TRANSIT-FRIENDLY COMMUNITIES FOR NEW JERSEY

Project Partners

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Downtown New Jersey
New Jersey Future
New Jersey Office of State Planning

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## TABLE OF CONTENTS

**INTRODUCTION**
- ABOUT THE TRANSIT-FRIENDLY COMMUNITIES PROGRAM
- WHAT IS A TRANSIT-FRIENDLY COMMUNITY?
- THE RAIL STATION

**REDEVELOPMENT OPPORTUNITIES**
- CHALLENGES
- RECOMMENDED STRATEGIES
  - State Street/Clinton Avenue/Broad Street Loop
  - Raul Wallenberg Avenue/East State Street Block
  - Mixed-Use Building at the Light Rail Terminus
  - NJ Transit Below-Grade Parking Lot
  - Infill Opportunities
  - Development Summary

**IMPLEMENTATION**
- NEXT STEPS
- FUNDING OPPORTUNITIES

**APPENDIX A**
- NJDOT COMPILATION OF FUNDING SOURCES FOR PEDESTRIAN AND BICYCLE PLANNING, PROGRAMS AND PROJECTS
ABOUT THE TRANSIT-FRIENDLY COMMUNITIES PROGRAM

In the last 15 years, NJ TRANSIT has spent over $7.5 billion to repair, rehabilitate, expand, and connect all of the State's passenger lines—built in the mid 1800's by competing rail companies--into one seamless transit system. Together, these connections, upgrades, and new light rail lines will result in an interconnected rail network with over 150 commuter rail stations serving the majority of state residents. Despite this massive infusion of transit funding and commitment by NJ TRANSIT, there has been a lack of awareness among many New Jersey communities about how to leverage these transit investments to revitalize their downtowns, encourage business and local economic development, and reduce reliance on the private car. This program—Transit-Friendly Communities for New Jersey—is working with diverse community partners to develop specific ways that New Jersey towns and cities can become more "transit-friendly." Under this effort, NJ TRANSIT is working with a consortium of non-profit organizations, the New Jersey Office of State Planning, and local public and private sector partners on a statewide initiative which includes educational workshops, technical assistance, and demonstration projects in eleven communities to shape a new vision for linking train stations to community enhancement. This program allows NJ TRANSIT to leverage the talents and resources of its non-profit and government partners—leaders in smart growth, community revitalization, regional planning, and public education—to shape the future of communities around NJ TRANSIT stations well into the 21st Century. The result will be models for other New Jersey communities to follow in future NJ TRANSIT projects; communities that understand how transportation investments can enhance the environment, create strong downtown centers, and improve quality of life.

The program received one of a handful of competitively selected federal grants under the Federal Highway Administration’s Transportation and Community and System Preservation Pilot Project (TCSP) program. The TCSP program supports States, local governments and metropolitan planning organization initiatives "…to plan and implement strategies that improve the effi-
ciency of the transportation system; reduce environmental impacts of transportation; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services, and centers of trade; and examine private sector development patterns and investments that support these goals.” The TCSP Program is authorized for $120 million from Fiscal Year 1999 - 2003, to be used throughout the United States.

WHAT IS A TRANSIT FRIENDLY COMMUNITY?

A TRANSIT FRIENDLY COMMUNITY MAKES THE STATION A PLACE IN ITSELF. At the heart of a transit-friendly community is a station facility surrounded by uses that create a sense of place for commuters and visitors alike. The station is comfortable and convenient for the transit riders who use it every day. Retail uses which provide a needed service for transit riders also help animate and make a station more secure. Outdoor public spaces—such as a station plaza—can make the rail station a visible focal point in the community, while creating a venue for community activities and events which reinforce the central role of the station in community life.

A TRANSIT FRIENDLY COMMUNITY LINKS THE RAIL STATION TO KEY DISTRICTS IN THE COMMUNITY. Beyond the immediately adjacent district, there are opportunities to link other commercial, cultural, and mixed use districts to the station. Often, visitors and tourists arrive by rail. This makes it logical for a rail station to provide a welcoming presence and to act as a focal point for information and activities that are community-wide in focus.

A TRANSIT FRIENDLY COMMUNITY SUPPORTS THE DISTRICT AROUND THE STATION AND ENCOURAGES NEW DEVELOPMENT. Station areas characterized by extensive

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INTRODUCTION

pedestrian/vehicle conflicts and auto-oriented redevelopment discourage walking, shopping, and even thinking about the station area as an attractive place for new development. Extensive vacant or underutilized parcels of land within a quarter to half mile of a rail station are also symptoms that the station area is not viewed as a desirable location for new development. With increasing ridership, and an enhanced station setting, development pressures often also increase, especially if the local economy is healthy. Even if the local economy is less robust, community development programs can take positive steps to encourage new development.

Improving the pedestrian environment around a station creates an opportunity to revitalize a surrounding business district, attracting new businesses and encouraging the rehabilitation of older or historic structures, as well as new construction. These districts can develop an identity of their own and can become popular destinations.

Local communities can shape the kind of development that meets their particular goals for increasing tax ratables, reducing impacts on city services, attracting specific types of uses, and ensuring appropriately scaled and designed buildings -- rather than simply reacting to development proposals. From the perspective of reducing conflicts with access at rail stations, new development that minimizes automobile access has definite advantages. For example, experience has shown that with new office development, 90% of its users still drive, rather than take the train. This increases the parking requirements around stations. Residential development, however, encourages transit ridership, as people take advantage of their proximity to the station to reduce or even eliminate their need for a car.

A TRANSIT FRIENDLY COMMUNITY PROVIDES CONVENIENT STATION ACCESS FOR PEDESTRIANS AND BICYCLISTS.

Rail stations are centers of communities, where often thousands of people pass through on a daily basis—creating conflicting demands among rail passengers arriving by car, by bus, on foot, or by bicycle. With increasing ridership at many stations, these conflicts are becoming more severe every day. In the past, decisions about improving access to the station have been largely
focused on improving auto access—adding parking and widening roads, for example—to the point where it becomes difficult for people on foot or on bikes to enter or leave the station safely.

While auto access plays a key role in most rail stations, other modes of access should be made equally convenient. A balanced approach "calms" the traffic around the station so that all modes of access are handled equitably, reconnecting the station area to the surrounding community. For commuter rail stations, a half mile walk is not out of the question for many people, especially if the route is comfortable and relatively direct. Bicyclists will travel even further to reach a commuter rail station, but again, only if the ride is not hazardous and the proper facilities are provided—en route and at the stations.

Indeed, sometimes the streets and sidewalks around a station pose the most problems for pedestrians and bicyclists: once they get a block or two away from the station, the local network of streets and sidewalks often improves. If this is not the case, then these streets too should be made more pedestrian and bicycle friendly.

A TRANSIT FRIENDLY COMMUNITY INTEGRATES COMMUTER PARKING IN A BALANCED WAY. While accommodating improved pedestrian and bicycle access, and serving as a setting for new development, accommodating commuter parking is still a necessity at most stations. Certainly some stations have more space available for commuter parking than others—so the correct amount of parking varies from station to station. Whether the amount of parking is large or small, however, it need not completely aesthetically and physically dominate the station setting. If commuter parking facilities can be used evenings and weekends for other purposes, the costs of construction and operation of a parking facility can also be shared.

In considering commuter parking, facilities for bicycles should play a more important role. Large, secured, and weather protected bike parking areas will elevate the visual presence of the bike facility and encourage wider utilization.

A TRANSIT FRIENDLY COMMUNITY PROVIDES FEEDER LOCAL TRANSIT SERVICE WHICH CONNECTS TO LONG
DISTANCE RAIL, REDUCING THE NEED TO REACH A STATION BY CAR. Very often, community bus services are not geared to commuters going to or from a rail station. In many communities, local routes do not serve rail stations at all. This forces many people to drive to the station who might be willing to take a bus as long as the schedule does not involve long waits and there are bus stops conveniently located near their home. NJ TRANSIT is working with communities to purchase local jitney vans which provide shuttle or circulator services for commuters, and other constituencies the rest of the day. These jitney services also reinforce rail stations as community transit hubs.

A TRANSIT FRIENDLY COMMUNITY INVOLVES AN ONGOING PARTNERSHIP BETWEEN NJ TRANSIT AND THE SURROUNDING COMMUNITY. Building a Transit Friendly Community requires an ongoing partnership between NJ Transit and stakeholders at the local level. This not only affords an opportunity to pool limited resources, but it encourages the coordination and collaboration necessary for all of the pieces of a station district to fit together and to adapt to changes and new challenges over time.

THE TRENTON RAIL STATION

The Trenton Rail Station was selected for this project because of the pivotal role it plays, not just as a key NJ TRANSIT rail hub, but also as a catalyst for the redevelopment of New Jersey’s capitol city. The station itself is the subject of a plan by NJ TRANSIT to rehabilitate, expand and renovate the facility. Plans call for a portion of the station to expanded upward to two stories and outward toward Raoul Wallenburg Avenue through the creation of a new public plaza that will serve as a central square and link the station with the terminus of NJ TRANSIT’s River LINE light rail system, which is located directly across the street from the Trenton Rail Station, on the corner of South Clinton Avenue and Barlow Street. NJ TRANSIT also plans to completely remodel the interior of the Trenton Rail Station, as well as the station’s Walnut Avenue entrance, which is closest to the Greenwood-Hamilton neighborhood.
This report represents the second phase of the "Transit-Friendly Communities for New Jersey" study for the Trenton Rail Station, and identifies broad redevelopment opportunities and access issues of the surrounding residential and commercial neighborhoods. The first phase of this study dealt exclusively with the station and its immediate surroundings. The goal of that study was to inform the planned redesign of the station entrances to create safe access to the station for pedestrians; address future vehicular access issues for passenger pick-up and drop-off movements; provide linkages to the surrounding area neighborhoods; and to create a "sense of place" in the station and on its plaza, highlighting the station as the gateway to downtown Trenton.

The goal of this Phase II project is to describe the relationship between the immediate station area and the larger context that can in some way leverage the benefits of this significant transportation resource. In this way it is complementary to the Phase I Report which focused on pedestrian issues in the immediate environment of the renovated train station and new station for the River Line. To that end, this report focuses on several things:

1. The larger station area planning framework; connections from the station area to significant destinations are described.
2. Major redevelopment opportunities; the several larger sites within the larger station area are described in terms of program and building form.
3. Neighborhood revitalization; opportunities for context-sensitive in-fill development in the neighborhood south-east of the station are described.
CHALLENGES

The Trenton Rail Station area - which should be one of the most well connected gateways to downtown Trenton - is cut off both from the Central Business District (CBD) and several residential neighborhoods surrounding the larger station area. This discontinuity is attributable to several things:

- The Northeast Corridor railroad is located below grade in a "cut" several stories deep, running roughly parallel with the Assunpink Creek. Only one vehicular access bridge (on South Clinton Avenue) connects the edge of the Central Business District with the Greenwood-Hamilton residential neighborhood south of the station and tracks. Pedestrian movement across this narrow bridge is difficult.

- US Route 1/129, which in this area is either elevated in one location or in a deep cut in another, creates a barrier between the greater station area and the Central Business District. In the area where the highway is depressed, the one bridge is located at East State Street, and provides the main connec-

View of study model looking northeast. Blue buildings represent massing studies for potential station-area redevelopment sites.
Illustrative Plan. Darker buildings are potential redevelopment sites (see page 20 for Development Summary).
tion to the CBD. The only other connection is at Market Street, part of a disorienting and pedestrian un-friendly collection of access roads to Route 1/129. (The pedestrian issues identified here are discussed in more detail in the Trenton Rail Station: Phase I report, prepared by Project for Public Spaces, Inc., in collaboration with the City and several local stakeholders.)

- The street network is limited and the result is that between the station and East State Street there are two oversized blocks with limited pedestrian opportunities. The best of these is the walk along the edges of the historic Mercer Cemetery and through the lobby of the NJ DEP building to State Street. There are no adequate pedestrian connections through the large triangular block bounded by Raoul Wallenberg Avenue, South Clinton Avenue, and East State Street.

RECOMMENDED STRATEGIES

Reinforce the State Street/South Clinton Ave/South Broad Street Loop

The reintegration of the Trenton Rail Station area with the larger context needs to happen at several scales. The largest-scale strategy considered here is to suggest a roughly triangular loop consisting of the following:

- The East State Street "spine", extending from the intersection with South Clinton Avenue to the intersection with South Broad Street/Route 206.
- South Clinton Avenue extending from the intersection with State Street to Hamilton Avenue, which, in turn, is the principle connecting street to the Roebling redevelopments, the new arena and the light rail stop at Cass Street and Route 129.
- South Broad Street, which links to the arena by way of a bridge over the railroad tracks to the Roebling redevelopment area along Hamilton Avenue and to State Street.
This larger planning framework should be reinforced by giving each of these three roads a strong and consistent identity, articulated through street landscaping, pedestrian scale lighting, and clearly articulated pedestrian crossings at intersections, consistent paving and street furniture treatment.

In addition, this larger scale construct informs the massing strategy for several of the redevelopment sites. In particular these sites become anchor sites which “hold the corners” of the larger loop (see figure this page):

- **At Site K**, two intersecting volumes make the transition from the arena to the smaller scale buildings along South Broad Street, an area that is emerging as an interesting neighborhood with its own idiosyncratic character at a pleasing pedestrian scale. The suggested program is residential with some retail at street level.

- **At Site J**, on Hamilton Avenue just west of the light rail line, the proposed massing reinforces the portion of the loop that extends along Hamilton Avenue, between South Clinton Avenue and South Broad Street. Along the Hamilton Avenue frontage, an intermediate scale volume frames the entrance to the arena site and continues the implied street wall created by the existing building at the edge of the parking lot. This site is a suitable office site with some retail relating to the arena uses.

- **At Site E** the massing turns the corner to accommodate the turning radius of the light rail extension down East State Street. This can be an intermediate-scale residential building (150 du suggested, approximately 9 stories) with retail space on East State Street.

- At the northeast intersection of Hamilton Avenue and South Clinton Avenue, a different strategy is suggested: a new neighborhood park is proposed. While this is not a built response to the large-scale strategy suggested here, it nevertheless gives this intersection a special gateway identity.
Complete and make Pedestrian-Friendly the Block between Raoul Wallenberg Avenue and East State Street.

This block is in many ways the 100% corner for this end of the downtown. Three strategies should guide the redevelopment of this block. First, new uses should replace the surface parking lots in order to define the edges of the block and enliven the pedestrian experience along the sidewalks. Second, the new buildings along the streets can contain the irregular space in the interior of the block, which, in turn, can be the site for structured parking. This strategy, of creating a "liner of activity" around the parking decks will insure that the significant amounts of parking required here will not deaden the street life. Third, a network of pedestrian connections should be created to break down the scale of the block and facilitate connections from the block to the station and to the neighborhoods along East State Street.

There are also several redevelopment opportunities on this block that can reinforce the identity of the station area and accomplish these urban design objectives:

- **At Site D** there is an opportunity to create a signature building that can give definition to the public space in front of the station. The massing should include some kind of vertical expression or tower to create a visual landmark associated with the station. The lower portions of the building should define the sidewalk along Raoul Wallenberg Avenue. The office tower would sit on top of a garage where there is currently surface parking. This site, like Site A on the opposite side of the tracks, could include residential uses, but the overall environment of these two sites, so disconnected from the neighborhood, suggests office uses. Ground floor retail here would be supported by commuter traffic.

- **Site F** and **Site G** are designed not only to complete this edge of the block but also to reinforce the identity of East State Street as the major connector to the CBD and, as well, the edge of a neighborhood on the north side of East State Street. Thus, these buildings have an intermediate scale. They would be residential buildings with ground floor retail.
REDEVELOPMENT OPPORTUNITIES facing East State Street.

- **Site G**, at the corner of the large block should have a tower massing that reflects the geometry of the intersection of East State Street and Raoul Wallenberg Avenue. Again, a residential program is suggested.

Develop a Mixed-Use Building at the Light Rail Terminus.

The most strategic site in proximity to the Trenton Rail Station is **Site A**, the location of the terminus station and platforms for NJ TRANSIT’s River LINE light rail system, at the corner of South Clinton Avenue and Barlow Street. At the moment, this site is surface parking. This is another important corner, literally at the crossroads of the primary corridors linking the Trenton Rail Station to the rest of the city. The portion of the building facing north and east could frame the public space around the station. It would also help define the South Clinton Avenue portion of the loop described in the larger planning framework (above), and the corner will be a visual terminus from several approaches. In addition, the site can help define the green space of the historic graveyard just to the north and define an improved pedestrian corridor along Market Street. All of these considerations have informed the massing suggested here, which shows an intermediate scale tower along South Clinton Avenue facing the station open space, and a lower tower along Market Street framing the graveyard and leading pedestrians along an improved Market Street connection to the CBD. In this study, the building sits upon, and creates a liner for, a structured parking deck, which accommodates parking for the new building as well as replacing the existing surface parking lot.

The biggest challenge at this site - but also the most exciting possibility - is the idea of incorporating the light rail station into the architecture of the ground floor of this building. This is a more exciting alternative than simply reducing the buildable area of the site by the amount of space occupied by the station and the surface parking lot. A double or triple height atrium space could be created as part of a private redevelopment effort, conceived of as a kind of public plaza, but contained by glass
walls within the footprint of the building. It could be a galleria or arcade type of space with restaurants and other retail spilling out onto the interior plaza.

Redevelop the Surface Parking below the Trenton Rail Station.

Another development possibility is the surface parking lot just south of the platform area, Site B, which, like the rest of the railroad tracks in this area, is located below grade. Known as NJ TRANSIT’s “Pit Parking Area,” this could be considered a strategic, longer-term redevelopment site because it anchors the south end of the Trenton Rail Station, which bridges the railroad cut. The massing suggested here places an office tower on top of several stories of structured parking. Because of the grade change, structured parking can be built here without negatively impacting street frontages. But the real opportunity is for the ground floor and lobby of this building to work as an extension of the station-bridge, creating a strong pedestrian connection not only to the existing garage on Walnut Avenue, but - and much more importantly - to the neighborhood beyond. That connection to the intersection of Walnut Avenue and Greenwood Avenue is further reinforced by proposed residential development at the corner Site C (also owned by NJ TRANSIT) and the several infill redevelopment opportunities along Hudson Street leading to Hamilton Avenue, the corridor to the Roebling redevelopment and arena sites.

Infill Opportunities in the Greenwood-Hamilton Neighborhood.

The priority of any “transit-friendly communities” program is not individual redevelopment sites, although as it happens there are several of these in the area of the Trenton Rail Station. More important is the revitalization of the neighborhoods that surround the station.

South of the station is an important neighborhood known as Greenwood-Hamilton. There are many challenges here, typical of inner city neighborhoods - poverty, crime, and in terms of the
REDEVELOPMENT OPPORTUNITIES

built environment, vacant lots and abandoned buildings and disrepair of the street infrastructure. And yet, it is a stable place with an emerging community identity and civic involvement.

From an urban design perspective, the illustrative plan suggests several strategies:

- "Scatter-site" infill development. Distributed throughout the neighborhood are single lots that are vacant or occupied by structures damaged beyond repair. To complete these streets new, context-sensitive developments should be promoted; that is, buildings that are of comparable scale and character to the other existing buildings on the street. Most important is creating more "eyes on the street" - promoting passive surveillance by infilling buildings with clearly marked entries and as many windows as possible.

- New edges: There are several blocks with multiple, contiguous vacant or underutilized lots. Here there is the opportunity to create new edges for incomplete blocks, and in the process to better define connecting corridors in the neighborhood. Buildings should be of comparable scale and character. In the illustrative plan, attached, town-house-scale development is shown along several edges, which is an appropriate density here. Because these are opportunities to reinforce the overall network of the neighborhood, considerations include termination of vistas, significance of corner sites and overall hierarchy of the streets (e.g., is this an important connecting corridor or just a typical side-street).

- Block reorganization: There are several blocks where the issue is not just infill and edges, but poorly organized space in the interior of the block. Here there is the opportunity to rationalize these leftover spaces by consolidating surface parking, linking and greening yards, and developing, where appropriate - visual and physical connections from the street to the block interior. In one location we suggest developing a new corridor through the block interior. (See detail this page.)
As previously discussed, the reintegration of the Trenton Rail Station area with the larger context should happen at several scales. The planning framework of creating a consistent identity for surrounding roadways will inform the proposed massing strategy for key sites within the station area. The “transit oriented” development of these sites will serve to complete the picture. What follows is a proposal summary of development for these sites that the city, NJ Transit, community stakeholders and the private sector could consider for implementation.
**Trenton Phase II: Suggested Development at Major Development Opportunities**

<table>
<thead>
<tr>
<th>Parcel</th>
<th>F.A.R.</th>
<th>Preliminary Program (gross sf)</th>
<th>Parking</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Retail</td>
<td>Office</td>
<td>Residential</td>
</tr>
<tr>
<td>A</td>
<td>5.0</td>
<td>12,000 sf</td>
<td>144,000 sf</td>
<td>-----------</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>6 story office building over 4 level structured parking</td>
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<tr>
<td>B</td>
<td>5.2</td>
<td>---------</td>
<td>96,400 sf</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>300 spaces for office, 300 spaces for transit</td>
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<tr>
<td>C</td>
<td>5.0</td>
<td>5,000 sf</td>
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<td>50 du</td>
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<td></td>
<td></td>
<td></td>
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<td>75 spaces for residential, 25 spaces for transit</td>
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<td>D</td>
<td>6.5</td>
<td>5,000 sf</td>
<td>100,000 sf</td>
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<td>E</td>
<td>5.2</td>
<td>10,000 sf</td>
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<td></td>
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<td></td>
<td></td>
<td>100 spaces for residential, 50 spaces for transit, 50 spaces for retail</td>
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<tr>
<td>F</td>
<td>5.8</td>
<td>10,000 sf</td>
<td>35,700 sf</td>
<td>150 du</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>3 story office building with 6 story residential above</td>
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<td></td>
<td></td>
<td></td>
<td>110 spaces for commercial, 225 spaces residential, 50 spaces for retail</td>
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<td></td>
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<td>44 apartments in 5 story eastern portion of bldg.</td>
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<tr>
<td>G</td>
<td>6.2</td>
<td>10,000 sf</td>
<td>---------</td>
<td>72 du</td>
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<td>72 du</td>
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<td>J</td>
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<tr>
<td>K</td>
<td>2.6</td>
<td>9,000 sf</td>
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<td>50 du</td>
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**Notes:**
1. Parking counts are for structured parking exclusive of on-street parking around the site.
2. Assume 3 spaces per 1000 square feet of Office Space.
3. Assume 5 spaces per 1000 square feet for Retail uses larger than 5,000 sf. Otherwise assume on street parking.
4. Assume 1.5 spaces per dwelling unit based on shared parking and proximity to transit.
5. For residential development assume net square feet is 80% of gross and that a typical unit is 1000 sf.
6. Totals are not given for the many smaller "infill opportunities" proposed for the neighborhoods surrounding the station.
CHAPTER TITLE

NEXT STEPS

The implementation effort relies upon the successful and ongoing cooperation of the City of Trenton, local community, advocates, NJ TRANSIT, and the private sector. This report sets the stage for this future collaboration.

Detailed planning studies are necessary to develop a master plan for the area. These include traffic analysis, market feasibility studies, as well as additional urban design analysis. While this is taking place, much still can be done to improve the access to the station and its overall environment - in part, to attract developer interest in the area.

1. Continue to work with the Greenwood-Hamilton neighborhood on revitalization efforts. The neighborhood association should be asked to take the lead, as this should be a community stakeholder-driven project.

   a) Create guidelines for context-sensitive infill development
   b) Initiate a community-based bikability/walkability audit to identify priority improvements and outline a streetscape design strategy.

2. Coordinate/ consolidate planning and design studies for the larger study area. This area has been the subject of a variety of studies over the last decade.

   While these may be complimentary for the most part, they should be reviewed for places where they overlap or contradict each other. This exercise would be timely in light of the completion of SNJLR and the Roebling School renovations.

3. Develop design guidelines for the redevelopment sites. The overall massing and orientation suggested in this report should be expanded into a fuller set of design guidelines that address items such as:

   - Ground floor transparency
   - Primary access for entry and service
4. **Review existing regulations:**

In conjunction with the plan coordination exercise, the existing land use regulations should be studied to identify the ways in which they support or undermine planning goals. For example, does the existing zoning and/or redevelopment plans allow the uses and densities (FAR) suggested in the design studies?

**FUNDING OPPORTUNITIES**

Trenton can (and should) seek funding from state and county grant programs to help them implement some of the projects recommended strategies contained herein. The City should specifically look into the following following County and State programs for possible funding:

**NEW JERSEY DEPARTMENT OF TRANSPORTATION**

**Local Planning Assistance:** to help communities create Access Management Plans, local circulation plans and other transportation plans.

**Local Bicycle / Pedestrian Planning Assistance:** consultant technical assistance to help communities develop plans to enhance bicycle and pedestrian safety.

**Corridor and Regional Planning Studies:** involving state roads to help communities determine transportation needs and develop proposals to address these needs.

**Local Aid for Centers of Place:** to help communities who have participated in the State Development and Redevelopment Plan process

**Locally Initiated Pedestrian Projects:** offers funding to communities and counties to enhance pedestrian access and safety
Locally Initiated Bicycle Projects: Offers funding to communities and counties to enhance bicycle access and safety ($4.7 million was available for FY 2000).

County Aid, Municipal Aid, and Discretionary Programs: provides funding to communities and counties for improvement of roads, bridges, public transportation, incidental bicycle and pedestrian improvements.

DEPARTMENT OF COMMUNITY AFFAIRS

Office of Smart Growth: "Smart Futures" Planning grants are available each fiscal year to help communities plan for their growth based on the State Development and Redevelopment Plan.

NEW JERSEY ECONOMIC DEVELOPMENT AUTHORITY

The EDA creates public/private partnerships to bridge financing gaps and to increase access to capital for the State's business community with an emphasis on small and middle size businesses and not-for-profit organizations. Also offered is a full range of real estate development services to stimulate both private and public development projects, particularly in urban areas.

NEW JERSEY DEPARTMENT OF ENVIRONMENTAL PROTECTION

Tree planting and care grants are currently available through the New Jersey Community Forestry Program, with continuing funding for a third grant. Under the New Jersey Tree Planting Grant, the Community Stewardship Incentive Program and the Green Communities Grant, funds can either be awarded to support municipal tree planting plans or to provide funds for a county or municipality to hire an outside firm to assist in the production of a community forestry management plan. In addition, the DEP offers assistance with permit coordination and brownfields rede-
Appendix A provides additional funding sources for pedestrian and bicycle planning and implementation, as compiled by NJDOT.
Introduction/Acknowledgements

What follows below is a compilation and brief description of sources of funding which have been or could be used to fund pedestrian improvements in New Jersey. The list is not exhaustive, but there has been an attempt to identify all major funding sources that can be utilized to fund bicycle and pedestrian planning and project development activities, as well as funding construction. In some cases these funds may also be used to fund programmatic activities, as well. There is an emphasis on those funding sources that have been utilized in or are unique to New Jersey.

Much of this material was originally taken directly from a Memorandum on Funding Sources for Innovative Local Transportation Projects prepared by the Tri-State Transportation Campaign, and a paper on bicycle and pedestrian funding within ISTEA prepared by the Bicycle Federation of America. Virtually all of the funding sources which were available for bicycle or pedestrian projects or planning under ISTEA have been continued under the new Federal transportation funding legislation: the Transportation Equity Act for the 21st Century (TEA-21). Additional material has been taken from the USDOT publication “A Summary: Bicycle and Pedestrian Provisions of the Federal-Aid Program.”

This material (compiled in 1999 and updated in 2002) should continue to be viewed as a "work in progress" to be updated as new sources are identified.
Funding of Planning and Programmatic Activities

Federal and/or State Funded Programming Assistance

**Technical Studies Program**

This program provides federal grants for (consultant based) planning, engineering, design, and evaluation of transportation projects, i.e., studies, not capital improvements or operating costs. Applicants for grants can include state or local governmental entities. Funding can be used to fund pedestrian and bicycle planning activities. Monmouth County has received approval to carry out a planning study to address pedestrian needs and opportunities in several major corridors in the County. Somerset County has received funding for a traffic calming study of selected locations in the county.

**Supportive Task Grants**

A portion of PL funds passed through to the MPO to support MPO planning activities is, by agreement in the NJTPA passed through to the sub-regions (counties) to fund staff planning activities. Monmouth County has used this funding source to carry out a county-wide pedestrian facilities inventory. The inventory is being used as a basis for developing local lead projects.

**Transportation Management Associations**

In New Jersey, Transportation Management Associations receive substantial funding assistance through the Department of Transportation. In recent years, these funds have been from Federal sources (CMAQ, or STP). (In the past, funding came from State sources). TMAs have considerable latitude in developing annual work programs to implement Travel Demand Management strategies. TMAs have carried out and are encouraged to continue to develop and undertake work program elements involving the promotion of bicycling and walking, development of bicycling suitability maps- promotional efforts aimed at increasing bicycling and walking, effective cycling presentations, etc.

**Local Planning Assistance**

This program provides funding to retain consultant assistance for the purpose of fostering sound transportation planning at the local level. The Department partners with municipalities who desire to develop Access Management Plans, local circulation plans and other transportation related plans SDRP designated centers and target neighborhoods under the Governor’s Urban Strategies Initiatives receive priority. This funding source could be used to develop local pedestrian/bicycle circulation plans and facilities inventories. To date, none of the studies funds have been of this type. This program is administered by the Division of Transportation Systems Planning, Bureau of Mobility Strategies, New Jersey Department of Transportation.
Local Bicycle/Pedestrian Planning Assistance

The Department of Transportation has retained the services of consultant teams with expertise in pedestrian and bicycle planning. The consultants are available to provide technical planning assistance to counties and municipalities who wish to develop pedestrian and bicycle local circulation plans and other related studies. Guidelines for participation in the program are available from the Department's Bicycle/Pedestrian Advocate. This program is administered by Division of Transportation Systems Planning, Bureau of Mobility Strategies, New Jersey Department of Transportation.

Corridor and Regional Planning Studies (TDM) Component

The NJDOT Division of Transportation Systems Planning carries out numerous corridor and regional planning studies to determine transportation needs and develop project proposals to address those needs. It is the current policy of the Division to take a multi-modal approach in all planning activities in the Division. The Department has retained the services of consultant teams with expertise in Travel Demand Management (TDM) strategies, including walking and bicycling, to participate in and support other planning activities in the Division. These consultant teams are available to undertake planning studies which examine multi-modal solutions to transportation needs. This could include the accommodation of bicycle and/or pedestrian travel needs. This program is administered by Division of Transportation Systems Planning, Bureau of Mobility Strategies, New Jersey Department of Transportation.

Other Sources of Funding

Bicycle and pedestrian planning activities and programs can and have been funded through local programs included in county and municipal budgets.

Federal Funding of Capital Projects

Federal Funding Under TEA-21

All the major funding programs under the federal Transportation Enhancement Act (TEA-21) include bicycle and pedestrian facilities and programs as eligible activities.

National Highway System (NHS)

The NHS is comprised of the 42,000-mile Interstate system and another 113,000 miles of roads identified by the states based on their importance to the national and regional economy, and their connectivity. NHS funding for project on NHS roadways can be used for bicycle and pedestrian improvements on or on land adjacent to any highway on the NHS system, including Interstate highways. This includes incidental improvements within larger projects which enable bicycle compatibility (e.g. paved shoulders, bicycle safe drainage grates, etc., designated bicycle facilities (i.e. bikeways: signed routes, bike lanes, paths), and pedestrian accommodations such as sidewalks, signals, overpasses, crosswalks, etc.
It also includes the funding of independent bicycle and pedestrian projects along (within the right of way) or in the vicinity of (associated with) NHS roadways. Independent bicycle and pedestrian projects would be those initiated primarily to benefit bicycle and pedestrian travel. Projects could include shoulder paving, bicycle safe drainage grates, construction of sidewalks or bikeways, installation of pedestrian signals, crosswalks or overpasses.

**Surface Transportation Program (STP) Funds**

A broadly defined program giving states wide flexibility to invest in a wide variety of transportation activities. Bicycle and Pedestrian facilities and walkways are specifically listed as eligible activities under this program. As with NHS, pedestrian and bicycle improvements may be incidental improvements within larger projects which establish bicycle compatibility (e.g. paved shoulders, bicycle safe drainage grates, etc.), or designated bicycle facilities (i.e. bikeways: signed routes, bike lanes, paths), and pedestrian accommodations such as sidewalks, signals, overpasses, crosswalks, etc. It also can include the funding of independent bicycle and pedestrian projects along (within the right of way) or in the vicinity of (associated with) roadways. Independent bicycle and pedestrian projects would be those initiated primarily to benefit bicycle and pedestrian travel. Projects could include shoulder paving, bicycle safe drainage grates, construction of sidewalks or bikeways, installation of pedestrian signals, crosswalks or overpasses. Under TEA-21, it is specified that these funds may be used for the modification of sidewalks to comply with the Americans for Disabilities Act. A number of projects initiated by NJDOT as bike/pedestrian new starts in FY97 utilizing CMAQ funding (see below) have been programmed (subsequent phases of project development) in out years with STP funds. It should be noted that STP funds may be used for non-construction "projects" (such as maps, brochures, public service announcements) related to safe bicycle use and walking.

**Local Scoping and Local Lead Projects**

The Local Scoping program (in the MPOs) provides a set aside of federal (STP) funds directly to the sub regions for the advancement of project proposals through the NEPA process, ultimately making that project eligible for inclusion in the TIP (as a Local Lead project). Subregions (counties) apply for inclusion in the program, which are screened through a competitive selection process. Once scoping is completed, projects may advance as local lead projects.

Projects that clearly have no significant adverse environmental impacts may be eligible to move directly to the Local Lead program. Counties (plus municipalities partnering with counties) can receive STP funds for final design and construction of projects that are included in the TIP. Local Lead projects are selected via a competitive selection process.

Each of these sources of funds can be used to advance bicycle or pedestrian projects. As yet, only a handful of local scoping/local lead projects have directly addressed non-motorized needs as independent projects. Local Scoping/Local lead projects can also benefit the non-motorized modes if they incorporate, incidentally, features that address bicycle and pedestrian travel needs.
Transportation Enhancements

This is probably the best known source of federal funds available for pedestrian and bicycle improvements. In each state, ten percent of STP funds must be allocated to a set of 12 specific types of projects known as Transportation Enhancements. Pedestrian and bicycle projects and the conversion of abandoned railway corridors to trails are two of the 12 project types. Other project types, including landscaping/scenic beautification, rehabilitation and operation of historic transportation facilities, such as canals, towpaths, bridges, viaducts, may directly benefit or provide for bicycle and pedestrian needs. A multi-discipline Committee reviews the projects and makes recommendations to the Commissioner of Transportation who makes final selections. The program is administered by NJDOT's Division of Local Government Services.

Hazard Elimination Program

Another STP program set aside, 10% of the STP program is to be used to fund Safety projects. Funding is provided for safety-oriented improvements. Improvements that either directly or indirectly improve conditions for pedestrians can be funded. In New Jersey, the program is administered by the NJDOT Bureau of Traffic Engineering and Safety (in the near future it will be transferred to a new Bureau of Safety Programs. In general, projects are selected on the basis of excessive occurrence of a particular accident type at a given location. This often involves some sort of intersection modification such as resurfacing with a skid resistant pavement surface. In some cases safety improvements have included the installation of pedestrian signal heads NJDOT is revising its project selection process. The new process will include specific accident categories for which projects are to be funded. One of these categories will be pedestrian related accidents.

Congestion Mitigation and Air Quality (CMAQ)

As was the case under ISTEA, under TEA-21, pedestrian and bicycle improvements are among the types of projects eligible for CMAQ funding. In New Jersey, for FY97, the NJDOT initiated approximately a dozen independent bicycle and pedestrian projects utilizing CMAQ funding; later phases of the projects were funded with STP funds.

National Recreational Trails Fund (Symms Trails System Act)

An annual sum is apportioned to the states for use in developing trails related projects many of which benefit bicyclists and pedestrians. Funding is from federal motor fuels taxes collected on sale of fuel for motorized recreational vehicles (ATV's, off road motor cycles, snowmobiles) The program (including solicitation of projects and project selection is administered by the Office of Natural Lands Management in the Department of Environmental Protection. State, county, local governments, and non-profit organizations are eligible for funds.

Scenic Byways

A small grants program under which pedestrian projects may be funded if they
are in fulfillment of a management plan for a designated scenic byway. Designation of the scenic byway must be in accordance with a Scenic Byways program developed and adopted by the state.

New Jersey has adopted a Scenic Byways program, and, as a case study, a management plan for the first proposed scenic byway in the state (State Route 29, in Mercer and Hunterdon Counties along the Delaware River).

Benefits of adoption as a Scenic Byway under the Program could include direct funding of projects (assuming the passage of federal transportation legislation which includes Scenic Byways funding); and, through preferential treatment in the funding/selection process for other funding sources administered by the Department, for projects which are in fulfillment of a scenic byways management plan.

Section 402 Safety Funds

Funds administered by National Highway Traffic Safety Administration (NHTSA) to be spent on non-construction activities to improve the safety of the traveling public. Pedestrian and bicycle projects are on the NHTSA priority list. In each state, the program is administered by a designated Highway Safety representative. In New Jersey, the designated representative is the Director of the Division of Highway Traffic Safety in the Department of Law and Public Safety.

Pedestrian projects have been funded, including the development and dissemination of brochures and PSAs promoting safe pedestrian practices and a 3-E (Engineering, Enforcement, Education) program in cooperation with the City of Trenton which includes road signs and crosswalk marking. Recently, cooperative pedestrian safety programs have been implemented with Jersey City and Elizabeth. This program may be repeated in other communities with high pedestrian accident experiences, where there is local support.

Federal Transit Administration Funds

Title 49 U.S.C. (As amended by TEA-21) allows the Urbanized Area Formula Grants, Capital Investment Grants and Loans, and Formula Program/or Other than Urbanized Area transit funds to be used for improving bicycle and pedestrian access to transit facilities and vehicles.

TEA-21 also created a Transit Enhancement Activity program with a 1% set-aside of Urbanized Area Formula Grant funds designated for, among other things, pedestrian access and walkways and bicycle access, including storage equipment and installing equipment for transporting bicycles on mass transit vehicles.

Federal Community Development Block Grant (CDBG) Program

Federal block grant funding from the Department of Housing and Urban Development can and has been used to fund pedestrian improvements. Projects must occur in eligible low or moderate income areas (as defined by HUD) or
benefit special needs groups. Funding flows directly to counties and municipalities. In Monmouth County, for example, a compact of 49 of the 53 municipalities worked together to identify and select eligible projects (in 1997, $3.854 million was available to fund projects). Some municipalities receive funding directly. Examples of projects funded which benefit pedestrians has included streetscape improvements, sidewalk installation, curb ramps, and building modifications to meets ADA access requirements.

**State Funding of Capital Projects**

**Local Aid for Centers of Place**

A New Jersey Department of Transportation funding program designed to assist municipalities who have formally participated in implementation of the New Jersey State Development and Redevelopment Plan (SDRP). Such participation entails designation as a Center by the State Planning Commission, preparation of a Strategic Revitalization Plan and Program which has been approved by the Commission, or entrance into an Urban Complex, which has been approved by the Commission. The program provides the opportunity to apply for funds to support non-traditional transportation improvements that advance municipal growth management objectives as outlined in the action planning agenda of the municipality.

Participation of municipalities in the SDRP ensures eligibility to compete for funds in the program. Typical projects include:

- pedestrian and bicycle improvements
- adaptive reuse of abandoned railway corridors (pedestrian and bicycle trails)
- scenic or historic transportation improvements
- landscaping/beautification of transportation related facilities (streetscape improvements)
- rehabilitation of transportation structures

In general, eligible projects are similar to Transportation Enhancements projects, but only SDRP municipalities are eligible to apply for funding. Allowable costs include preliminary engineering, design and construction. An annual solicitation for project proposals sent to all eligible municipalities. The program is administered by the NJDOT Division of Local Government Services in cooperation with the Bureau of Statewide Planning.

**County Aid Program**

This program provides funding to counties for transportation projects. These funds are allocated to New Jersey’s 21 counties by a formula that takes into account road mileage and population. Annually, each county develops a Capital Transportation Program that identifies all projects to be undertaken and their estimated cost. Projects may include improvements to public roads and bridges under county jurisdiction, public transportation or other transportation related work. Funding can be used for design, ROW, and constriction.
Independent pedestrian and bicycle projects can be funded under the county aid program, however, few independent pedestrian and bicycle projects have been funded, to date. The challenge is to encourage counties to include pedestrian and bicycle projects among those that they propose to fund.

As "state funded" projects, all projects funded under county aid program are subject to the NJDOT policy that requires that all "...bicycle and pedestrian traffic should be incorporated into the planning, design, construction and operation of all projects and programs funded or processed by the NJDOT." The Department of Transportation will continue efforts to encourage counties to comply with this policy mandate.

Municipal Aid Program

The Municipal Aid Program provides funding to municipalities for transportation projects. Funding is made available for municipalities in each county based on a formula that takes into account municipal road mileage within the county and county population. These funds are allocated to individual projects within various municipalities through a competitive process. Funding is allotted to municipalities that qualify for Urban Aid under N.J.S.A. 52:D-178, et. seq.

All 566 municipalities may apply. Projects may be improvements to public roads and bridges under municipal jurisdiction. Applications are solicited, evaluated, and rated by NJDOT staff. The results are presented to a Screening Committee comprised of Municipal Engineers and Department Staff- appointed by the Commissioner. The Committee evaluates the projects and makes recommendations to the Commissioner for approval.

The Department will pay 75% of the award amount at the time that the award of construction is approved by the Department. The remaining amount is paid upon project completion.

As is the case with the County aid program, independent pedestrian and bicycle projects can be funded under the municipal aid program; however, few if any independent pedestrian and bicycle projects have been funded through this program. Municipalities need to be encouraged to include pedestrian and bicycle projects among those which they propose to fund, and make such adjustments in the program and project selection process so that these projects are ultimately selected and funded.

As with county aid projects, all projects funded under municipal aid program are subject to the NJDOT policy which requires that all "...bicycle and pedestrian traffic should be incorporated into the planning, design, construction and operation of all projects and programs funded or processed by the NJDOT."

Discretionary Aid Program

The Discretionary Aid Program provides funding to address emergency or regional needs throughout the state. Any county or municipality may apply at any
time. These projects are approved at the discretion of the Commissioner.

As "state funded" projects, all projects funded under the discretionary aid program are subject to NJDOT policy which requires that all "...bicycle and pedestrian traffic should be incorporated into the planning, design, construction and operation of all projects and programs funded or processed by the NJDOT."

The Department will pay 75% of the award amount at the time of the award of construction with the remaining amount to be paid upon project completion.

In FY98 and FY99 this program was used a significant funding source for independent pedestrian and bicycle projects. In FY98, the Commissioner earmarked a minimum of $1.5 million of Discretionary Aid to be used for pedestrian projects. In FY99, $1.5 million was earmarked for pedestrian projects, and $10.0 million was earmarked for bicycle projects.

**Locally Initiated Bicycle Projects**

Provides funds for municipalities and counties for the construction of bicycle projects. These could include roadway improvements which enable a roadway or street to safely accommodate bicycle traffic, or designated bikeways (signed bike routes, bike lanes, or multi-use trails). The solicitation for project applications occurs at the same time as the solicitation for municipal aid projects. Applications are solicited, evaluated, and rated by NJDOT staff. Based on this evaluation, a list of recommended projects is proposed to the Commissioner of Transportation, who makes the final selection. The program is administered by NJDOT's Division of Local Government Services.

**Locally Initiated Pedestrian Projects**

Provides funds for municipalities and counties for the construction of pedestrian access and safety improvements. The solicitation for project applications occurs at the same time as the solicitation for Municipal Aid projects. Applications are solicited, evaluated, and rated by DOT staff. Based on this evaluation, a list of recommended projects is proposed to the Commissioner of Transportation, who makes the final selection. The program is administered by DOT's Division of Local Government Services.

**County or Municipal Capital (Public Works) Funding**

County or Municipal funding can be used to fund pedestrian improvements sidewalks, trails, crosswalks, signals, traffic calming, etc., on rights of way under county or municipal jurisdiction by including the project in the municipal (or county) budget, or bonding for it, just as they are used to fund the construction and rehabilitation of roadway improvements for cars. Pedestrian improvements can be fully or partially assessed against the property owners along whose frontage the improvement (ordinarily a sidewalk) is placed.

As with other categories of funding, bicycle and pedestrian improvements may
be incidental to (a part of) larger, roadway projects; or they can be independent, i.e. solely to address pedestrian needs.

Even small amounts of funding in county or municipal sources can be very important since they may be used to leverage or show local commitment in applications for other funding sources (e.g. TE, Local Aid For Centers, etc.).

**Special Assessment Districts**

Another form of municipal funding is through the creation of a local Special Improvement District (SID). The Borough of Fair Lawn (for example) established a Special Improvement District in which assessments are made on those seeking to develop or improve property. The Borough provided $100,000 in matching funds. The funding is used for infrastructure improvements including pedestrian improvements within the district. Here, also, funding can be used to leverage or show local commitment in applications for other funding sources.

**Transportation Development Districts (TDD)**

A Joint state/county program in New Jersey in which transportation improvements within a defined growth area are funded through a combination of public funding and developer contributions (for new developments) within the district. Theoretically, independent pedestrian improvements can be included in the infrastructure improvement plan developed through a joint planning process for the district, and funded through the TDD.

**Green Acres**

State Green Acres grants and loans can and have been used to fund pedestrian projects such as multi use trails and trail head facilities. Funding for state, county and local governments (and non-profits - acquisition only with a 50% match) is available for land acquisition and facilities development. The source of these funds is state bond issues. The program is administered by the Green Acres Office in the Department of Environmental Protection.

**Developer Provided Facilities**

The current Residential Site Improvement Standards currently in effect in New Jersey require new residential developments to include sidewalks. Other municipal and state zoning or access code regulations have been used to require developers to provide both on site and off site improvements to benefit bicycle and pedestrian traffic.