



TOD Case Studies: Implementation in Low-Income, Ethnically Diverse Neighborhoods

Prepared by: Center for Transit-Oriented Development

Prepared for: Philadelphia Neighborhood Development Collaborative and the Surdna Foundation

January 16, 2007

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Introduction

These case studies, funded through the support of the Surdna Foundation, present transit-oriented development (TOD) examples from diverse, low-income neighborhoods around transit, all built within the last 10 years. The goal of this survey is to provide examples that can help spur development around Philadelphia's underutilized transit resources in similar types of neighborhoods. To that end, the examples in these case studies all overcame barriers to implementation using innovative, but replicable approaches. These examples are intended to allow the Philadelphia Neighborhood Development Collaborative and others to advocate for more involvement by the public sector, test some of the same mechanisms for financing and land assembly, and provide examples of successful TOD to developers and community members.

This brief memo provides a narrative of the case study examples, some of the key implementation issues, and mechanisms used to overcome these implementation issues.

Site Selection and Characteristics

The case studies come from four cities with similar characteristics to Philadelphia. None of the transit systems were constructed in the most recent era of transit construction in the United States (although the two Washington, DC case studies are located at infill stations opened in the last 15 years) and the four transit systems are all at least of "medium" size as classified by the Center for Transit-Oriented Development's National TOD Database¹. All four cities have similar demographic characteristics to Philadelphia, as well, in terms of ethnic breakdown and the regional Area Median Income. Each case study provides the demographic and income breakdown of the station area, as well as information on the region as a whole.

While the regions and neighborhoods were all screened for rough consistency among demographic characteristics, the individual projects include a mix of uses, development and financing structures, and community processes, in order to highlight some of the various barriers to TOD in low-income, diverse neighborhoods. None of the projects are greater than ¼ mile from a transit station, and almost all are immediately adjacent to a station facility. The following are some of the key characteristics of each case study example:

- The **Bethel New Life Center**, in the **Garfield Park neighborhood of Chicago**, houses a number of community services and local-serving retail. The center was developed by a community based non-profit organization. The project included participation by the Chicago Transit Authority, the regional transit agency.
- The **Harold Washington Cultural Center**, in the **Bronzeville neighborhood of Chicago**, provides arts space as the centerpiece of the revitalization of the Bronzeville neighborhood. The center was developed by a non-profit organization as well.
- **Dudley Village**, in the **Dorchester section of Boston**, is a planned mixed-use affordable housing development that is currently under construction. The project is the result of a partnership of two community-based non-profit organizations, and includes local-serving retail space as well. The project includes
- **The Ellington**, in the **U Street corridor in Washington, DC**, is a market-rate mixed-use rental housing development. The project is the most dense residential project of the case study examples, and includes ground floor local-serving retail spaces. The project also involved the participation of WMATA, the regional transit agency.

¹ For more information, see *Hidden in Plain Sight: Capturing the Demand for Housing Near Transit (2005)*. Center for Transit-Oriented Development. Oakland, CA.

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- **Tivoli Square**, in the **Columbia Heights neighborhood of Washington, DC**, combines a mix of housing, local- and community-serving retail, and the preservation of the historic Tivoli Theater in one development project. The project was developed by a for-profit developer with a mix of market-rate and affordable housing units.
- The **Towne Square Condominiums**, at the heart of **Decatur, Georgia**, is a market-rate mixed-use condominium development that also includes ground floor local-serving retail. The development included public involvement in land assembly, as well.

These six individual projects provide a broad range of building, use, and development types to explore the issues surrounding development in low-income, diverse neighborhoods around transit.

Key Implementation Barriers and Mechanisms

Several implementation themes are constants among the projects, but each project overcame barriers using slightly different mechanisms. The following is a brief overview of some of the key implementation issues and the innovative mechanisms used by these projects.

- Site Control and Land assembly
- Community participation in the planning and development process
- TOD at the District scale
- Providing Affordable Housing
- Needed Infrastructure Improvements

Site Control and Land Assembly

Site control and land assembly are constant barriers to implementation of TOD. Site control is a particular issue for providing affordable housing, as land value in transit zones often put these parcels out of the reach of non-profit housing developers. The selected case studies offer diverse approaches to overcoming these barriers.

- The **Dudley Village** project is a partnership between the Dorchester Bay Economic Development Corporation (DBEDC) and Dudley Neighbors, Inc. (DNI), a community land trust active in the neighborhood. DNI has been granted the power of eminent domain over vacant parcels in its service area to support the group's mission, which includes provision of affordable housing. This power has allowed DNI to catalyze this and other development projects. Grant funding enables DNI to lease its land for a 99-year term to non-profit developers like DBEDC. Ensuring that the new housing remains affordable in perpetuity.
- **The Ellington** project was built through a Joint Development process, by which WMATA, the regional transit agency, offered agency-owned land for development and selected a private developer based on qualifications and a cost proposal. Joint Development offers the potential for transit agencies to support goals like affordable housing and local-serving retail through the RFP and developer selection process.
- The **Town Square Condominiums** project was facilitated by the Decatur Downtown Development Authority (DDA), which assembled the land from a number of owners, including MARTA, the regional transit agency. The development was identified in prior downtown planning efforts, and was executed almost as planned (although the DDA was not able to assemble the full site because of unwilling sellers). This participation by the public sector is often important in catalyzing new types of development or assembling many small parcels.

Community Participation in the Planning and Development Process

Community engagement around development issues is often critical to the success of a project. Some of the projects have used community participation as a way to spur development and make sure the development

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serves the local community. Community engagement throughout the planning and development process can help ensure lasting community benefits through TOD.

- The **Tivoli Square** project followed a community-based planning process that developed a vision for the station area in advance of the opening of the Columbia Heights metro station in 1999. This vision was used to communicate to the developers the desire for historic preservation of the historic theater and for community-serving retail uses such as the grocery store that was included in the project.
- The **Bethel New Life Center** includes many community services, including a child care center. This center is the latest step in a neighborhood-wide revitalization program that involves affordable housing and community services. Bethel New Life has led the planning process, often struggling to gain support from the City and CTA, the regional transit agency. By locating services such as the day care adjacent to the Lake/Pulaski el stop, the center helps integrate transit and these needed services into the daily life of the neighborhood.
- The **Harold Washington Cultural Center** is, in great part, due to the community-based planning efforts in the Bronzeville neighborhood of Chicago. When this planning effort was initiated over 10 years ago, residents identified the large number of publicly-owned lots in the neighborhood as a resource and also a barrier to implementation. By creating a plan, centered on restoring the neighborhood's entertainment and cultural role in the city, the neighborhood was able to implement projects such as the Cultural Center.

TOD at the District Scale

Often, transit-oriented development is conceived and implemented at the project scale. However, individual projects are often more successful and effective realizing community goals if there is a larger neighborhood planning effort to identify appropriate land use mix, physical improvements, and policy mechanisms at the scale of the transit district. Several of the projects are examples of this broader process of community revitalization.

- The community-based planning efforts in the Bronzeville neighborhood of Chicago identified City-owned land as a resource, but also a barrier to successful revitalization, because the City did not receive the same market cues as the private sector. The neighborhood planning effort also identified the types of uses (cultural and entertainment) that would help revitalize the neighborhood. The **Harold Washington Cultural Center** was implemented based on this broader planning effort.
- Four CDCs in Boston have joined together to create the Fairmount/Indigo Line Collaborative. These groups jointly produced a vision plan for community revitalization and transit investment. The collaborative identified development opportunities around existing and proposed new stations along an urban commuter rail line that had only limited service. This planning effort, coupled with the difficulty of implementing individual developments like **Dudley Village** has led the CDCs to engage in visioning exercises around potential station sites that identify the full range of improvements necessary to create transit-supportive communities.
- Downtown Decatur began the process of revitalization nearly 25 years ago with the drafting of a downtown development strategy centered on the MARTA station. Over the last two decades, this planning effort has born fruits such as the **Town Square Condominiums** that have created a 24-hour downtown, developed community-supportive retail, and a mix of housing types. The economic development strategy has guided the City's actions and was integral to removing barriers to development that had existed previously.

Providing Affordable Housing

A recurring issue in the communities that were the focus of these case studies is the need for affordable housing and the potential to address that need through new development. A number of the projects were able to address affordable housing goals through the development process.

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- The **Dudley Village** project is a 100% affordable housing project developed by a non-profit organization. Critical to the success of this project was the involvement of Dudley Neighbors, Inc. and the use of a Community Land Trust model. DNI bought the land for the project and leases it at a nominal rate to the developers, Dorchester Bay Economic Development Corporation for a 99-year term. This term allowed DBEDC to secure public financing for the rest of the development. Also critical to the success of the project was a new state funding stream, the “TOD Infrastructure & Housing Support Program”, which provides funding for pedestrian and bicycle infrastructure projects and affordable housing developments within ¼ mile of transit stations. This program, funded by a state-level bond, provides an important funding stream for affordable housing projects near transit in Massachusetts.
- Both the **Tivoli Square** and **Town Square Condominiums** projects have “inclusionary” affordable units. In the Tivoli Square development, 20% of the units (eight total) were provided as affordable, while the **Town Square** project has ten affordable units (just under 10% of the total). Inclusionary requirements can be a good mechanism for creating mixed-income housing, especially when the real estate market is creating large quantities of new housing. Inclusionary requirements should be targeted to transit zones for maximum effect, and can also be tied to density bonuses or other increases in overall development potential, which can be critical in areas that are not seeing significant housing growth, by creating added incentives for the market to produce this type of housing.

Needed Infrastructure Improvements

TOD projects, especially infill development in older, built-out communities, often face the need for infrastructure upgrades both to the neighborhood infrastructure (pedestrian amenities, plazas, utilities) and to the transit stations themselves to improve accessibility. Several of the case study projects were able to provide infrastructure improvements through the development process.

- The **Bethel New Life Center** is adjacent to an El stop in the Garfield Park neighborhood. The developer, Bethel New Life, worked with CTA, the regional transit provider, to provide access improvements to the station, including direct access from the building to the station, fully integrating the uses of the building with the transit service.
- The area surrounding the **Tivoli Square** project was the focus of a public realm planning effort by the District of Columbia Office of Planning while the development was still in the planning stages. This planning effort, which resulted in the 1994 *Public Space Framework* plan, outlined necessary public realm improvements around the new Metro station and in support of planned development. Because the project is within a redevelopment area, there was the potential to use Tax Increment Financing as a mechanism for funding the public improvements, in addition to developer and public contributions. TIF funds can be an important source of street and plaza improvement funding, especially in areas that are prime development opportunities, and can allow the public sector to capture some of the value of transit investments for local improvements.
- **The Ellington** project was the result of a Joint Development process with WMATA, the regional transit agency. WMATA has an extensive Joint Development program through which the agency offers properties for development by the private sector in exchange for lease or sale revenue and public improvements. Joint Development is an important mechanism for a proactive transit agency to secure commitments to upgrade transit infrastructure, station access, or other benefits, such as affordable housing. Joint Development should not be viewed as a panacea, as it is often difficult to meet all of the competing goals of revenue, public improvements and benefits, and long-term ridership growth.

This brief overview provides some information on how these six projects have addressed implementation barriers that are likely to be present in many transit zones, and are of particular concern in low-income, diverse

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neighborhoods around transit. The following case studies provide some greater detail on the development projects, as well as a profile of each transit zone, transit system, and region.

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Bethel New Life Center, Garfield Park, Chicago, IL

DEVELOPMENT INFORMATION

Development Program: -23,000 Sq. Ft, 3 stories
 -Employment counseling services, computer technology center and financial services center
 -Daycare center, dry cleaners, sandwich shop, and additional retail space.

Year Built/Other project data: May 19, 2005

Funding Type (Private, Public, etc.) Public and Private funding from a variety of sources, including partnership with the Transit Agency

Approximate Distance to Transit Adjacent

Contact Info **Developer:** Steven McCullough
 Bethel New Life, Inc.
 773-473-7870



TRANSIT INFORMATION

Station/Line Pulaski Station- Green Line

Primary Transit Mode Heavy Rail

Peak-Hour Frequency 8 Minutes

Secondary Transit Mode Bus Transfer,
 Metra (Commuter Rail)



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Bethel New Life Center, Garfield Park, Chicago, IL

NEIGHBORHOOD INFORMATION

2000 Transit Zone Population:	8,037	Transit Zone Ethnic Breakdown (Region)*				
Average Household Size (Region):	2.96 (2.72)	White	African Amer.	Hispanic	Asian	Other
Total Households:	2,719	0.6% (66.8%)	97.7% (18.6%)	1.1% (16.4%)	0.2% (4.2%)	0.4% (10.2%)
		* percentages can total > 100% due to US Census data				
Recent Neighborhood Planning Efforts?	None	Transit Zone Income Levels (Chicago AMI: 51,046)				
		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		60.0%	26.3%	8.8%	4.9%	

IMPLEMENTATION ISSUES AND BARRIERS

- Project provides access to community services adjacent to transit station to improve convenience and access
- Multiple sources of funding



The circle represents a half mile radius from the transit station



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Harold Washington Cultural Center, Chicago, IL

DEVELOPMENT INFORMATION	
<i>Development Program:</i>	-1,000 seat theatre -Digital media center -Private rooms to host corporate meetings, workshops, receptions.
<i>Year Built/Other project data:</i>	2004
<i>Funding Type (Private, Public, etc.)</i>	Local, state and private funding, including Chicago's Empowerment Zone Funding. Collaboration with Illinois Institute of Technology, Comcast and Advance Computer Technical Group supported the digital media resource center among other amenities.
<i>Approximate Distance to Transit</i>	0.2 miles
<i>Contact Info</i>	Developer: Tobacco Road Incorporated City/Other: Alderman Dorothy J. Tillman 312-744-8734
TRANSIT INFORMATION	
<i>Station/Line</i>	CTA 47th Street Station/ Green Line
<i>Primary Transit Mode</i>	Heavy Rail
<i>Peak-Hour Frequency</i>	7 minutes
<i>Secondary Transit Mode</i>	Bus Transfer



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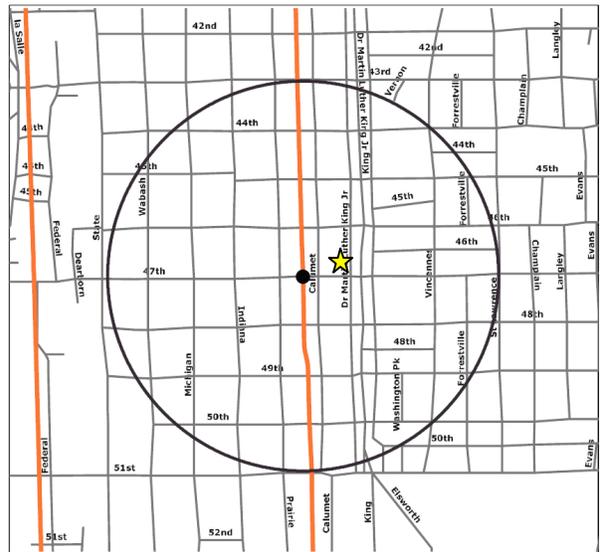
Harold Washington Cultural Center, Chicago, IL

NEIGHBORHOOD INFORMATION

<i>2000 Transit Zone Population:</i>	13,683	<i>Transit Zone Ethnic Breakdown (Region)*</i>				
<i>Average Household Size (Region):</i>	2.79 (2.72)	White	African Amer.	Hispanic	Asian	Other
<i>Total Households:</i>	4,896	0.6% (66.8%)	97.8% (18.6%)	0.9% (16.4%)	0.1% (4.2%)	0.7% (10.2%)
		* percentages can total > 100% due to US Census data				
<i>Recent Neighborhood Planning Efforts?</i>	1994 plan, "Restoring Bronzeville", by Mid-South Planning and Development Commission (quasi-government agency)	<i>Transit Zone Income Levels (Chicago AMI: 51,046)</i>				
		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		62.6%	19.4%	7.9%	10.2%	

IMPLEMENTATION ISSUES AND BARRIERS

- Large areas of City-owned land seen as a resource for community revitalization. However, City-owned land can also slow revitalization progress.
- Unsteady economic conditions in a neglected area of Chicago.
- The need to address a number of community needs while respecting historical context.



The circle represents a half mile radius from the transit station 

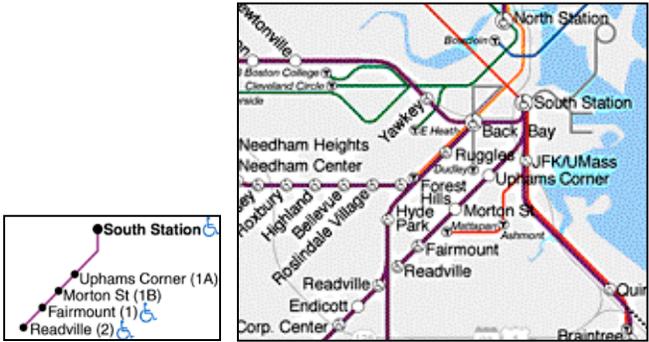
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Dudley Village, Dorchester, MA

DEVELOPMENT INFORMATION	
<i>Development Program:</i>	<ul style="list-style-type: none"> -Three 4 story buildings (75,590 Sq. Ft. total) -Retail: 6,500 sq. ft. -Residential: 50 rental units -59 parking spaces
<i>Year Built/Other project data:</i>	Under Construction / To be completed: 2008
<i>Funding Type (Private, Public, etc.)</i>	Public, including State TOD Infrastructure Fund for projects within 1/4-mile of transit stations, and Community Land Trust
<i>Approximate Distance to Transit</i>	0.2 miles
<i>Contact Info</i>	Developer: Dorchester Bay Economic Development Corp, 617-825-4200 with Dudley Street Neighborhood Initiative
	
	
TRANSIT INFORMATION	
<i>Station/Line</i>	Uphams Corner/Fairmount Line
<i>Primary Transit Mode</i>	Commuter Rail (potential service upgrades soon)
<i>Peak-Hour Frequency</i>	25 minutes
<i>Secondary Transit Mode</i>	Bus Transfer
	

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Dudley Village, Dorchester, MA

NEIGHBORHOOD INFORMATION

<i>2000 Transit Zone Population:</i>	15,898	<i>Transit Zone Ethnic Breakdown (Region)*</i>				
<i>Average Household Size (Region):</i>	3.22 (2.54)	White	African Amer.	Hispanic	Asian	Other
<i>Total Households:</i>	4,934	12.1% (85.1%)	38.4% (5.1%)	22.8% (6.2%)	3.2% (4.0%)	23.5% (5.7%)
		* percentages can total > 100% due to US Census data				
<i>Recent Neighborhood Planning Efforts?</i>	Fairmount/Indigo Line CDC Collaborative Vision Plan (2006) identifies development opportunities around existing and potential new stations.	<i>Transit Zone Income Levels (Boston AMI: 52,792)</i>				
		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		41.8%	28.6%	16.0%	13.7%	

IMPLEMENTATION ISSUES AND BARRIERS

- Property assembly and site control are consistently m most difficult issues for affordable housing provision in the neighborhood. Dudley Street Neighborhood Initiative created Dudley Neighbors, Incorporated (DNI) in 1988. DNI can use eminent domain to acquire privately-owned vacant land. These lands are then leased to non-profit organizations for 99-year terms for affordable housing development. The Community Land Trust structure allows for long-term affordability and is funded through a combination of minimal lease revenues, private donations and foundation grants.



The circle represents a half mile radius from the transit station

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The Ellington, U Street District, Washington DC

DEVELOPMENT INFORMATION	
<i>Development Program:</i>	-190 rental units -17,000 square feet ground floor retail -177 parking spaces in 2 level below grade garage, including carsharing spaces (ZipCar) -residential amenities -roof terrace
<i>Year Built/Other project data:</i>	2002-2004
<i>Funding Type (Private, Public, etc.)</i>	Joint Development (development rights awarded by WMATA after competitive bid process).
<i>Approximate Distance to Transit</i>	0.1 miles
<i>Contact Info</i>	Developer: Donatelli Development, 301-654-0700 Architect: Torti Gallas and Partners, Inc, 301-588-4800



TRANSIT INFORMATION	
<i>Station/Line</i>	U St. Station/ Metro Green Line (opened 1991)
<i>Primary Transit Mode</i>	Heavy Rail
<i>Peak-Hour Frequency</i>	5 minutes
<i>Secondary Transit Mode</i>	Bus Transfer



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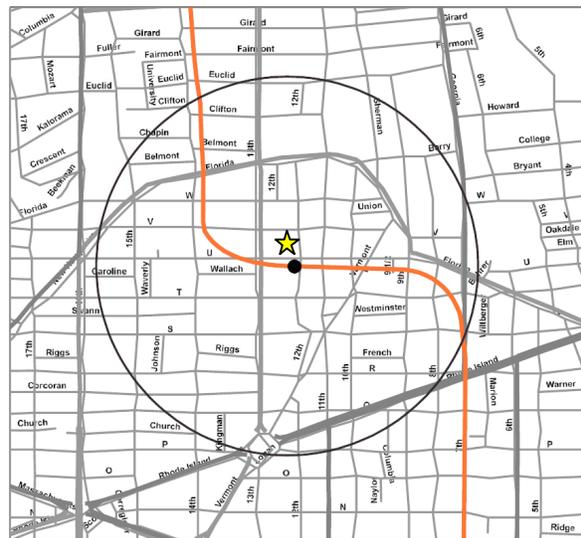
The Ellington, U Street District, Washington DC

NEIGHBORHOOD INFORMATION

<i>2000 Transit Zone Population:</i>	17,964	<i>Transit Zone Ethnic Breakdown (Region)*</i>				
<i>Average Household Size (Region):</i>	2.02 (2.59)	White	African Amer.	Hispanic	Asian	Other
<i>Total Households:</i>	8,891	26.2% (63.0%)	52.0% (26.2%)	16.4% (6.4%)	2.5% (5.3%)	3.0% (5.5%)
		* percentages can total > 100% due to US Census data				
<i>Recent Neighborhood Planning Efforts?</i>	None	<i>Transit Zone Income Levels (DC AMI: 57,291)</i>				
		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		39.9%	26.4%	14.7%	19.1%	

IMPLEMENTATION ISSUES AND BARRIERS

- Neighborhood was the site of widespread rioting and largely destroyed by fires in 1968. Market has been slow to recover. City built public office building in neighborhood to catalyze development activity in 1986.
- Joint Development process involves many actors and WMATA's program is oriented toward revenue generation.
- Named "Best Mid-Rise Apartment Building of 2005 by National Association of Home Builders"



The circle represents a half mile radius from the transit station



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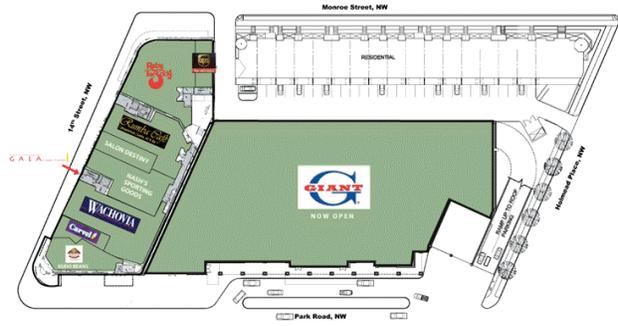
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Tivoli Square, Columbia Heights, Washington DC

DEVELOPMENT INFORMATION	
<i>Development Program:</i>	-Tivoli Theater (250 seats) Preservation/Restoration -40 Condominium units -5 Affordable Cond units (20% inclusionary requirement) -Grocery store and Local-Serving Retail (80K sq. ft.) -28K sq ft office -250 parking spaces
<i>Year Built/Other project data:</i>	Completed 2004
<i>Funding Type (Private, Public, etc.)</i>	Public-Private partnership; including a mix of subsidies and equity/debt financing
<i>Approximate Distance to Transit</i>	0.1 miles
<i>Contact Info</i>	Developer: David Roodberg, Horning Bros, 202-659-0700 City/Other: Sandra Fowler NCRC 202-530-5750
TRANSIT INFORMATION	
<i>Station/Line</i>	Columbia Heights Station/Metro Green Line
<i>Primary Transit Mode</i>	Heavy Rail
<i>Peak-Hour Frequency</i>	5 minutes
<i>Secondary Transit Mode</i>	Bus transfer



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Tivoli Square, Columbia Heights, Washington DC

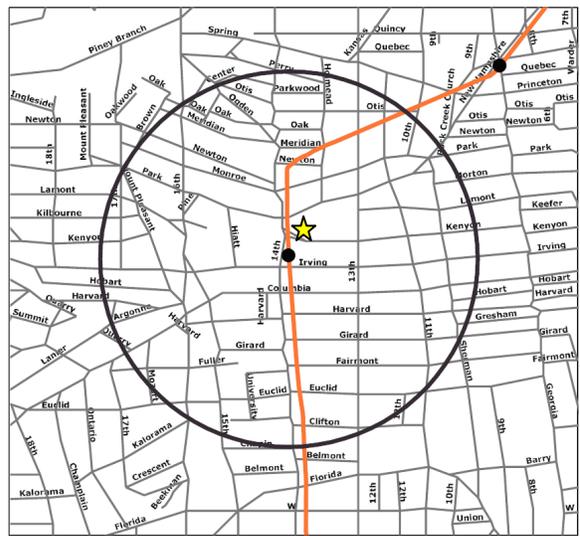
NEIGHBORHOOD INFORMATION

<i>2000 Transit Zone Population:</i>	34,296	<i>Transit Zone Ethnic Breakdown (Region)*</i>				
<i>Average Household Size (Region):</i>	2.78 (2.59)	White	African Amer.	Hispanic	Asian	Other
<i>Total Households:</i>	12,352	13.2% (63.0%)	45.4% (26.2%)	34.8% (6.4%)	3.8% (5.3%)	2.8% (5.5%)
<i>Recent Neighborhood Planning Efforts?</i>		<i>Transit Zone Income Levels (DC AMI: 57,291)</i>				
1997 "Community Based Plan for Revitalization of Columbia Heights" defined community land use and public space vision; 2004 "Public Realm Framework Plan" identifying public improvements in blocks surrounding Metro Station		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		42.9%	29.7%	13.1%	14.3%	

* percentages can total > 100% due to US Census data

IMPLEMENTATION ISSUES AND BARRIERS

- Issues of gentrification and displacement are important with community.
- Historic Restoration was one of the priorities to the community. Compromise included preservation of theatre façade and some interior features. Includes businesses that serve community needs—a grocery store and small retail spaces.



The circle represents a half mile radius from the transit station

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Town Square Condominium, Decatur GA

DEVELOPMENT INFORMATION	
<i>Development Program:</i>	-105 condominium units (10 affordable) -13,000 sf ground floor retail
<i>Year Built/Other project data:</i>	2001-2003
<i>Funding Type (Private, Public, etc.)</i>	Private. Land assembly by public agency.
<i>Approximate Distance to Transit</i>	0.1 miles
<i>Contact Info</i>	Developer: Winter Properties, 404-223-5015 City: Lyn Menne, Community and Economic Development Director, 404-371-8386



TRANSIT INFORMATION	
<i>Station/Line</i>	Decatur Station/ MARTA East Line
<i>Primary Transit Mode</i>	Heavy Rail
<i>Peak-Hour Frequency</i>	10 minutes
<i>Secondary Transit Mode</i>	Bus Transfer



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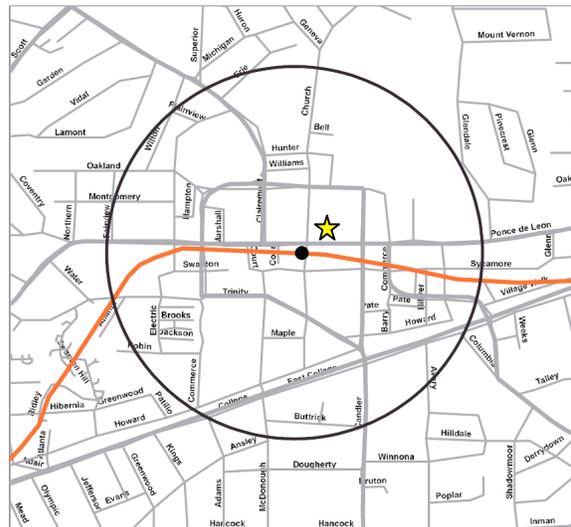
Town Square Condominium, Decatur GA

NEIGHBORHOOD INFORMATION

<i>2000 Transit Zone Population:</i>	3,636	<i>Transit Zone Ethnic Breakdown (Region)*</i>				
<i>Average Household Size (Region):</i>	2.22 (2.68)	White	African Amer.	Hispanic	Asian	Other
<i>Total Households:</i>	1,637	54.0% (63.0%)	40.4% (28.9%)	2.2% (6.5%)	1.5% (3.3%)	2.0% (4.8%)
		* percentages can total > 100% due to US Census data				
<i>Recent Neighborhood Planning Efforts?</i>	1982 Town Center Plan still in use today. Created incentives for new housing downtown while trying to preserve "small town" character.	<i>Transit Zone Income Levels (Atlanta AMI: \$51,948)</i>				
		> \$25,000	\$25,000 - \$49,999	\$50,000 - \$74,999	\$75,000 +	
		44.2%	20.6%	13.3%	22.9%	

IMPLEMENTATION ISSUES AND BARRIERS

- Downtown Development Authority (DDA) identified site in 1994 as mixed-use infill opportunity. DDA purchased portion of site from MARTA in 1996.
- First new residential project in downtown; units 60% sold prior to groundbreaking.
- Some community opposition to building density in a very residential area
- Parking issues



The circle represents a half mile radius from the transit station

