

APPENDIX



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EXECUTIVE ORDER NO. 00__06**CENTRAL DELAWARE ADVISORY GROUP**

WHEREAS, the Central Delaware riverfront is an area generally adjacent to the Delaware River from Allegheny Avenue southward to Oregon Avenue (the "Central Delaware"); and

WHEREAS, under our New River City initiative, Philadelphia is redefining and improving recreation, commerce and development along the rivers, including the Central Delaware;

WHEREAS, it has been 24 years since a comprehensive plan was adopted for the Central Delaware and development perspectives and market conditions have changed;

WHEREAS, a new Central Delaware master plan must be developed in a manner that respects the needs of all stakeholders, including local residents, local businesses, and the broader public interests of all residents of and visitors to Philadelphia;

WHEREAS, a goal of the plan shall be a civic vision for the Central Delaware that balances the public good, access to the waterfront, open space and quality urban development;

WHEREAS, appropriate transportation infrastructure, including adequate mass transit, is an essential component of any successful plan for development of the Central Delaware;

WHEREAS, the prospect of casinos located along the Central Delaware underscores the importance of a comprehensive land planning strategy that incorporates neighborhood and business enhancement, traffic and parking management, and coordination between the City and the Commonwealth;

WHEREAS, Penn Praxis ("Consultants") is the non-profit, clinical consulting arm of the School of Design of the University of Pennsylvania with demonstrated experience in solving real world problems, and will serve as the primary consultant for this initiative; and

WHEREAS, funding requirements for this initiative shall be made available from private sources and supplemented on a needs-only basis by the City;

NOW, THEREFORE, by the power vested in me as Mayor of Philadelphia, it is hereby ORDERED:

ESTABLISHMENT OF THE ADVISORY GROUP

The Central Delaware Advisory Group ("Advisory Group") is hereby created.

The mission of the Advisory Group is to oversee development of the Central Delaware master plan (the "Plan"). The Plan shall include integrated strategies for successful implementation. The Consultants shall support the Advisory Group and serve as the technical resource for development of the Plan.

The following persons, and such others as may be appointed by the Mayor, shall be members of the Advisory Group:

- (1) Executive Director of the Philadelphia City Planning Commission ("Planning Commission"), who shall chair the Advisory Group;
- (2) A representative (each with an alternate designated for the duration of the initiative) from each of: Dickinson Narrows Civic Association, Fishtown Neighbors Association, Franklin Bridge North, Neighbors Allied for the Best Riverfront, New Kensington Community Development Corporation, Northern Liberties Neighbors Association, Old City Civic Association, Old Swede's Court Homeowners' Association, Pennsport Civic Association, Port Richmond on Patrol and Civic Association, Queen Village Neighbors Association, River's Edge Community Association, Society Hill Civic Association, Society Hill Towers Homeowners' Association, and Whitman Council;
- (3) A representative (each with an alternate designated for the duration of the initiative) from each of: South Street/Headhouse District, Center City District, and Old City District;
- (4) A representative (each with an alternate designated for the duration of the initiative) from each of: Greater Philadelphia, Philadelphia African-American, Philadelphia Asian-American, and Philadelphia Hispanic Chambers of Commerce;
- (5) A representative (each with an alternate designated for the duration of the initiative) from each private funding source that substantially funds this initiative;
- (6) The following persons, or their designees:
 - a. Governor of the Commonwealth of Pennsylvania;
 - b. Councilpersons from the First and Fifth Councilmanic Districts;
 - c. Two Councilpersons-at-large, who shall not be from the same political party, designated by the Council President;
 - d. State Senator from the First District;
 - e. State Representatives from the 175th, 177th and 184th Districts;
 - f. City Solicitor;
 - g. Commerce Director;
 - h. Managing Director;
 - i. Secretary of External Affairs;

- j. Executive Director of the Fairmount Park Commission;
- k. Director of Region VI of the Pennsylvania Department of Transportation;
- l. General Manager of the Southeastern Pennsylvania Transit Authority;
- m. President of Penn's Landing Corporation;
- n. Chief Executive Officer of the Delaware River Port Authority;
- o. Executive Director of Philadelphia Regional Port Authority;
- p. Executive Director of the Delaware Valley Regional Planning Commission;
- q. Captain of the Port of Philadelphia; and
- r. President of the Philadelphia Industrial Development Corporation.

A Steering Committee shall undertake all day-to-day operations on behalf of the Advisory Group and ensure the Advisory Group is kept fully informed.

The Steering Committee shall be comprised of the following persons, and such other persons appointed by the Mayor:

The Executive Director of the Planning Commission, who shall chair the Steering Committee;

Three civic association representatives, selected from among and solely by those members of the Advisory Group designated under Section 1(c)(2) of this Order, who in making such selection shall ensure geographic diversity;

One representative of a business district, selected from among and solely by those members of each such group who are designated as members of the Advisory Group under Section 1(c)(3) of this Order;

One representative of a chamber of commerce, selected from among and solely by those members of each such group who are designated as members of the Advisory Group under Section 1(c)(4) of this Order;

A representative of a funding organization, selected from among and solely by those members of the Advisory Group designated under Section 1(c)(5) of this Order;

A district City Councilmember, selected from among and solely by those members of the Advisory Group designated under Section 1(c)(6)(b) and (c); and,

The Commerce Director.

The Advisory Group and Steering Committee shall each meet from time to time as is necessary. All meetings of the Advisory Group and the Steering Committee shall be open to the public. Such meetings shall be publicized through a notice that will specify whether there will be an opportunity for the public to observe or to provide public comment.

The Advisory Group shall cease to exist on May 31, 2009, unless earlier terminated or extended by executive order.

ADMINISTRATION COOPERATION

City departments and agencies shall provide the Advisory Group with such cooperation as may be reasonable and appropriate.

EFFECTIVE DATE

This order is effective immediately.

John F. Street, Mayor

Signed this ____ day of October, 2006

Additional Information

A. Project Links

The following documents and links provide extra insight for those seeking details on specific elements of the Central Delaware Planning Process, as well as the design ideas themselves.

These documents can be found on the PlanPhilly website; an index is listed at the following URL: <http://www.planphilly.com/node/2101>

This PlanPhilly page contains links to the following detailed reports:

1. Notes from the Civic Process: This includes links to all the comment and input from the public forums led by the Penn Project on Civic Engagement for the Central Delaware Planning Process. These documents were prepared by the moderators who facilitated the discussion groups. An overview on the value of such principle-based planning is given by Harris Sokoloff, faculty director of the Penn Project on Civic Engagement and designer of the civic engagement process.
2. City Plan Change Process: This outlines, in further detail, the process behind making changes to the official City Plan. This document was submitted by the Philadelphia Board of Surveyors in response to the design idea of extending key Philadelphia streets to the river's edge along the central Delaware.
3. Philadelphia Riverfront Zoning: In 2005, City Council approved a new residential zoning designation called the Waterfront Redevelopment District (WRD). Its criteria are optional, and a developer can apply for this designation on any property along the Schuylkill and Delaware Rivers. This Appendix provides the zoning language itself, as well as an analysis of the code given by the Design Advocacy Group.
4. Subconsultant Reports: The design work was led by PennPraxis in collaboration with the design firm Wallace Roberts and Todd, LLC and the Philadelphia City Planning Commission. Other private consultants contributed with research and analysis in specialized areas. Each consultant submitted reports to PennPraxis, the main elements of which were summarized in the civic vision document. Their full reports can be found here on PlanPhilly.
 - a. Economics Research Associates, economic analysis
 - b. Glattig Jackson Kercher Anglin, transportation planning
 - c. Arup USA, Inc., civil engineering
 - d. Andropogon Associates, ecological systems
5. Philadelphia City Planning Commission: A link to the home page of the Philadelphia City Planning Commission, city agency responsible for guiding growth in Philadelphia and partner in the Central Delaware Planning Process. Executive Director Janice Woodcock served as the Chair of the Central Delaware Advisory Group.

6. Zoning Code Commission: A link to the website that follows the progress of Philadelphia's new Zoning Code Commission, which was created in May 2007 after the passage of a voter referendum. The site also provides information on zoning and urban planning issues and trends.

B. Design Workshop

PennPraxis, the Philadelphia City Planning Commission and planning consultants Wallace Roberts & Todd organized and facilitated a design workshop at which participants were asked to imagine a new future for the Delaware riverfront. Five world-renowned designers led teams of local planning professionals, community members and design students through three days of collaborative brainstorming and intensive designing. Using the citizen-derived planning principles as their foundation, the teams imagined a fully transformed central Delaware riverfront. Over five hundred citizens attended the standing-room-only presentation at the Independence Seaport Museum to see the work of the design teams, and many of the ideas were published in the Philadelphia Inquirer and the Philadelphia Daily News and presented on local television and radio stations. During the workshop, three essential planning networks were identified: movement systems, open space and land development. These three networks became the basis for this vision plan.

The following images reflect some of the important work produced during the workshop:



Dick Meyer, a Philadelphia architect created this evocative image of Market Street at Front Street. The image envisions an at-grade connection from the city to an open social space at Penn's Landing. Here pedestrians are able to flow from the city to the river and vice-versa.



Design professionals that participated in the spring design charrette first engaged the idea of an alternative route for I-95. This rendering gives some idea of the tremendous development opportunity that lies in the capping of the highway.



This image shows the true potential for a complete urban boulevard in the southern portion of the project area. Ideas for the Boulevard include active frontages, pedestrian and cyclist friendly streets and sidewalks, significant greening, and mass transit.



Active new uses on the waterfront can complement and showcase the historical significance of structures and fixtures that remain. Here the preservation and enhancement of the Ore Pier and the gantries at Pulaski Park add to the uniquely Philadelphia experience along the central Delaware.

A brainstorm over Phila.'s big block

RIVERFRONT from A1 Department of Transportation has dismissed such schemes as pie-in-the-sky. But after a spirited debate, the agency's deputy secretary for administration, Ron Cutler, concluded that a re-alignment of I-95 was worth exploring. Since PennDOT will need to reconstruct the road in about 10 years time, the road, "that would be the time to make changes."

"You'd be making a huge mistake if you don't bury I-95," responded Ed Uhlir, the design director for Chicago's Millennium Park, which was also built atop a complex of roadways. While Millennium Park cost a whopping \$330 million to build, he said it had paid Chicago back by attracting \$4 billion in private investment.

The workshop, which drew 60 planners, architects and engineers, was organized by Penn Praxis, a nonprofit planning group from the University of Pennsylvania that is preparing a waterfront master plan for the city.

The goal of such intense brainstorming sessions, known as "charrettes," is "to make the dreams of our imagination," said Praxis director Harris Steinberg.

So, along with calls to minimize the impact of I-95 on the waterfront, the five design teams produced a laundry list of suggestions, from the familiar to the fanciful.

- Turn Delaware Avenue into a gracious boulevard with wide sidewalks for pedestrians, a bicycle path and generous landscaping.
- Improve connections between Center City's business district and the waterfront by running a rolling line down Market Street, from 8th Street Station to the river. The line would then loop north and south along the improved waterfront boulevard.
- Rather than impose a concrete waterfront park on the river's one-footed coastline, build a necklace of green spaces similar to Penn Treaty Park. There would be one park for each river neighborhood, located every 2,000 feet or so. Each park would have an easy pedestrian connection back to the neighborhood.
- Create an industrial park on the northern portion of the Delaware. This unexpected idea came from Peter Latz, a German landscape architect whose work celebrates the industrial zone. As an important demonstration project, he advised the city to save Peco's district, but beautiful, Art Deco electric station at Richmond Street and convert it to a big gas-generation plant. It would be a statement that industry is still possible in the 21st century.
- Work with the port to reclaim

Some of the Top Recommendations

- **Make Delaware Avenue** a broad boulevard with room to stroll and bike.
- **Have a rolling run** on Market Street to connect the Center City business district with the waterfront.
- **Make space for parks** along the waterfront, one for each river neighborhood, that connect back to the neighborhood.



A proposal to convert an old Peco building to a big gas station would make a statement, a planner said.

- **Create an industrial park** along the waterfront, turning Peco's derelict Art Deco building at Richmond Street into a big gas plant.
- **Reclaim marshland** along the river's edge south of Home Depot.

But just as the wide canyon of I-95 dominates the river vista, the highway dominated the three days of discussion for halting the city back to the Delaware.

Two distinct scenarios for pushing the city eastward emerged. The first approach, presented by Barthelme, was dubbed the stacking scheme because it would place Columbus Boulevard on top of I-95. By creating a two-level road system, Philadelphia could reduce the width of the highway chosen by half, to 200 feet.

The advantage of stacking the highways is that it would raise Columbus Boulevard to the level of Front Street. Rather than having to navigate a daunting overpass to get to the river, people would cross an ordinary city street, albeit a wide one. The city's east-west streets — Market, Chestnut, Walnut — could be extended across the boulevard. Once they reached the east side, the streets would slope gently down to the river, just as they did in the days before the interstate.

But the stacking approach was too tame for the team led by Gary Hack, dean of Penn's School of Design. He argued that Philadelphia should cover

both I-95 and Columbus Boulevard with an enormous platform, starting at Spring Garden Street and growing south. The concrete deck would create acres of new land for development.

It would also allow Philadelphia to extend its street grid east to the river. Because the platform would sit more than 20 feet above the water, he suggested using the space below as Penn's Landing as a parking garage. Although some might criticize parking as a poor use of river frontage, Hack argued that the garage could be used to generate revenue and to keep cars out of Center City. A variety of intermodal transit systems, from ferries to trolleys, would shuttle people into town.

"What you'd gain to a city," Hack said.

The first step, Hack said, for PennDOT to do a basic feasibility study to identify the engineering challenges, estimate the potential cost, and identify sources of funding.

Nearly everyone involved in the charrette agreed that the city and state must move quickly before the vast stretches of vacant riverfront are locked in by development proposals.

The recent approval of two riverfront casinos by the state has already constrained the planter's flexibility. Since the Praxis study began last fall, Steinberg has insisted that planners must accept the casino as "part of the facts on the ground."

On Saturday, however, he noted diplomatically "that the possibility of two casinos being sited along the river are still by many to conflict with our vision. We acknowledge those tensions."

Despite such constraints, the Praxis study marks a major policy shift in Philadelphia. Since the Rendell era, city leaders have resisted attempts at waterfront planning, arguing that it would hamstring developers. But the hands-off approach led to the riverfront's becoming a dumping ground for false uses.

Steinberg said he hoped that the master plan, which will be ready in October, would provide a development map for the next mayor. Several candidates have already declared that urban planning is an important campaign issue.

Unfortunately, it isn't important enough yet for any of the mayoral candidates to have attended Saturday's presentation. Contact architecture critic Inga Saffron at 215-686-0273 or isa@phillynews.com. [philly.com](http://www.philly.com) Find out more about visions for Philadelphia's waterfront via <http://www.philly.com/Philadelphia>.

Hiding I-95: Two Ideas



Stacking

By placing Columbus Boulevard on top of the waterfront chosen by half to 200 feet. The advantage of stacking the highways is that it would raise Columbus Boulevard to the level of Front Street. Rather than having to navigate a daunting overpass to get to the river, people would cross a wide city street. The city's east-west streets — Market (above), Chestnut, Walnut — could be extended across the boulevard and slope to the river.



Decking

This approach would cover both I-95 and Columbus Boulevard with an enormous platform from Spring Garden Street south. The concrete deck would create acres of new land for development (shown in light pink). It would also allow Philadelphia to extend its street grid east to the river. Space below the deck on Penn's Landing would be used as a parking garage and hub for shuttles into town.

Inga Saffron, architecture critic for the Philadelphia Inquirer, helped to raise awareness about riverfront planning and design issues by reporting on the March workshop.

C. Public Art Resources

The redevelopment of the central Delaware riverfront offers Philadelphia the opportunity to continue building its legacy as a national model for public-art programs. Many existing groups in the city have set the standards for urban public art nationwide. These include the Fairmount Park Art Association, the Redevelopment Authority's (RDA's) Percent for Art Ordinance, the Philadelphia Art Commission, and the Mural Arts Program. A closer look at these groups will show what assets Philadelphia already has that can be used to bring public art to the central Delaware riverfront.

Fairmount Park Art Association

Founded in 1872, the Fairmount Park Art Association (FPAA) is the nation's first private, nonprofit organization dedicated to "bringing public art and urban planning together." The association commissions, interprets and preserves public art to promote the role that public art plays in creating and enhancing the city's civic spaces in Philadelphia. Some of its most influential recommendations have included establishing a city art commission and adopting a citywide Percent for Art Program. The group has participated in such planning projects as the Benjamin Franklin Parkway, the sculpture garden along Kelly Drive and the Schuylkill River Trail.

Percent for Art Program

In 1959, Philadelphia's City Council established the first Percent for Art Program in the United States. The program is designed to encourage early dialogue with developers about incorporating public art into the urban landscape. The program requires that developers of land owned by the Redevelopment Authority budget one percent of the total construction contract for original, site-specific works of public art. A committee of designers and educators guides developers to ensure successful installation.

Philadelphia Art Commission

The Philadelphia Art Commission serves as an approval body for the design and location of all buildings on city land or paid for wholly or in part with city funding, for the acquisition of works of art by the city and for the nature of other encroachments into or over the public right-of-way. The commission also reviews conservation and relocation plans for city-owned sculptures and public artworks, as well as private-property construction in certain areas. Its members are appointed by the mayor, and the commission is composed of art and design professionals and the commissioner of public property.

Order of Magnitude Costs

Parks*		Cost (per acre)	
Recreation		\$1.75 million	
Wetland		\$2 million	
Roads**		Cost (per mile)	
Boulevard		\$40 – \$45 million	
Primary Street (80' wide)		\$13.6 million	
Secondary Streets (34' wide)		\$5.8 million	
Interstate 95		\$175 million***	
Transit		Cost (per mile)	Cost (per vehicle)
Modern Streetcar		\$10 – \$25 million	\$150,000 – \$900,000
Light Rail Transit		\$20 – \$40 million	\$2 – \$3 million
Trolley			\$150,000 – \$900,000
Bus Rapid Transit			\$300,000 – \$1.2 million

*Soft costs for parks is typically estimated by calculating 25% of the hard costs.

**This includes driving, parking, turning and bike lanes, but no sidewalks.

***Calculated using the estimated \$525 million price tag for Girard Avenue interchange, which covers about three miles of highway.

Mural Arts Program

Established in 1984, the Mural Arts Program (MAP) began as a citywide effort to stop harmful graffiti. Over the decades, MAP has brought national and international recognition to Philadelphia, which has been named America’s “City of Murals.” MAP works in over one hundred communities each year, employing three hundred artists and serving more than three thousand youth in its art education programs. MAP coordinates its mural projects with existing community development initiatives, thus making use of what the program refers to as “grassroots social capital” to ensure its success.

D. Order of Magnitude Costs

The following represent generalized construction costs in 2007 dollars for implementing elements of the civic vision. The figures were provided by city and state agencies and their consultants, so they represent a reliable starting point for an implementation conversation. They can be read as up-to-date unit estimates of public space construction, though numerous additional factors (soft costs, design fees, legal fees, inflation, etc.) must be considered for any proposal.

To provide a sense of project scale, recent large-scale development projects in Philadelphia include the \$700 million state-funded expansion of the Pennsylvania Convention Center, the \$512 million construction of Lincoln Financial Field, and the \$346 million Citizens Bank Park.

