.
- **Maintenance/cleanliness.** Maintaining the cleanliness of public and private spaces is a challenge in Philadelphia because of the level of abandonment in some neighborhoods. Despite a large fiscal commitment and much better management by the city in recent years, unmaintained properties can become eyesores and dumping grounds that seep into adjacent properties and especially into the streets. Not only are some iconic buildings abandoned, but



Six subway stations are spaced an average of a quarter mile apart within the study area of North Broad Street, though their entrances are not necessarily inviting (far left).

The abandonment of once-iconic buildings has created eyesores along North Broad (near left).

also the sidewalks and streets in places are poorly maintained, which sends the message that no one cares for the community, and invites crime.

- **Social equity.** As north Philadelphia neighborhoods adjacent to Center City and Temple University have attracted new investment, new residents, and businesses, longtime residents who have ridden out rougher times have growing fears of being displaced by expensive new construction and rising property taxes. A number of community institutions located on the corridor that provide social services are concerned about whether they can afford to remain in place to serve the nearby community.
- **Communication.** The opening reception for the Rose Center Advisory Services panel was the first occasion at which so many different stakeholders and representatives of corridor institutions remembered being gathered together. No regular forum exists for communication among these neighbors who, despite perhaps having different purposes, have a shared interest in the vitality of their neighborhood.
- **Financial barriers.** The panel heard that even when the overall economy was strong, Philadelphia has been a challenging place in which to build. Construction and labor costs are viewed as being very high compared with those in the suburbs. The process for securing entitlements and development review are seen as highly politicized and/or overly bureaucratic. But presenting the biggest challenge is the fact that rents are not high enough for new construction of any type to pencil out for developers (though adaptive uses such as loft conversions often do). In response, the city has developed an impres-



New development has occurred in the southern part of the corridor, near the strong Center City market.

sive toolbox of public financing tools and incentives that has stimulated a strong response by developers where markets are strong, such as Center City. Access to capital in neighborhoods with more perceived risk and lower rents is more challenging, and some projects have required significant public subsidy, such as the redevelopment of Progress Plaza.

- **Economic engine.** North Philadelphia was once the manufacturing heart of the Workshop of the World. Those days are long gone, as evidenced by the hulking remnants of abandoned industrial sites around its neighborhoods. Today, the cultural and community institutions have generated increased economic activity along North Broad, and there are signs of new investment in downtown-adjacent neighbor-



The redevelopment of Progress Plaza brought a new supermarket to North Broad (left). New commercial development about the Temple University campus (right).



hoods, such as the restaurant Osteria. However, the major economic player in the study area is Temple University, the 26th-largest university in the nation with nearly 40,000 students, which has been expanding its student enrollment and plans to continue to do so. This expansion has fueled concerns about the university’s physical footprint, and has led the institution to create a new master plan with a vision of growing up, not out, in the future. Although it is an outstanding public research university with professional schools in medicine and law, it is not clear that Temple’s academic programs have the potential to generate a lot of private sector spin-off jobs: the Health Sciences Center is located about a mile north of the main campus, which has nearly 10,000 students living on campus or nearby.

- **Image/Identity.** A decade ago, South Broad Street was revitalized under the banner “Avenue of the Arts” because of the number of arts and cultural institutions located there. New public investment was made in infrastructure around these facilities to enhance the pedestrian realm and attract visitors. This Avenue of the Arts strategy was originally intended to also revitalize North Broad; however, it failed because fewer institutions exist north of City Hall, they are spaced farther apart, and there were no accompanying investments in public infrastructure to the north, with the result that similar reinvestment has not occurred along this section of the corridor. After years of trying this identity on North Broad and waiting for the next phase of improvements, there is a sense among stakeholders that this never was the right strategy for this area. North Broad has a rich history and compelling story of perseverance that can be told from numerous perspectives. The Advisory Services panel believes that communicat-

ing a new image and strong identity will be integral to any plan for the corridor, but it is ultimately up to the people who know North Broad best to determine what image and identity is appropriate.

Defining Principles

Based on these observations, the panel suggests four defining principles for the city to use in developing a strategy for North Broad:

- **Communication.** There needs to be constant communication between the city and corridor stakeholders, and consistent communication in one voice about the corridor to other parties.
- **Connectivity.** Enhancing the connectivity between North Broad and adjacent neighborhoods, as well as along North Broad, will require improvements to pedestrian infrastructure, a strategy to infill vacant and abandoned properties, and improvements to transit infrastructure.
- **Capital.** It will be imperative that funding be found to pay for public and private improvements. Philadelphia has a good track record of innovation in public finance. Figuring out how to make the market work better could unlock much potential private investment along North Broad because developers see inherent value.
- **Community.** There is great diversity along North Broad, which underscores the need for deep community involvement in a comprehensive strategy to revitalize the corridor. Collaboration among the institutions, businesses, and neighborhoods along the corridor is critical to defining its future.

Corridor Alliance

One of the key questions raised in the briefings and interviews with the panel was whether there should be a corridor-based organization to advocate for a revitalization strategy on North Broad. The panel believes the unequivocal answer to this question is yes. But the more significant questions are why an organization or alliance is necessary, who should be involved, what the roles of an organization would be, and how it would accomplish its mission.

The Case for the Corridor Organization

The panel addressed each of these questions to make the case for a corridor organization.

- **Why is a corridor organization needed?** From the panel's interviews it was apparent that a significant need exists for improved channels of communication both among stakeholders and between stakeholders and the city, as well as for a clearinghouse to provide information about North Broad to external parties. A corridor organization also would help foster collaboration and partnerships for the corridor revitalization effort.
- **Who should be involved in a corridor organization?** The simple answer is everyone with an interest in the area should be involved in the organization. This can be defined by an ownership interest, financial interest, community interest, institutional interest, or social interest.
- **What would be the role of a corridor organization?** The two key roles would be to bring all relevant parties together to accomplish shared goals, and to shepherd the planning process for North Broad Street. Having a corridor partnership in place would provide credibility for the planning process with stakeholders, ensure meaningful participation in the process, and establish ownership and support of any plan recommendations.
- **How would this organization work?** There needs to be broad-based participation in a corridor organization. It should have a governing board or executive committee composed of representatives of the corridor that meets regularly to provide guidance for a dedicated staff. The staff should initially be small and at first could be composed of donated time allotments from staff from the City Planning Commission, as well as other member organizations.

Benefits

There are significant benefits to having a corridor organization—rather than the city—act as the central player on North Broad Street's revitalization.

- **Being an information clearinghouse.** To avoid confusion, alleviate fears, and minimize rumors about plans, the corridor organization could be a single source of information. It seemed to the panel that every major institution has its own plan for its section of North Broad Street, but there has not been any effort yet to try to integrate these visions and projects into an official consensus plan that the city and stakeholders could follow. A corridor organization could tackle this role of aggregating individual planning efforts while bringing critical mass to many of the individual efforts.
- **Providing an open input process.** The corridor organization would schedule regular monthly meetings and review plans, proposals, and initiatives for the corridor, allowing key stakeholders to have meaningful input in a collaborative environment unlike the typical and often contentious public hearings held by the city.
- **Identifying opportunities.** By bringing together different skills and viewpoints, the organization could provide a reality check for new proposals and initiatives.

Redevelopment has created stable residential areas east of North Broad, which could serve them as a commercial main street.



- **Building consensus for the future.** The corridor organization could define a vision for North Broad Street that establishes an identity and future for the corridor.
- **Promoting a team effort.** Emphasizing shared goals, speaking with a unified voice, and bringing broad-based support to individual plans that move the vision forward are some of the significant benefits that could be achieved by such an organization.
- **Advocating for actions and finance allocations.** Having an organization in place that supports and lobbies for the corridor should result in an effort that is more competitive in attracting resources such as official city planning initiatives, private investment, and public investment in the form of grants, capital improvements, or subsidized financing.

For the purposes of this report, the panel will refer to this hypothetical organization as the North Broad Alliance, but its future members should pick whatever name they deem most appropriate to their mission and needs.

Corridor Financing Tools

Philadelphia and Pennsylvania have created a large toolbox for community development and public financing compared with most other local and state governments. In response to the economic development challenges faced by the city and state, public sector leaders have used creative approaches to provide access to capital and stimulate the private market.

Available Tools

Tools the panel learned about that are currently used include:

- The Keystone Opportunity Zone (KOZ) program is a successful state initiative that provides the flexibility to waive applicable state and local taxes for a period of time in a large geographical area that currently generates little tax revenue as a means to attract investment.
- Business improvement districts and other types of districts have been enabled in Pennsylvania for many years, with the Center City District in downtown Philadelphia being one of the leading examples in the nation of a BID.
- Tax increment financing is allowed under Pennsylvania law and has been used to fund site infrastructure for new development projects with a baseline of little to no property and sales tax revenue generated on their sites.
- A ten-year property tax abatement is in place in Philadelphia that has helped attract hordes of new residential development and the conversion of older commercial buildings for residential uses, especially in and around Center City.
- Federal funding is available, and Philadelphia has a relatively large CDBG allocation.
- Publicly held land in the study area is owned by myriad public entities—the city, Philadelphia Redevelopment Authority, Philadelphia Housing

Authority, School District of Philadelphia, SEPTA, Temple University—representing public control of parcels with potential value.

- The power of eminent domain is available to the city and several public authorities, and has been used extensively in Philadelphia.
- The foundation community—for instance, the William Penn Foundation and the Pew Charitable Trusts, both based in Philadelphia—is prosperous and has been a strong partner on community and economic development enterprises.
- The Local Initiatives Support Corporation (LISC) in its Philadelphia work has a Commercial Corridor Initiative to help increase the capability of community development corporations to effect positive neighborhood change.
- A small-business loan program is operated by the Philadelphia Industrial Development Corporation.
- Renewal Community tax incentives are provided by the U.S. Department of Housing and Urban Development (HUD) for eligible Empowerment Zone communities, including an employment credit that provides tax benefits to businesses that employ residents from the designated areas.
- Gap financing using public funds from the city and state have been used to help new projects—such as the redevelopment of Progress Plaza—pencil out. Pennsylvania has pioneered a state revolving loan fund, called the Fresh Food Financing Initiative, specifically for grocery stores.

Applying Tools along North Broad

With its history of successful and creative economic development tools, Philadelphia has a legacy of expertise to draw on for North Broad. The panel offered the following recommendations as a starting point, as well as suggested some new tools for consideration.

- A KOZ should be applied to the entire corridor from City Hall north to Oxford Street for business. This will provide incentives for large-scale employers to locate on the corridor and help develop it. The Keystone Opportunity Enterprise Zone (KOEZ) will incentivize activity by smaller businesses and entrepreneurs.
- The North Broad Alliance can perform some of the functions of a BID until formal creation of a BID is feasible. Currently, there is neither enough assessed value nor enough thriving commercial businesses along the corridor to support a BID. The Center City District could support streetscape improvements from City Hall north to Spring Garden Street to match new lighting infrastructure investments by the Avenue of Arts to the north. There also could be a strategy to encourage expansion of the Center City District north along Broad all the way to Girard, then introduce a Temple-supported BID from Oxford south to Girard, similar to how the University City BID is supported by Drexel University and the University of Pennsylvania.
- The economic development portion of the city's federal CDBG allocation could be used to fund a partnership with the PIDC and Temple for the creation of a Small Business/Entrepreneur Support Center on North Broad to support businesses in the KOZ. CDBG funds also could be used to help public entities acquire strategic parcels to support future parking initiatives. The current targeted facade program for businesses along North Broad should be continued for more years and funding should be expanded.
- North Broad from Poplar Street to Master Street qualifies for the federal Renewal Community/Empowerment Zone designation. The city should target tax credits to businesses within the zone and those supported by a new PIDC/Temple partnership Small Business/Entrepreneur Support Center.
- Community foundations, such as William Penn and Pew, should be solicited to fund facilitation of the North Broad Alliance organizing process. Initial funding from foundations could be used as seed money for a BID or similar organization until it can assess members or gain other funding to sustain itself. Foundations could lead the effort to identify small business opportunities to match major

employer/institution services needs, such as the Cleveland Foundation has done.

The panel also recommends several new tools and approaches:

- **Land value.** The city should undertake an inventory of all publicly owned properties—held by the city, School District of Philadelphia, Philadelphia Housing Authority, Redevelopment Authority of the City of Philadelphia, etc. Based on this inventory, land swaps should be used to facilitate assemblage of larger land parcels using the transfer ledger process in order to eliminate the need for agencies to provide cash out of pocket.
- **Parking authority.** The Philadelphia Parking Authority could use its bonding capability and expertise to build and operate parking decks along the corridor according to future residential growth and employer parking needs.
- **Historic tax credit bridge guarantee.** The city could provide a guarantee of bridge financing for qualified historic tax credit projects through the construction phase to help developers with financing gaps.
- **Bus shelter pilot program.** The city could increase advertising revenues from citywide bus shelters and securitize this revenue stream to create upfront value and invest along major corridors in streetscape, infrastructure, and economic development improvements. North Broad could be a pilot program for an approach similar to Washington, D.C.'s Great Streets program.
- **Additional loan products.** The city should consider acting as a soft second lender for development projects, deferring all principal and interest for an initial two years on a loan that sits behind the bank loan. Also, CDBG is an eligible funding source for loans in the North Broad corridor.

Catalytic Opportunities

At 1.75 miles, the study area has differing conditions along various segments of the corridor. There is an anchor at either end: the strong market of Center City at the south and the growing Temple University at the north. The panel heard clearly that small streets work well in Philadelphia, but big streets have presented a development challenge. The reason for this is that the city is organized using the large streets as the edge of neighborhoods. The panel sees North Broad Street as a potential zipper for the neighborhoods that lie to the east and west between these two anchors.

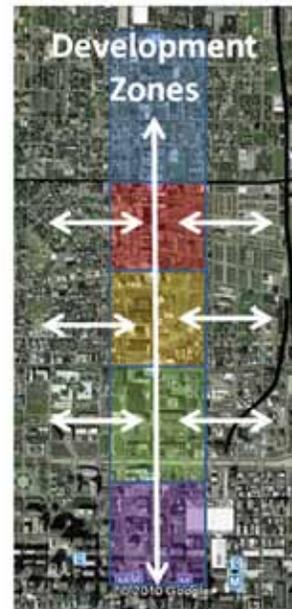
The one mile between Vine Street and Girard Avenue is a crucial gap in the urban fabric and in economic activity. Success can be achieved by “minding the gap,” especially in this one-mile segment. This will require collaboration of neighborhoods to the east and west of North Broad Street. It also will require physical improvements to North Broad that signal a consistent identity for the corridor aligned with the North Broad Alliance’s vision.

Recommendation by Segment

The panel broke the corridor down into five development zones—from south to north—in order to address the unique conditions and potential opportunities in each segment.

- Convention Center Anchor Zone—from Kennedy Boulevard to the Vine Street Expressway, centered around expansion of the Pennsylvania Convention Center along the east side of North Broad.
- Redevelopment Loft Zone—from the Vine Street Expressway to Spring Garden Street, where redevelopment of industrial lofts into new residences has taken place, particularly in the Callowhill district east of Broad.
- Redevelopment Neighborhood Zone—from Spring Garden Street to Fairmount Avenue, which has

- Anchor (Education)
- Services
- Neighborhood
- Loft
- Anchor (Convention Center)



The panel divided the corridor into five development zones where different strategies should be pursued.



Hahnemann University Hospital is one of the anchors in the Convention Center Anchor Zone at the southern end of the study area.

seen reinvestment in the Spring Garden district to the west of Broad.

- Redevelopment Services Zone—from Fairmount Avenue to Girard Avenue, where there is a greater concentration of social services and local businesses on Broad.
- Education Anchor Zone—from Girard Avenue to Oxford Street, which is immediately south of Temple University.

An aerial view of the Convention Center Anchor Zone.



Older industrial buildings are physically suitable for loft conversion in the Redevelopment Loft Zone.



Convention Center Anchor Zone

The Convention Center Anchor Zone is physically connected to Center City’s strong market, and significant new development projects are planned along the corridor. The expansion of the Pennsylvania Convention Center to a new entrance directly on North Broad Street is the largest project, but there is also a plan to create a pedestrian-only plaza along Cherry Street west of Broad at the Pennsylvania Academy of the Fine Arts.

Longstanding institutions are also located along this stretch of North Broad, with City Hall and its associated municipal buildings at the southern end; the Arch Street United Methodist Church; and Hahnemann University Hospital and associated medical buildings just south of the Vine Street Expressway.

For this relatively strong zone, the panel believes the key needs are supporting these existing institutions and using infrastructure to improve connectivity along the corridor. This means the city should support completion of the Cherry Street pedestrian plaza project, and focus on developing a unified urban design for the North Broad streetscape.

The Vine Street Expressway, which is in a trench, acts as physical and psychological barrier between this anchor and the zone to the north. The panel believes this could be mitigated by focusing on improvements to the overpass along North Broad that would help link activity along both sides of the expressway with a continuous design.

Redevelopment Loft Zone

The Redevelopment Loft Zone is characterized by conversions of older commercial buildings into residential lofts, primarily in the Callowhill district to the east, and by the presence of large institutions to the west, such as Drexel University’s medical college, the Philadelphia Inquirer building, and the Philadelphia School District building.

For this zone, parking was identified as an issue by some of stakeholders. The panel recommends that the city and the North Broad Alliance bring stakeholders together to develop a parking initiative that would coordinate pooling the use of facilities that are not needed for parking during off hours. Opportunities



Congregation Rodef Shalom is one of several institutions in the Redevelopment Neighborhood Zone (left).

An aerial view of the Redevelopment Loft Zone (far left).

also exist for more garage and underground parking, perhaps with a community park located above.

A vacant state office building on the southwest corner of Spring Garden Street is now in private hands and is a key redevelopment site. This effort needs to be supported to ensure the proper reuse for the area. For example, street-level retail space will be vital to activating this corner of North Broad.

Redevelopment Neighborhood Zone

The Redevelopment Neighborhood Zone from Spring Garden Street to Fairmount Avenue has more vacant land than do the zones to the south. Institutions such as Congregation Rodef Shalom and Benjamin Franklin High School are located here. There has been strong reinvestment in the Spring Garden neighborhood west of Broad, as evidenced by the loft conversions and Osteria restaurant.

As redevelopment occurs in this zone, the panel recommends a focus on neighborhood-serving retail and personal services businesses, such as home furnishings, hairdressers, spas and fitness centers, and convenience stores.

Vacant land in this zone needs to be maintained and kept clean to convey the right message to the neigh-



An aerial view of the Redevelopment Neighborhood Zone.

Small businesses predominate in the Redevelopment Services Zone.



An aerial view of the Redevelopment Services Zone.



Temple University and associated commercial development anchor the Education Anchor Zone at the north end of the study area (below).



neighborhoods and potential investors. The panel recommends that the Philadelphia Horticultural Society be engaged to consider opportunities to plant greenery in empty lots and on vacant land to improve their appearance and make them an asset until the time is right for redevelopment.

Parking initiatives for private redevelopment will also be important to ensure that there is enough capacity as new projects come on line. The Fairmount Avenue subway station should be renovated as well.

Redevelopment Services Zone

The Redevelopment Services Zone from Fairmount Avenue to Girard Avenue is characterized by the stable Poplar West redevelopment east of Broad, and smaller businesses and social services provided along North Broad. The People for People Charter School on Brown Street is planning a mixed-use redevelopment on the triangular parcel to the south, bounded by Broad and Brown streets and Ridge Avenue.

For this zone, the panel recommends adaptive use of existing buildings, as well as a focus on small business loans and other assistance, provision of neighborhood services, and use of such tools as targeted facade improvements to support the existing businesses and encourage development of new ones.

The People for People mixed-use development should be integrated through its design with the existing urban fabric and provide continuity with the North Broad vision determined by the alliance.

Education Anchor Zone

The Education Anchor Zone from Girard Avenue to Oxford Street is located just south of Temple University. The stable Yorktown redevelopment is located to the east of this area, and the recently redeveloped Progress Plaza shopping center, which includes a new 42,000-square-foot Fresh Grocer, is located on the southeast corner of Oxford and Broad. A number of cultural institutions such as the Blue Horizon and Freedom Theatre are located on the west side of Broad.

The panel recommends a partnership between the city and Temple University focused on its 2020 Plan. The university is growing but has said it will not increase its footprint in the neighborhoods. However, there are opportunities for private investment associated with the university's growth, such as housing

for students, faculty, and staff, and research laboratory facilities. These types of investment should be directed to this section of North Broad to build on the vitality around Temple, evidenced by a new movie theater and the Shops at Avenue North at Cecil B. Moore Avenue, one block to the north.

Another key site in this zone is William Penn High School, on the west side of North Broad between Thompson and Master streets—a large facility, located on about ten acres, that graduated its last class in spring 2010. The reuse and redevelopment of this site could include an incubator lab or research facility, a new Philadelphia campus for a higher-education facility such as Penn State or Community College of Philadelphia, or a facility shared by the School District of Philadelphia and a higher education institution, plus public open-space recreation facilities for new development on Broad and the adjacent neighborhoods.



Vacant land is a problem in sections along the corridor.



An aerial view of the Education Anchor Zone.

Additional Recommendations

The panel had additional recommendations for the entire corridor:

- Opportunities exist for use of vacant land to create new public spaces, suggesting collaboration with the Philadelphia Horticultural Society, which has a program for vacant properties in the city.
- Better predictability is needed in the development review and permitting process at the city so that developers understand the rules of the game and can account for them in their plans and pro formas.
- A corridor retail demand analysis should be conducted for unique market segments—for instance, students—that are not always properly understood using conventional techniques.
- The rich industrial and social history of the corridor suggests a cultural tourism/heritage trail could be a low-cost approach to help create an identity that celebrates the area's historical contributions to Philadelphia's story and future.



History is an asset the North Broad Street corridor can build on.

Conclusion and Next Steps

Based on its observations and recommendations, the panel proposes several next steps for North Broad Street.

To leverage and use public finance and economic development tools, the city and stakeholders should do the following:

- Engage community foundations such as William Penn and Pew to try to create enough seed money to start a formal North Broad Alliance with limited city financial investment.
- Create a partnership between the PIDC and Temple University to develop a North Broad Small Business/Entrepreneur Support Center, again with limited city financial investment.
- Conduct an inventory, engage in land swaps, and assemble land with other public agency partners during the market downturn to create redevelopment opportunities along North Broad, which will involve commitment of staff time but little or no financial resources.
- Ensure that CDBG targeted funding for North Broad is included in the fiscal 2011 budget cycle, which would represent no net new financial investment for the city.
- Manage a new bus shelter contract to support revenue capitalization, which would be a partially new revenue source and could provide more money for the general fund.
- Develop new loan products (soft second loans and historic tax credit guarantees) to respond to current market conditions, through the allocation of CDBG funds.

The panel also set the following priorities for catalytic developments:

- The corridor needs to project an image of being clean and safe through maintenance of the public realm to change perception of the private market about investment opportunities.
- The city should support the completion of ongoing projects—for example, subway station renovations, unified streetscape improvements, the People for People mixed-use development, and the Cherry Street pedestrian plaza—so that there is positive development momentum on North Broad.
- The city should adopt a new TOD zoning overlay around stations. The subway station corners are nearly indistinguishable from other stretches of the corridor, and in some cases—for instance, at the Girard Street station, which is at an intersection between the subway and streetcar lines—the corners have automobile-oriented low-density uses that are antithetical to transit.
- The city should make reuse/redevelopment of the William Penn High School site a key initiative. This represents a large-scale redevelopment opportunity on an important site that calls out for involvement and leadership.
- The city should define its policy to promote parking partnerships along North Broad to resolve the conflicts among different users.

For all of these recommendations, the key will be convening and creating collaboration among stakeholders. The panel believes a North Broad Alliance or similar organization will be integral to achieving the visions of all parties to rejuvenate North Broad and return it to its rightful role as a vital social and economic artery in the city.

About the Fellows and the Panel

Daniel Rose Philadelphia Fellows

Michael Nutter

Nutter was overwhelmingly elected Philadelphia's 98th mayor in November 2007 and was sworn in January 7, 2008. He is a lifelong Philadelphian with an accomplished career in public service, business, and financial administration. Before election as mayor, Nutter was a city councilman for nearly 15 years, during which he worked to lower taxes for Philadelphians. He engineered groundbreaking ethics reform legislation and led efforts to pass a citywide smoking ban, among other economic and legislative measures to improve the quality of life for people and businesses in the 4th District and the entire city.

Nutter grew up in west Philadelphia, where he lived with his parents, sister, and grandmother. He received an academic scholarship to St. Joseph's Preparatory High School, where he graduated in 1975. He enrolled in the University of Pennsylvania and graduated from the Wharton School of Business in 1979.

Beverly Coleman

Coleman is director of Urban Ventures Group Inc. Previously, she was executive director of Neighborhoods Now, and program officer for the Pew Charitable Trusts, where she managed the Fund for Urban Neighborhood Development and led the foundation's Targeted Neighborhood Initiative.

A Philadelphia resident, Coleman serves on several boards and committees, including the Center for Architecture, Art Reach, the OMG Center for Collaborative Learning, and the Affordable Housing Advisory Council of the Federal Home Loan Bank of Pittsburgh.

She holds a bachelor of arts degree in urban studies and a master of arts degree in government administration from the University of Pennsylvania.

Michael DiBerardinis

DiBerardinis is commissioner of the Department of Parks and Recreation—which includes responsibility for management of the 9,200-acre, 63-park Fairmount Park system—and is special advisor to the mayor on the Free Library of Philadelphia.

Beginning in March 2003, he was secretary of the Pennsylvania Department of Conservation and Natural Resources (DCNR) under Governor Edward G. Rendell. In this state cabinet-level position, DiBerardinis led and managed over 3,000 employees at 117 state parks, 26 forest districts, and seven regional community offices.

Before that, DiBerardinis was executive director of the Campaign for Working Families, a program at the University of Pennsylvania, and was vice president of programs for the William Penn Foundation. Active in civic and community organizations, he also serves on the board of directors of the New Kensington Community Development Corporation and the Wynnefield Overbrook Revitalization Corporation.

DiBerardinis has a bachelor of arts degree in political science from St. Joseph's University.

Alan Greenberger

Greenberger is executive director of the Philadelphia City Planning Commission and deputy mayor for commerce and economic development. He previously was vice chair of the commission.

He is a principal at MGA Partners, where he directs many of the firm's architecture, urban design, and planning projects, and is a cofounder of the Design Advocacy Group of Philadelphia.

He has served as lead designer/planner on projects in the city, the region, and around the world, including the U.S. Courthouse in Philadelphia, the Mann Center for the Performing Arts, Temple University's campus master plan, and the Princeton University Art Museum.

He is a visiting instructor at the University of Pennsylvania's Department of City and Regional Planning, and an adjunct professor of architecture at the Drexel University Department of Architecture.

Rose Center Advisory Services Panel

Michael Banner

*Panel Chair
Los Angeles, California*

Banner is president and CEO of the Los Angeles LDC Inc., a community development financial institution and commercial finance company with a mission to provide capital and advisory services to foster positive community development impacts in distressed neighborhoods by aligning the needs of borrowers and investors.

Since 1995, Banner has been responsible for the delivery of \$200 million in financing and investments to the distressed communities the organization was created to serve in 1980. Banner has an extensive background in commercial banking, real estate finance with a special emphasis in community, and economic development finance for real estate and business development. He is active in the leadership of ULI, the New Markets Tax Credit Coalition, the California Reinvestment Coalition, and the Community Reinvestment Fund. During the past six years, he has served in ULI's Inner City Advisors Program and has been active in the Advisory Services Program.

In Los Angeles, he served during Mayor Richard J. Riordan's administration as a member of the Office of Economic Development and is a former member of the board of commissioners of the L.A. Housing Authority and city of Los Angeles Business Tax Advisory Committee. Currently, he is the financial adviser to the Los Angeles Industrial Development Authority.

Before entering the field of community development finance in 1988, Banner was a vice president of a \$35 billion commercial bank based in Los Angeles. He is a graduate of the Ross Minority Program in Real Estate at the University of Southern California and holds a degree in business administration from Loyola Marymount University.

Gary Altergott

Houston, Texas

Altergott has 30 years of experience, including an extensive background in real estate strategic planning and development. As director of Morris Architects' corporate/commercial studio, he oversees a wide variety of comprehensive architecture and interior design services. He has been involved in work on most of the firm's commercial office buildings, including office, retail, and hospitality projects.

Altergott's recent focus has been to help establish an urban planning studio within Morris Architects. Common traits of this work include public/private partnerships, sustainable design, and connectivity to transit. Current projects involve a combination of both market and affordable housing, office, retail, and hospitality uses in a single development.

Altergott is a LEED-accredited professional and has led the firm's sustainability task force. He is a graduate of the University of Kansas with a bachelor of environmental design degree.

Tom Flynn

Charlotte, North Carolina

Flynn is the director of economic development for Charlotte, North Carolina, responsible for the city's efforts in small business, business retention and expansion, redevelopment, and workforce development. He has been responsible for many economic development projects that have pushed Charlotte to the top rung of cities in terms of economic growth, including the Westin Charlotte, the NASCAR office tower, and the Mid-Town Square redevelopment.

Flynn has also been a leader in developing many of Charlotte's economic development programs, including business retention and growth, the Small Business Development Program, the Business Corridor Strategic Plan, and the city's Economic Development Strategic Framework. Flynn has worked for the city since 1980 in various positions, including budget analyst, assistant to the city manager, assistant to the mayor, and economic development officer.

He is on the board of the International Economic Development Council and has taught its course on land

development and redevelopment. He has also served on the board of the National Civic League and as a juror for the All-America City Award. He has served on ULI Advisory Services panels and has participated in sponsoring many panels during his time with the city.

Marisa Gaither-Flowers

Washington, D.C.

Gaither-Flowers is the owner and managing partner of Green Door Advisors LLC (GDA). She combines real estate development experience in the private, public, and nonprofit sectors to bring a unique perspective to analyzing and managing the development process in complicated marketplaces.

Gaither-Flowers has led GDA engagements, including market analysis for urban residential (affordable, seniors, and market rate) and retail developments, financial and redevelopment implementation strategy for the redevelopment of public assets, inventory and development strategy for institutions, development management services for faith-based community development corporations, and tax increment financing for new retail and mixed-use projects, among others.

Most recently, as the director of real estate transactions with the National Capital Revitalization Corporation (NCRC) in Washington, D.C., Gaither-Flowers oversaw a team of development managers and directed \$300 million in real estate projects. Previously, she was a senior consultant with Robert Charles Lesser and Company (RCLCO) and was engaged in over 40 real estate advisory projects throughout the United States, Mexico, and the Caribbean.

Gaither-Flowers graduated summa cum laude from the University of California at Berkeley with a bachelor's degree in American studies, and received a master's degree in city planning from the Massachusetts Institute of Technology.

Carol Truppi

Bethesda, Maryland

Truppi, an urban designer and certified planner, has used her design and project management expertise with a national perspective on hundreds of projects in land development, urban planning, and design services at the regional, neighborhood, and individual site levels. Truppi has a results-oriented focus on balancing the redevelopment of existing communities with the protection of the natural, historic, and cultural landscapes.

Truppi has held increasing responsibility and leadership positions on all sides of the land use table with consulting firms, a real estate developer, a land trust, and a public agency. In the past year, she has provided technical services as a principal adviser and task leader on four urban design and corridor planning projects. As senior supervising planner with the PlaceMaking Group of Parsons Brinckerhoff in Washington, D.C., Truppi—in collaboration with multidisciplinary project teams—advised clients on transit-oriented development projects, transportation and land use assignments, and a neighborhood sustainability plan. She was the principal owner of an urban design and planning firm for six years.

Truppi is a member of the U.S. Green Building Council and a LEED-accredited professional, and a public meeting facilitator with the National Charrette Institute.

She has a master's degree in landscape architecture from Harvard University and an undergraduate degree in environmental design.

Gerry Tully

Salt Lake City, Utah

Tully is a registered landscape architect in Utah and has been a professional land planning and development consultant for more than 30 years. He is currently a senior project manager for Psomas, a 500-employee, multidisciplinary planning and engineering firm with offices throughout the western United States. At Psomas he helps direct the company's planning and community design efforts.

Before joining Psomas, he was executive vice president of the Proterra Companies, an award-winning Salt Lake City real estate consulting and development company specializing in community plans, urban infill, and redevelopment projects. Tully's projects have received five Governor's Quality Growth Awards and an urban design award from the Utah Chapter of the American Planning Association.

Tully has served on several ULI Advisory Services panels and the Federal Transit Administration's review panel involved in the rewrite of the New Starts funding guidelines. He has had an ongoing involvement in ULI's task force for the Department of Defense's Sustainable Ranges initiative.

Tully has been a guest lecturer for ULI, the American Planning Association, Envision Utah, and the U.S. Agency for International Development (USAID), and is an adjunct professor at the University of Utah's College of Architecture and the Department of City and Metropolitan Planning. He is a past president of the Sugarhouse Park Authority, where he served an eight-year term. He has been actively involved in the Envision Utah planning process since its inception and has served on several steering committees.



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