Developing and Implementing the City of Los Angeles' Transit Corridors Strategy

Coordinated Action toward a Transit-Oriented Metropolis

October 1, 2012

Executive Summary

Roadway congestion is hindering Los Angeles' competitive advantage as a global gateway and detracting from the region's quality of life. Recognizing these issues, voters approved the $36 billion dollar Measure R sales tax in 2008, which will provide more than $10 billion for new fixed-guideway transit projects in Los Angeles County—one of the largest investments in transit in the United States. Mayor Antonio Villaraigosa has worked to ensure that the City of Los Angeles takes advantage of the transformative potential this transportation investment can have on communities.

To date, the City's efforts to become transit oriented have not been as coherent or effective as City leaders envisioned. Therefore, the Mayor's office, Metro and others recognized that the City of Los Angeles needed a comprehensive strategy to foster transit orientation. Mayor Villaraigosa convened a "TOD Cabinet" in December 2011 tasked with developing and implementing a city-wide strategy. The Cabinet is comprised of staff members from the Mayor's Offices of Transportation and Economic and Business Policy, the Departments of City Planning, Housing, and Transportation, the Housing Authority of the City of Los Angeles, the Bureau of Engineering, and the recently disbanded Community Redevelopment Agency. The Mayor also invited staff from the Los Angeles County Metropolitan Transportation Authority (Metro) to join the Cabinet and engaged private sector specialists during several Cabinet meetings.

In early 2012, our team of transit orientation experts was asked by Metro to work with the City of Los Angeles' TOD Cabinet to lay the groundwork for developing the City's strategy. We did so by meeting extensively with the Cabinet to develop a menu of potential transit orientation tactics that the City and its partners could implement, using the suggested tactics to help infer and define the City's transit orientation goals, undertaking an exhaustive review of Los Angeles' existing policies and procedures related to transit orientation, and conducting case studies of other transit-oriented locations. The findings presented in this report serve as a starting point for the City of Los Angeles to produce an evolving strategy that is coordinated with the transit orientation efforts to be undertaken by City partners.

Findings from Case Studies

Based on case studies conducted in nine cities across the globe, we have found that the most successful locales, including Copenhagen, Hong Kong, Curitiba, and the Rosslyn-Ballston corridor in Arlington, Virginia, pursued their transit orientation goals through four overarching methods:

- Concentrating on a few corridor-based and market-supported opportunities to shape urban form;
- Leveling the playing field between automobiles and transit in terms of dedicated public space, user cost, and user convenience;
- Developing a compelling and "bumper sticker-worthy" description of how the region would grow around transit corridors that stuck in residents' minds for decades; and
- Approaching every decision and action as an opportunity to make the city more transit-oriented.

Findings from Existing LA Transit Orientation Policies

Through a review of existing City of Los Angeles and Los Angeles County Metro transit orientation policies and procedures, we found that many actions have already been taken toward a transit-oriented Los Angeles. For instance, the General Plan has been transit-oriented for nearly 40 years and a viable transit orientation policy exists but has been "sitting on the shelf" since it was passed jointly by L.A. City Council and Metro's board in 1993. Los Angeles already has many transit orientation policies, but it has

lacked collaboration across its departments, has inconsistently coordinated its efforts with outside players, and has focused on higher level policymaking and implementing land use plans—with few notable plans being successfully completed. Prior efforts were pursued without a method for prioritizing and implementing thousands of other actions that will be required to shift the needle in Los Angeles. For instance, we found numerous tactics enumerated in the 1993 Land Use/Transportation Policy that did not require land use plans or other policies to be modified, have not been implemented, and still have merit in 2012.

During our review, we also found Los Angeles has historically considered planning for land use and transit integration at multiple scales but very infrequently at the corridor scale. We believe that the transformations that Los Angeles' transit orientation stakeholders hope to achieve are optimally considered at the corridor scale, the scale at which many tactical approaches apply. To keep this front of mind, we recommend that the City's transit orientation strategy be called the City of Los Angeles Transit Corridors Strategy.

Identifying Potential Tactics and Goals for the Los Angeles Strategy

As part of our involvement in the development of this strategy, we listened extensively to individuals within the City and L.A. Metro who play a role in defining Los Angeles' physical form as they discussed their visions of the region's future. These discussions focused on the transformation of Los Angeles into a place that is known for its sustainability and its livability rather than its traffic congestion. These were not narrow discussions of "transit-oriented districts" or "transit-oriented development." City stakeholders were interested in achieving much broader metropolitan transit orientation. Reflecting their broad transit orientation goals and constrained by values deemed important by City departments, Cabinet members suggested transit orientation tactics that they hoped to undertake.

From Cabinet member suggestions, existing policies, case study findings, and a review of best practices, we have aggregated an initial "menu" of more than 170 tactical actions that City of Los Angeles staff is willing, if provided the resources and policy direction, to undertake to promote transit orientation. These tactics are not all of the transit orientation efforts that the City could undertake. Nor is the list limited to politically viable tactics. We have generated an initial menu that will expand as City staff continues to brainstorm and as the City's partners bring their own suggestions for consideration. It is anticipated that this menu will grow rapidly and only get smaller when initiatives are fully implemented.

This "menu" is a resource that the City can refer to when developing its evolving transit orientation strategy. In any given year, the City will only have the capacity to implement a small number of the tactics that will accumulate in this growing list. The City will have to prioritize its efforts. In addition to input by the City's partners about their priorities and resources, the database includes information about the tactics that can help the prioritization process. For instance, querying the tactic database, we determined that approximately 20 of the 172 tactics in the database as of June 2012 could be fully implemented within one year and more than one quarter are considered both highly feasible to implement and would have a high impact on Los Angeles' transit orientation.

While it will be up to the City and its partners to use the tactical menu to define an evolving strategy, we used the tactic database to inform our implementation recommendations. For instance, one query of the tactic database highlighted the fact that transit orientation relies heavily on actions falling outside of the purview of the Department of City Planning, the prototypical home of transit-oriented planning. This helped us identify other departments that could take a leadership role in the L.A. Transit Corridors Strategy. We also found that less than one third of the tactics rely on new real estate development to

have an impact on the transit orientation of Los Angeles and the wellbeing of Angelenos, a finding unexpected by many individuals familiar with common definitions of transit-oriented development.

We used the initial list of tactics to better understand what "transit orientation" meant within the City of Los Angeles. We had learned early in the process that staff were talking about definitions of transit orientation that extended well beyond the notions typically associated with either "transit oriented districts" or "transit oriented development". By examining the underlying purpose of each of the tactics suggested by staff, we were able to better understand the intentions and aspirations of the City of Los Angeles and Los Angeles County Metro. Their tactical ideas indicated to us certain strategic objectives, approaches, goals, and values for the Transit Corridors Strategy. We shared our observations with the Mayor's TOD Cabinet, suggested strategic language, modified that language based on the Cabinet's feedback, and have developed an initial set of strategic components that could be adopted as part of the City's official strategy. Emerging from this process, we determined that transit-oriented tactics considered by the City targeted at least one of the following four transit orientation goals while consistently upholding four transit orientation values.

VALUES:

- **Environment**: Foster a safe, healthy, and environmentally sustainable region.
- **Equity**: Foster equal access to opportunity and equitable treatment for all.
- **Engagement**: Foster social interaction and community vitality.
- **Economy**: Foster an economically prosperous and resilient region.

GOALS:

- **Jobs**: Foster attractive and diverse employment opportunities in highly accessible locations.
- **Housing**: In highly accessible locations, foster housing options that meet diverse housing needs.
- **Quality of Life**: In highly accessible locations, foster the provision of basic services and additional community benefits.
- **Connectivity**: Foster diverse transportation options that reduce overall travel time and out of pocket transportation costs

Most of the transit orientation tactics under consideration by the City touch on several of these goals while upholding all of these values. For instance, one approach to making the City more transit oriented is to produce and preserve affordable housing near transit. Tactics associated with that transit orientation approach directly address goals related to housing and quality of life while upholding all four of the values. The same tactics also indirectly address jobs and connectivity while upholding the four values.

Reflecting these observations about the City's values and goals, the City of Los Angeles recently developed the following working definition of transit orientation to frame their efforts:

> "Transit orientation arises from policies that promote and coordinate planning and implementation activities to create, preserve, and enhance employment, economic development, affordable and workforce housing, and community services along transit, so that all stakeholders share in the benefits of growth and revitalization created by transit investment. Transit orientation is built on a foundation of values related to equity, economy, environment, and engagement. The ultimate goal is to provide communities, including people of all incomes and ethnic backgrounds, access to quality transportation, housing and economic opportunities while ensuring their participation in the community development process."

The next step will be for the City of Los Angeles to partner with other players who shape Los Angeles' future to reconsider the goals, coordinate tactical approaches, and define a shared and compelling transit-oriented vision of Los Angeles—a "bumper sticker-worthy" description of a transit-oriented future.

Iterative Refinement and Implementation of the City's Strategy

A strategy is an evolving understanding of the methods by which an organization will achieve its purpose. In this instance, the City's Transit Corridors Strategy must tell City staff and their partners what transit orientation tactics they should focus on each day and in the future. Carrying out a strategy to achieve the City's goals will require the following critical actions on the part of City Council, the Mayor's Office, and the existing TOD Cabinet:

- The Mayor or Council should institutionalize a collaborative protocol within the City of Los Angeles similar to the Mayor's TOD Cabinet to coordinate the transit orientation activities of City departments;
- The Mayor or Council should establish the new cabinet such that City departments will remain invested over the long time period that it will take to see the results of most transit orienation efforts;
- The new cabinet should be formulated such that the institution survives dozens of political cycles;
- City leadership should validate the creation of the new cabinet and its high-level goals so that City staff are empowered to foster a transit-oriented metropolis with every decision they make;
- The new cabinet should be tasked with regularly developing an internal prioritization of the City's transit orientation efforts;
- The new cabinet should be created such that it serves as a centralized touch-point for external "Transit Orientation Partners" when communicating with the City about transit-orientation efforts;
- The new cabinet should be tasked with collaborating with external players to refine a shared transit-oriented vision for the city's future;
- The new cabinet should be tasked with regularly engaging external players to collaboratively align the City's goals, approaches, and tactics with the priorities, resources, and efforts of its public- and private-sector partners;
- The new cabinet should be tasked with regularly evaluating City departments progress in implementing transit orientation tactics; and
- The new cabinet should be tasked with regularly reporting on implementation plans and progress to City leadership and external players.

We believe that it is very desirable and feasible for the City of Los Angeles to become more transit-oriented. The following report describes our findings and can serve as an input into the City's process of developing a City-wide Transit Corridors Strategy that, with proper implementation, can help it achieve its transit orientation goals and fully leverage the opportunity that Measure R presents.

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Acknowledgements & Authorship

About this Report

This report has been created under a contract with Los Angeles County Metro as part of the Authority's efforts to promote transit-oriented districts in Los Angeles County. Metro's regional transportation responsibilities include supporting land use decisions that reduce both congestion and the need for increased roadway capacity as well as funding improvements that integrate transit stations with their surrounding communities. Because the City of Los Angeles formed a TOD Cabinet to develop a transit orientation strategy that would identify specific and actionable changes in policies and procedures, Metro sought to aid the City's effort by sponsoring the writing of this report via Metro's TOD Planning Grant program. While the City of Los Angeles is different from other cities in the region due to its size and the number of fixed-guideway transit stations, Metro believes that many of the policy and procedural changes considered for the City of L.A. Transit Corridors Strategy could be directly transferable to other cities in Metro's service area.

About the Consulting Team

This document was a prepared by a team of preeminent transit orientation specialists from the University of California Berkeley and a group of subcontractors who leveraged their proximity to case study sites to identify insights about transit-oriented places. Ian Carlton, the team leader, is a TOD consultant whose experience spans the production of TOD toolkits for the Federal Transit Administration and U.S. Department of Housing and Urban Development to advising officials on 40-square kilometer TOD plans in China. He is also one of Professor Robert Cervero's doctoral advisees at the University of California Berkeley where he has participated on numerous TOD-related research projects. Professor Robert Cervero is considered the foremost global expert on TOD and a lead author of this report. He has published several books and more than one hundred articles on TOD-related subjects. The team also engaged other nationally recognized TOD advisors from TransACT to deliver insights from a real estate market-oriented vantage point. William Fleissig, President of TransACT, is a veteran TOD planner and real estate developer who was instrumental in the development of the Strategic Plan for Downtown Los Angeles and formerly taught in the urban planning programs at both UCLA and USC.

Team members have worked on TOD policy at the local, regional, state, federal, and global scales. At the local level, they have provided strategic guidance to governments or transit agencies in Los Angeles, San Francisco, Berkeley, Palo Alto, Pleasanton, Emeryville, and Lake Forest, California; Denver and Boulder, Colorado; Atlanta, Georgia; Honolulu, Hawaii; Cambridge and Boston, Massachusetts; Grand Rapids, Michigan; Minneapolis, Minnesota; Billings, Montana; Albuquerque, New Mexico; Charlotte, North Carolina; Portland, Oregon; Plano and Houston, Texas; and the District of Columbia. In addition to consulting on the drafting of SB 375 and AB 32 legislation, the team is well versed in their implementation through work with the UC Berkeley Institute for Urban and Regional Development. Team members have also conducted research on the co-benefits of transit-oriented land uses, including health, safety, and environmental research.

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1. Introduction

The Los Angeles region's traffic is a compelling reason to invest in transit services that provide citizens an alternative to gridlocked highways. However, there exists concern that billions of dollars of Measure R investments in rail transit and other transport infrastructure improvements could have little impact on this infamously auto-centric metropolis unless complementary changes are made to local policies. Los Angeles' Mayor, Antonio Villaraigosa, has set out to make changes that will promote transit utilization, eliminate barriers that might prevent investment around transit, and coordinate public and private activities toward the same goals. This document discusses research conducted by experts from the University of California-Berkeley that lays the foundation for a strategic approach to improve Angelenos' quality of life by making the City of Los Angeles a more transit-oriented place.

Roadway congestion is hindering Los Angeles' competitive advantage as a global gateway. Firms and households are making location choices based on highway bottlenecks rather than more productive rationales and people are organizing to promote quality of life initiatives to counteract the detrimental impacts of the auto-centric lifestyle peculiar to Los Angeles amongst cities of its size. While smog is no longer the primary motivation, Los Angeles is looking to transit as a solution to its woes in 2012 with the same fervor it did in the 1970s and 1980s. When the voters approved Measure R in 2008, Los Angeles began pursuing the largest investment in transit in the United States. More than $10 billion will be spent on new fixed-guideway transit projects in Los Angeles County and the City of Los Angeles will eventually have more than 110 fixed-guideway transit stations, a 50 percent increase from today.

However, many feel that the transit investments may have little impact as a result of Los Angeles' deeply ingrained reliance on the automobile. Some fear that few new riders will join former bus riders on new rail and bus rapid transit facilities, that firms and households will continue to rely heavily on automobile transport, and the City of Los Angeles will continue to be oriented to its gridlocked highways. Billions of dollars in transit investment could fall on deaf ears, make little difference to citizens, and have little impact on the future of Los Angeles.

To ensure that the opportunities presented by Measure R are fully leveraged by the City of Los Angeles, Mayor Antonio Villiagarosa has worked diligently to support the planning and construction of new transit lines and has set out to advantage of

What is transit orientation?

- Transit orientation varies across cities. Each transit-oriented city profiled in this report's case study section has a unique look and feel. However, in all of the examples, the entire city is accessible to the able bodied, infirm, young, old, and disabled alike.
- Transit orientation varies within cities. No two neighborhoods are the same. Variation includes both differences in local access to transit and differences in community benefits that support transit-oriented lifestyles.
- We speak of "transit orientation" broadly. It can relate to decision making, places, services, or visions of a city's future. Being a "transit-oriented" place does not necessarily mean that most trips in a neighborhood or city are taken by transit. In transit-oriented metropolises, transit is typically a viable option for most trips while driving may actually be a more attractive option for most people.
- We avoid the common term "transit-oriented development" because it means different and specific things to various people (for instance, individual real estate development projects or densely populated transit station areas).
- We also refrain from using "transit-oriented districts" because that framing of transit orientation can geographically constrain discussion.

the transformative potential that transportation investments can have on communities. Within its boundaries, the City of Los Angeles regulates what can be built on virtually all private property and is the primary institution responsible for providing and maintaining the public realm. Therefore, actions taken by the City of Los Angeles strongly influence how transit investments will perform and how the public and private realms will respond to those investments.

Villaraigosa, currently the Mayor of the City of Los Angeles and the Chair of the Los Angeles County Metropolitan Transportation Authority's board of directors, convened a "TOD Cabinet" in December 2011 tasked with ensuring that the City of Los Angeles takes advantage of the opportunities Measure R transit investments afford it by developing a City-wide Transit Corridors Strategy. The Cabinet is comprised of staff members from the Mayor's Offices of Transportation and Economic and Business Policy, the Department of City Planning, the Housing Department, the Housing Authority of the City of Los Angeles, the Department of Transportation, the Bureau of Engineering, and the Community Redevelopment Agency. Additionally, the Mayor invited staff from Los Angeles County Metro to attend. The Mayor has also engaged private sector professionals from transportation and land use planning consultancies, non-profit community organizations, for-profit and non-profit real estate development companies, and advocacy groups. The Cabinet was established as a short-term effort to produce a long-range City-wide Transit Corridors Strategy.

In 2010, the Center for Transit-Oriented Development published a report on creating successful transit-oriented districts in Los Angeles that called for the City to develop a city-wide TOD strategy. Such a strategy would coordinate and pool the City's limited resources toward common goals. They argued that a TOD strategy should provide a vision for future growth, identify regulatory changes to support the vision, consider the prioritization of investments across geographies, and serve as a coordinating document for private and public sector actors. In particular, the report discussed the need for greater inter-departmental and inter-agency collaboration because departments were expending resources without a common vision for the future.

How does the City of Los Angeles define transit orientation?

- "Transit orientation arises from policies that promote and coordinate planning and implementation activities to create, preserve, and enhance employment, economic development, affordable and workforce housing, and community services along transit, so that all stakeholders share in the benefits of growth and revitalization created by transit investment. Transit orientation is built on a foundation of values related to equity, economy, environment, and engagement. The ultimate goal is to provide communities, including people of all incomes and ethnic backgrounds, access to quality transportation, housing and economic opportunities while ensuring their participation in the community development process."

Without a doubt, numerous actors are already taking steps to make Los Angeles a more transit-oriented metropolis. However, efforts have not been aimed toward a unified vision or set of goals. In fact, conflicts exist between City of Los Angeles departments. In the case of the Housing Department, their efforts focus on making transit-accessible places more affordable for low and moderate-income families and preserving affordability for existing communities. In the case of the Department of City Planning, the focus has been broadly framed around creating livable neighborhoods that support transit. Both departments seek to capture value from private developers—perhaps through negotiated exactions or zoning requirements. The value can be maximized when real estate development is optimally profitable, perhaps

high-end and, on the surface, counterproductive to affordability goals. Also, the projected value that can be captured is finite and cannot support streetscape improvements, enhanced architectural designs, affordable housing, and other community benefits to the extent each department would like. Reconciling such issues typically occurs as the implementation of individual community plans is negotiated rather than beforehand when common ground can more easily be found. It is hoped that the process of developing a collaboratively generated transit orientation strategy will offer a forum where a common vision and set of goals can be fleshed out by the full set of transit orientation players in Los Angeles.

The formation of the Mayor's TOD Cabinet offered departments within the City of Los Angeles an opportunity to discuss and coordinate investments toward a transit-oriented metropolis. In early 2012, our team was asked by Metro to work with the City of Los Angeles' TOD Cabinet to help develop its city-wide transit orientation strategy. As part of our involvement in the development of this strategy, we listened extensively to individuals within the City and Los Angeles County Metro—both of whom play a role in defining the physical form of Los Angeles—as they discussed their visions of the future. While conversations amongst Cabinet members were typically framed around "transit-oriented districts" or "transit-oriented development" and often started with discussions about encouraging dense real estate investment in close proximity to transit, the conversations invariably grew much broader.

Cabinet members spoke of "changing the behavior of the average commuter" or "making it safe and hospitable to walk to your hair appointment." The TOD Cabinet's discussions were not only about "TOD" defined as real estate development, land use density, or transit ridership. Rather, the Cabinet focused on the transformation of Los Angeles into a place that is known for its livability for all citizens rather than being known primarily for its traffic congestion. The Cabinet has served as a place where efforts can be coordinated to work toward a common strategic vision that aims to provide all Angelenos a future with more choices and opportunities.

Can Los Angeles feasibly become transit oriented?

Certainly.

- Traffic impacts are a clear motivation for transit orientation.
- Having been built around streetcar lines, Los Angeles has great transit "bones."
- L.A. County Metro already operates the 3rd largest U.S. transit system.
- The L.A. market for dense urban living and working already exists.
- As already found in downtown, there are many opportunities for dedicated transit lanes.
- Leveling the playing field between autos and transit is underway with congestion pricing and parking pricing pilots.
- Political will exists, per Measure R, to fund transit enhancements.
- New community groups have formed to promote transit and a transit-oriented metropolis.
- Several corridors of opportunity could be realistically targeted for improved transit-oriented urban form.

Our study found that for Los Angeles to become a more transit-oriented metropolis, the City will need to take thousands of actions that are coordinated with many other players according to a "game plan" that evolves with dynamic markets, changing political winds, and the availability of resources. In this report, we discuss our findings from a review of the City of Los Angeles' current policies and procedures as compared to global best practices. We have also proposed a set of values, goals, approaches, objectives and tactics that can serve as starting points for Los Angeles' strategy to become a transit-oriented metropolis. We have identified implementation steps that would allow the City's strategy to adapt and improve from this starting point. This report is not a strategic planning document that the Los Angeles City

Council can adopt; it does not identify the specific actions that must be taken; nor does it prescribe a timeline for achieving goals. This report is a waypoint on a long campaign that Los Angeles must undertake to become a more transit-oriented metropolis.

Characteristics of a Transit Orientation Strategy

A strategy is an evolving understanding of the methods by which an organization will achieve its purpose. The development of a strategy is typically outwardly focused and balanced by internal means and values. Strategy considers potential changes in the environment and, after determining the potential effects of those changes, identifies actions that can be taken to maximize benefits and minimize detriments of those effects. In addition to identifying actions, an effective strategy considers the scarcity of resources available for the parallel and successive implementation of various tactics.

An effective strategy prioritizes, empowers, and coordinates the activities of the organization. The strategy tells an organization's staff which tactics are available to implement each month and which tactic to implement first. An effective strategy empowers staff to take actions knowing they will be acceptable to higher-ups. An effective strategy also thoroughly considers the coordination of actions so that staff knows their implementation will neither jeopardize the actions of others nor jeopardize achieving the overall vision.

An effective strategy also evolves based on its implementation. An organization's methods will adjust based on observable changes in the environment, particularly those caused by actions that the organization has already implemented. If an action has successfully moved an organization closer to its goal, it may be repeated or built upon. In some cases, an action may initially move an organization closer to its goals but negatively impact what the organization values. In cases where an action has had no impact or has been detrimental, the action may be modified, ceased, or a counter-action may be developed.

Elements of a strategy

- Vision: A communicable image of the future
- Goals: Aims and motivations, informed by the vision, that help guide and inspire a host of individual actions
- Values: Measures against which all potential actions are evaluated
- Approaches: Salient conceptualizations of how goals can be accomplished. These are the organization's strategies to achieve goals and vision.
- Objectives: Measurable targets that are impacted by tactics
- Metrics: Measures of an organization's activities and performance
- Tactics: Actions that can be undertaken by designated owners at specific times to achieve objectives that help an organization reach its goals.

This feedback loop between strategy and implementation is already working in Los Angeles. This document is a step toward correcting the City's existing strategy to become transit-oriented, one that has neither been coherent nor effective. Actions have been taken piecemeal, often at a policy level, and with little impact on the look and feel of the City. The discourse has often focused on things that cannot happen rather than those things that can. For instance, in spite of an obvious lack of resources to fully implement the tactic, staff attention has focused on the need to implement transit-oriented land use plans. There has been no collaborative discussion about redirecting the resources that do exist to a strategically beneficial alternative. These issues were recognized by the Mayor's office, Metro, the Center for Transit-Oriented Development and others. They determined that the City of Los Angeles needed a coherent TOD strategy. Feedback from what has been unsuccessful thus far has spurred improvement in the City's strategy.

Key Findings

Based on case studies conducted in nine cities across the globe, we have found that there is no silver bullet to becoming a transit-oriented metropolis. For a city to become transit-oriented, thousands of actions must be taken toward a common vision of the future. Roadway design standards, traffic laws, zoning standards, vehicle safety laws, architectural guidelines, highway finance mechanisms, housing finance standards, and many other actions have contributed to the auto-centric landscape that pervades much of the Los Angeles region today—a region that was previously quite transit oriented. A commensurate revision to the status quo must be undertaken to reorient the City toward transit and $10 billion in Measure R-funded transit projects is only the first step.

The most successful locales, including Copenhagen, Hong Kong, Curitiba, and the Rosslyn-Ballston corridor in Arlington, Virginia, accomplished their transit orientation goals through four overarching methods: concentrating on limited corridor-focused and market-supported opportunities to reshape urban form; leveling the playing field between automobiles and transit in terms of dedicated public space, user cost, and user convenience; developing a compelling and "bumper sticker-worthy" description of how the region would grow around transit corridors—a vision that stuck in residents' minds for decades; and approaching every decision and action as an opportunity to make the city more transit-oriented.

Based on a review of existing City of Los Angeles and Los Angeles County Metro transit orientation policies and procedures, we found that many actions have already been taken to orient Los Angeles toward transit. For instance, the General Plan has been transit-oriented for nearly 40 years and a viable transit orientation policy exists but has been largely "sitting on the shelf" since it was passed jointly by City Council and Metro's board in 1993. That said, there are numerous things that can be done to improve existing policies and procedures. It is also apparent that the policies and activities of other organizations have a profound impact on the City's transit orientation. The City's actions must be coordinated with partners who are willing to work with the City to influence Los Angeles' future.

During our review, we also found Los Angeles has historically considered planning for land use and transit integration at multiple scales but very infrequently at the corridor scale. We believe that the transformations that Los Angeles' transit orientation stakeholders hope to achieve are optimally considered at the corridor scale. To keep this front of mind, we recommend that the City's transit orientation strategy be called the City of Los Angeles' Transit Corridors Strategy—a name conceived by participants in the Mayor's TOD Cabinet.

Based on transit orientation tactics that were suggested by City of Los Angeles and Los Angeles County Metro staff—along with subsequent input by the TOD Cabinet—we identified strategic objectives, approaches, goals, and values that could become part of the City's Transit Corridors Strategy. From the tactics suggested by City departments, we inferred that the City has the four transit orientation goals and pursues those goals with four transit orientation values always in mind. These are described in the two tables below.

Table 1: Interpretation of the City of Los Angeles' Transit Orientation Values as of June 2012

Value	Description
Environment	Foster a safe, healthy, and environmentally sustainable region.
Equity	Foster equal access to opportunity and equitable treatment for all.
Engagement	Foster social interaction and community vitality.
Economy	Foster an economically prosperous and resilient region.

Table 2: Interpretation of the City of Los Angeles' Transit Orientation Goals as of June 2012

Goal	Description
Jobs	Foster attractive and diverse employment opportunities in highly accessible locations.
Housing	In highly accessible locations, foster housing options that meet diverse housing needs.
Quality of Life	In highly accessible locations, foster the provision of basic services and additional community benefits.
Connectivity	Foster diverse transportation options that reduce overall travel time and out of pocket transportation costs.

Most of the transit orientation tactics under consideration by the City touch on several of these goals. For instance, one approach to making the City more transit oriented is to produce and preserve affordable housing near transit. Tactics associated with that transit orientation approach directly address goals related to housing and quality of life while upholding all four of the values. The same tactics also indirectly address jobs and connectivity while upholding the four values.

Notably, the City's agenda is broader than what many stakeholders currently consider "transit-oriented districts" or "transit-oriented development". For instance, the proposed goals are relevant to much more than real estate development or urban design. According to these goals, the City might improve Los Angeles' transit orientation by adding transit directions to any City communication that already includes driving directions. So that the City's efforts are not assumed to be narrowly constrained to any other group's notion of TOD (with "D" as either "districts" or "development"), we have refrained from using the term "TOD" when talking about the City's strategy to become a transit-oriented metropolis. This is one more reason that we recommend that City's strategic efforts be distinctly branded as the City of Los Angeles' Transit Corridors Strategy.

The next step in defining Los Angeles' unique approach to transit orientation will be for the City of Los Angeles to partner with other players who shape Los Angeles' future to reconsider the strategy's goals, coordinate tactical approaches, and define a shared and compelling vision for Los Angeles—a "bumper sticker-worthy" description of a transit-oriented future that becomes ingrained in the minds of citizens and City staff alike.

Carrying out a transit orientation strategy will require several critical actions on the part of City Council, the Mayor's Office, and the existing TOD Cabinet. We believe the City must permanently institutionalize a collaborative setting similar to the Mayor's TOD Cabinet in a format that will keep City departments engaged and be able survive multiple political cycles. City Council must validate the high-level goals of the evolving strategy so that departments are empowered to pursue actions that foster a transit-oriented metropolis. The strategy itself must evolve with changes occurring outside of City Hall, so the City must have a means of regularly engaging external players to refine the strategy and to coordinate internal and external actions over multiple implementation cycles.

We believe that it is very desirable and feasible for the City of Los Angeles to become a more transit-oriented metropolis. This report describes our findings and can serve as the starting point for a City-wide Transit Corridors Strategy that will evolve and, with continuous incremental implementation, can help the City achieve its transit orientation goals.

2. Case Studies

The following case studies from the United States and abroad are designed to provide guidance to Los Angeles as it seeks to become a more transit-oriented metropolis. Though the specific circumstances in the nine locales profiled here vary greatly from one another and from Los Angeles, they highlight common themes that all cities must address if they wish to become successful transit-oriented places.

The case studies include profiles of transit-orientation at four scales—project, district, corridor, and metropolitan area—and provide critical insights along several dimensions. The domestic case studies vary from the project to district to corridor scales, while the international case studies are all successful examples of transit orientation at the metropolitan scale—something that does not exist to the same extent domestically.

We selected the cases based on our knowledge of well-established success stories, other examples that are more cautionary, and cities that reflect LA's own demographics and challenges. We then conducted literature reviews of each locale's experience with transit-orientation, and interviewed key players. In all instances, at least one of our research team members has visited the location. From this research, we developed lists of important tactics that the cities used or failed to use, and identified overarching themes that cut across all of the experiences profiled.

What we found is that the most successful cities were motivated by three major goals, and accomplished these goals through four overarching methods. The three major goals include staying economically competitive at the global scale, creating a livable city that can retain knowledge workers and attract new firms, and promoting a city with strong social fabric where all walks of life interact face to face.

The most successful cities, including Copenhagen, Hong Kong, Curitiba, and the Rosslyn-Ballston corridor, accomplished the three goals through four overarching methods: concentrating on limited corridor-focused and market-supported opportunities to reshape urban form; leveling the playing field between automobiles and transit in terms of dedicated public space, user cost, and user convenience; developing a compelling and "bumper sticker-worthy" description of how the region would grow around transit corridors that stuck in residents' minds for decades; and approaching every decision and action as an opportunity to make the city more transit-oriented.

The lessons learned from these case studies can help Los Angeles join the ranks of successful transit-oriented metropolises.

Domestic Case Studies—Executive Summary

The following case studies are examples of four efforts to build transit-oriented projects, districts, or corridors in the United States. In contrast to the international case studies presented later in this paper, the domestic case studies are not all best practices: they are a mixture of examples of what to do and what to avoid when implementing transit-oriented places.

The transit orientation efforts profiled here include two large transit-oriented projects (Oakland's Fruitvale Village and San Diego's Market Creek Plaza in California), one station area (Beaverton's Beaverton Round station area in the Portland, Oregon metro area) and one corridor (Arlington, Virginia's Rosslyn-Ballston corridor). None of these locations are identical to Los Angeles, but they cover a range of environments that are generally congruous with LA's own wide range of densities, economic circumstances, and transit availability.

There are many recurring themes that Los Angeles can learn from these case studies:

- Promote realistic development projects that fit the existing market;
- Support the development of sites that are accessible and readily developable;
- Distinguish between the markets that exist along a single corridor;
- Engage in continuous planning and rezoning to make development feasible;
- Remain dedicated to a transit oriented vision and numerous actions over the long haul;
- Identify strong neighborhood and institutional partners for transit orientation; and
- Engage the community to produce neighborhood-supported plans.

Promote realistic development projects that fit the existing market

One of the most sobering lessons from cities' experience with transit-oriented development projects is that no matter how noble a real estate project's goal or inspirational its design, it is unlikely to succeed if it does not fulfill a need that exists in the current marketplace. Projects that are "ahead of their times"—those that would succeed if underpriced parking, underpriced automobile emissions, and other market distortions were reduced in American cities—have merit, but they cannot be built without substantial subsidy. Sufficient subsidies take time to aggregate so some "successful" transit-oriented projects have taken decades to come to fruition.

Beaverton, Oregon, sought to build a transit-oriented project around a light-rail station with frequent service to downtown Portland, and hoped to "lead to market," despite the lack of proven demand for housing and retail near the proposed development. The result has been a disappointing 15-year process in which the envisioned project has never fully come to life. Beaverton pushed for a station location on an unproven site and selected an unqualified developer who presented a plan that was popular with civic leaders but not carefully vetted for financial feasibility. Fruitvale Transit Village is also still incomplete more than two decades after it was envisioned, and its completed first phase relied on more than two-dozen sources of funds, including subsidies to fund approximately half of the cost of the project. Market Creek in San Diego also faced market-related problems because of its ambitious and unrealistic goals for development compared to the existing demand. These projects were overly ambitious and have not created momentum for additional projects.

By contrast, Arlington, Virginia has consistently chosen to promote development in strong submarkets near their regional transit networks and has been very successful in cultivating transit-oriented development along a five-station stretch of the DC Metro transit line that runs between the Rosslyn and Ballston neighborhoods. Markets have proven critical to transit orientation success at all scales and in all geographies.

Support the development of sites that are accessible and readily developable

All of the cities profiled have had to grapple with the suitability of potential development sites both in terms of street network accessibility to other nearby areas and of environmental suitability for redevelopment. Beaverton Round, Fruitvale Village, and Market Creek have all been plagued by poor pedestrian connections to surrounding neighborhoods, which has made them less attractive as places to live and visit. Fortunately for Arlington, Virginia, its leaders fought to make sure the DC Metro rail system was built along an existing commercial corridor with significant existing access points, which has made it much easier to build dense projects. Selecting station locations in areas that do not have adequate connections means that either the city or developers will ultimately need to make costly infrastructure investments.

Many development sites profiled in the case studies were more challenging to build on than originally expected. Beaverton Round and Market Creek both encountered cost overruns and delays as a result of complex brownfield redevelopment processes and other necessary environmental mitigations. Particularly for projects in markets where dense urban real estate product is unproven, it is worth the extra planning effort to identify sites that are ready to be developed and that already have strong connections to existing street networks.

Distinguish between the markets that exist along a single corridor

Planners and politicians must realize that transit-oriented places come in many shapes and sizes and that real estate investment can be responsive to numerous market situations if investors are allowed to meet the demands of particular sub-markets. As noted above, real estate development projects must serve a market. Markets can be highly localized such that one type of development is viable on one section of a transit route but not viable just one or two stations away. Arlington recognized the submarkets along the three-mile Rosslyn-Ballston corridor and tailored zoning and other public sector actions to the particular strengths of each area. Plans, policies, and infrastructure elements were unique to each segment of the corridor. The result is five station areas that knit together seamlessly into a corridor of commercial and residential properties.

Engage in continuous planning and rezoning to make development near transit feasible

Transit-oriented land use plans should be treated as living documents that are continuously updated and modified as necessary. Beaverton Round has been hampered by an early land-use plan that was unrealistic and never properly revised. San Diego was slow to revise plans and regulations to make the Market Creek project's innovative designs feasible, and the developer sometimes languished without the certainty that the project could be built from a regulatory standpoint.

Positive examples of flexible and continuous planning would be Arlington's Rosslyn-Ballston corridor and Oakland's Fruitvale Village. After making many changes to accommodate Fruitvale Village, Oakland recently created a new transit-oriented land use plan that covers portions of the same area when the local transit operator decided to build BRT along an adjacent corridor. Since the opening of the Metro stations on the Rosslyn-Ballston Corridor, Arlington has continued to reevaluate their progress and make changes to their planning code every three years on average and their commitment to zoning for transit-oriented development in a variety of market conditions has provided developers a regulatory environment in which they can build.

Remain dedicated to a transit oriented vision and numerous actions over the long haul

The lesson from each of these cities is that transformational projects take a long time to plan, entitle, and build, and cities must remain focused on supporting them for an extended period. Arlington is an example of ongoing success and dedication, with many local planners and civic leaders noting the importance of patience and endurance in seeing transit orientation through to successful implementation. Whereas Arlington's leadership could have spread its attention across all 11 of its Metrorail station areas and many other submarkets in the county, the City's efforts were focused on a corridor where the community had agreed to focus growth. Like some of the international case study cities, Arlington created a thoughtful and illustrative vision of its urban growth, and has set about implementing that vision for decades. No single plan or policy made Arlington successful, but perseverance and a solid foundation have been instrumental.

Fruitvale Village in Oakland has also benefited from dedication, as a non-profit organization continued to push for its development through many years of challenges and changing political winds. Beaverton

Round in Oregon has not proven to be a success story yet, but after 15 years of attempts, its leaders and residents have remained dedicated, and may eventually see its completion if either market demand emerges for Beaverton's aspirations or Beaverton significantly modifies its expectations.

Identify strong neighborhood and institutional partners for transit orientation

Challenging transit-oriented development projects require strong neighborhood partners. Oakland benefitted from the dedicated involvement of the non-profit Unity Council, which has led the Fruitvale Village project. The Unity Council has also fostered valuable partnerships with other outside organizations, such as the Ford Foundation and UC Berkeley. A pitfall of this arrangement, however, has been the lack of real estate management experience amongst the coalition, which illustrates that even a large coalition can lack key players.

In San Diego's Market Creek project, the Jacobs Family Foundation filled a role similar to the Unity Council. This helped to build community buy-in, but it has also proved problematic at times to have a single community-based organization play such a major role without consistently engaging certain types of real estate expertise that are necessary to realize complex development projects. For instance, engagement with real estate lenders and equity partners early in a development process keep development programs realistic.

Engage the community in crafting realistic visions

Dense, walkable, transit-oriented development projects are often a major change in the neighborhoods in which they are built. Engaging the existing community in the planning process is vital to ensuring that transit-oriented project proposals are accepted by residents and firms in the area, but it is also critical that the community develops clear priorities, instead of prioritizing "everything"—and consequently nothing.

The Market Creek project in San Diego faced an especially difficult challenge, since the existing community was wary of the city's planning efforts after previous freeway and transit projects were built without substantial local input. The involvement of a community-based organization helped to assuage the skepticism of the community, though the community-driven plan that emerged failed to set clear priorities for the project. Arlington's local government has had less difficulty building trust and consensus, perhaps in part because so many of its residents work in the government sector.

Merchant engagement is also a key aspect of transit-oriented planning processes. The Fruitvale Village project engaged local merchants through a local business improvement district, which helped tie together the new development with existing merchants on nearby International Boulevard.

Los Angeles will undoubtedly find that community engagement in transit-oriented policymaking across its many neighborhoods is just as varied as it is among the different cases above from across the country.

Transit-Oriented Development Case Study: Fruitvale Village, Oakland, California

Figure 1: Location of Fruitvale Village

The Fruitvale Village, in Oakland, California, is an example of an attempt by nonprofit and government agencies to create a community-driven transit-oriented development project in a low-income, largely Hispanic urban area. The project sponsor, The Unity Council, a community-development organization based in Oakland's Fruitvale district for over 40 years, was instrumental in gathering the community's input, acquiring funds, establishing partnerships, and developing and managing the project.

The project is located 2.5 miles from downtown Oakland along the BART metro rail line, in a neighborhood where roughly half the residents are Hispanic, with sizeable African American and Asian populations as well. The neighborhood's median household income of $36,849 is well below the city-wide average. Travel modes other than driving account for 28 percent of commute trips among the neighborhood's residents.

The project was divided into two phases, during each of which two buildings would be constructed. Only the first phase has been completed. Planning for the first phase began in 1991. It opened in 2003, after garnering grant funding from more than two-dozen government and philanthropic sources to cover half of the cost of development. The first phase redeveloped 5.9 acres of surface parking lots that previously served patrons of the Bay Area's heavy rail agency, BART, into 39,707 square feet of retail space and 114,510 square feet of commercial office and community-services space.[1] A two-block pedestrian walkway and plaza connects the BART station north to the International Boulevard commercial corridor.[2] The first phase includes 47 one- and two-bedroom residential units (10 units of which are designated as affordable); an intermodal bus facility; two City Carshare[3] spaces; a 200-space secure bike parking station;[4] a 150-space shared parking garage, and a five-story BART parking garage.

[1] Unity Council. (2012). Retail information. Retrieved from http://www.unitycouncil.org/retail-information/
[2] Reconnecting America_"TOD 1.0", p. 11
[3] A member based car rental program that allow users to rent a vehicle by the hour or the day. Vehicles are usually located in public parking spaces within proximity to public transit.
[4] A bike station is defined as a building or structure designed for bicycle commuters that may require cyclists to become members in order to secure a parking spot. The Fruitvale Bike Station includes free valet parking, bicycle repairs, sales, and rentals. The shop's hours consist of 6 am to 8 pm weekdays. BART, Bike Station, Get Started, http://bartbikestation.com/getstarted.php.

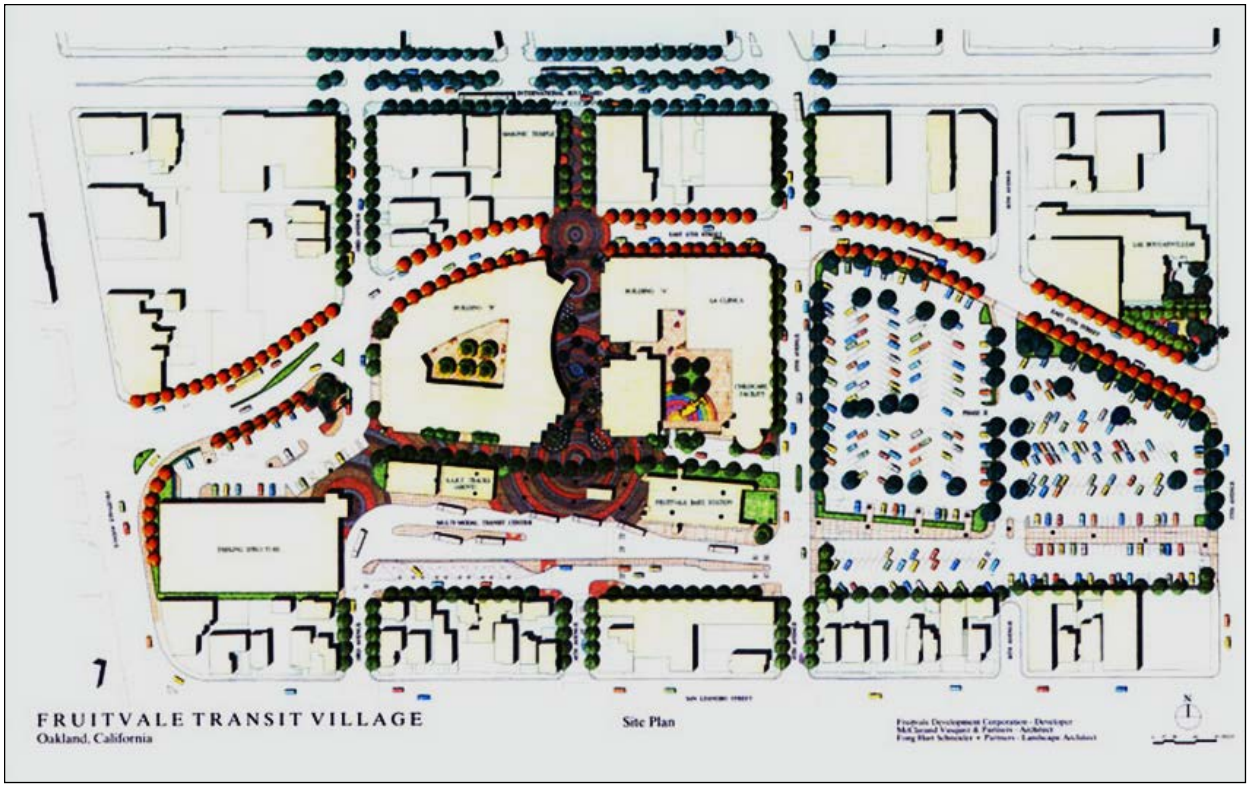

Figure 2: Fruitvale Transit Village Plan View[5]

The village also provides social, health, and educational components with the inclusion of La Clinica de La Raza (a community health provider), a senior center, a library, a charter high school, and a child care center. A block away from the village sits the Unity Council's 68-unit senior housing facility, built in 1998.

The second phase, which is currently on hold, would provide 275 mixed-income residential units and a 237-space multistory parking facility, as well as additional pedestrian connections between the village and International Boulevard, the commercial heart of the neighborhood.[6]

[5] Source: University at Buffalo Libraries, Rudy Bruner Awards Digital Archive, Fruitvale Village, Oakland, CA 2004 Silver Medal Winner, Images, http://libweb.lib.buffalo.edu/bruner/year/project.asp?searchby=year&entry=641
[6] Fruitvale Transit DEIR 01.14.10, 1-2.

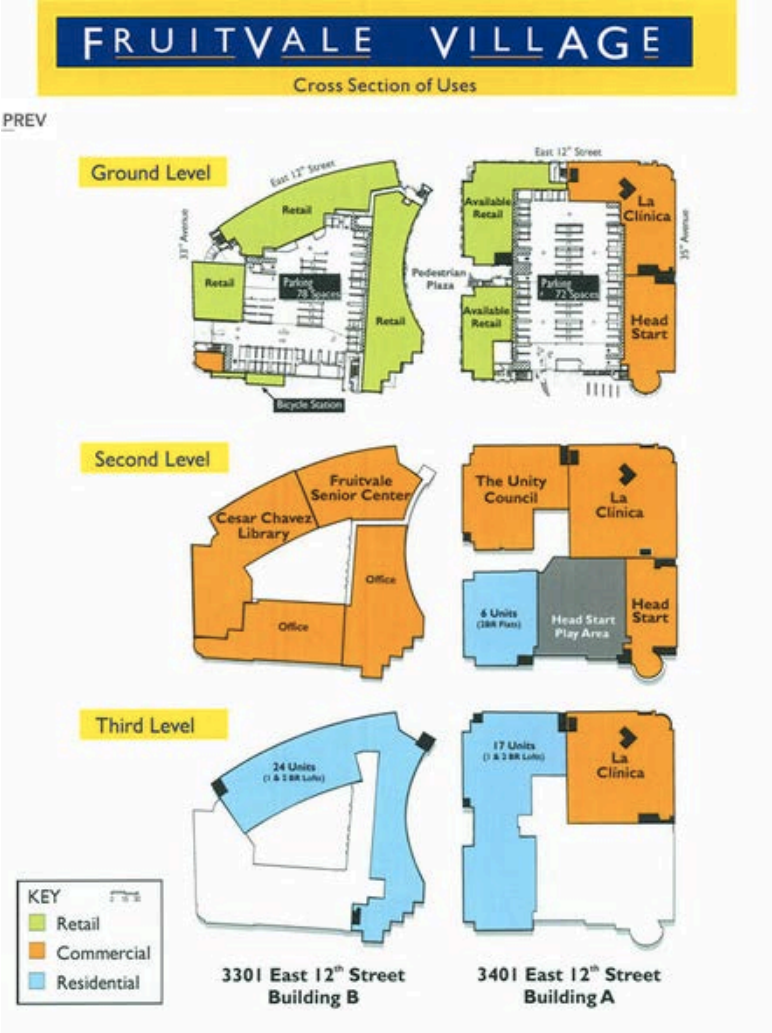

Figure 3: Fruitvale Village Cross Section of Uses

The Unity Council, the dedicated champion of the Fruitvale Village project, has received numerous awards[7] for the community process it engaged in during planning and construction of Fruitvale Village.[8] However, the project faced serious fiscal hurdles during planning and has been beset by debt repayment difficulties resulting from the Unity Council's inexperience and the extensive non-revenue generating features of the project.

[7] Guidepost Solutions, Technology Design Consulting, Fruitvale Transit Village

[8] Rudy Bruner Award, Silver Medal Winner, 2005; Best Mixed-Use Community (National), 2005; Association of Home Builders-Pillars of Industry Awards; Merit Award (Regional), Pacific Coast Builders Conference Gold Nugget Awards, 2005; Grand Award (National), Builder's Choice Awards, 2005; Community Leadership Award, the San Francisco Foundation to Arabella Martinez, 2005; Platinum Award (National), Best American Living Awards, 2004; Best Mixed-Use Project (Local), San Francisco Business Times, Deals of the Year Awards, 2003; Best Community Impact (Local), San Francisco Business Times, Deals of the Year Awards, 2002; Merit Award (Regional), Pacific Coast Builders Conference Gold Nugget Awards, 1999; US Department of Transportation: Case Study of Environmental Justice in Action, August, 29, 2011.

Key Tactics for Los Angeles from the Fruitvale Case

Find committed neighborhood partners to champion transit-oriented development projects

The City of Oakland and BART partnered closely on the Fruitvale Village project with the Unity Council, a strong presence in the Fruitvale neighborhood and throughout the East Bay, which provides technical and social services, and which constructs housing and community facilities.

In 1991, BART publically presented its proposal to build a multistory parking facility next to the Fruitvale BART station in order to accommodate patrons driving to the station.[9] The announcement spurred the Unity Council and the neighborhood to campaign for environmental, economic, and social change through better integration of the BART station with the surrounding district.

The City of Oakland, BART, the Unity Council and other institutions all contributed to the planning and development of the station. For example, the University-Oakland Metropolitan Forum,[10] a consortium of five Bay Area colleges, worked on the site plan's concept, organization, and realization.[11] In addition, the City of Oakland passed a Transit Development Overlay Zone that allowed mixed-use, high-density development, and the Oakland Planning Commission approved a mitigated negative declaration, which allowed the project to avoid several phases of the CEQA environmental review process.[12,13]

The Unity Council originally examined the idea of conducting a joint venture with a private developer. Although the developer's experience would have reduced the project's time span, the organization felt that their experience as a residential and community facility developer would work to their advantage.[14] Subsequently, the Unity Council created the non-profit Fruitvale Development Corporation (FDC) to oversee the development of the transit village and incorporate its social impact agenda. [15]

Engage local merchants in large development projects that affect them

International Boulevard is the main commercial street for the Fruitvale district and is connected to the Fruitvale Village by a two-block pedestrian corridor at 34th Avenue. From 1994 to 1997, the Unity Council acquired funding from Oakland to develop a strategy for reviving the stagnant corridor, and included the district's merchants and property owners in the process.[16, 17] The Local Initiatives and Support Corporation[18] (LISC) and the National Trust for Historic Preservation[19] financially assisted the Unity Council in hiring staff to help merchants and property owners facilitate design opportunities, connect with

[9] FHWA, 3.
[10] University of California at Berkeley, Mills College, California State University at Hayward, Holy Names College, and Peralta Colleges.
[11] MacArthur Metro- Fruitvale BART Village and the Forum, 1.
[12] Fruitvale_transit_village (ULI), 7.
[13] cs-san Francisco_bart, 95
[14] BRUNER, 103.
[15] The origional FDC Board consisted of seven members of which four were Unity Council Directors and three were real estate experts, University at Buffalo Libraries, Rudy Bruner Awards Digital Archive, Fruitvale Village, Oakland, CA 2004 Silver Medal Winner, Project Downloads, Developer Perspective, Arabella Martinez, http://libweb.lib.buffalo.edu/bruner/year/2005/FruitvaleVillage/Application/crp02.pdf.
[16] Interview with Oakland planner, April 26, 2012
[17] TOD_TCRP, 1997
[18] LISC is an organization aimed at building sustainable communities and established by the Ford Foundation in 1979. Local Initiatives Support Corporation, About Us, http://www.lisc.org/section/aboutus.
[19] PolicyLink_Main p, 14.

architects, and navigate through the city's grant process. Consequently, the program renovated or substantially improved 120 commercial facades in 2005.[20]

By 2001, the district's merchants and property owners were invested in maintaining the safety and cleanliness of the area, so the Unity Council helped form the Fruitvale Property Business Improvement District (PBID).[21] The proposed transit village represented 25% of the improvement district and the funds paid by the village would help to support the entire commercial corridor.[22] In 2012, the Unity Council began the Fruitvale Safety and Neighborhood Ambassador Program (SNAP), under their subsidiary the Peralta Service Corporation.[23] The business improvement district finances the program and SNAP ambassadors provide services such as street cleaning and trash pickup, abating graffiti, administering informational materials, and partnering with emergency services and law enforcement.[24]

Foster partnerships including public-private partnerships

The magnitude of the project required the Unity Council to partner with a variety of nonprofit, private, and public organizations in order to plan, design, fund, approve, construct, and market the project.[25]

The Ford Foundation, a private foundation based in New York, has a long relationship with the Unity Council that dates back to the 1970s.[26] By the late 1990s, the Ford Foundation contributed over $2.8 million to the Unity Council.[27] During the initial stages of the project, the city of Oakland designated $185,000 to the Unity Council in the form of a Community Development Block Grant to move forward the planning process.[28] The City and FDC also entered into a strategic leasing contract that established 20-year pre-paid leases for the Cesar Chavez Library and Fruitvale Senior Center using the City's capital funds. The contract allowed the Unity Council to reduce its 501(c)(3) bond and reduce its debt with Citibank.[29]

The University of California, Berkeley, was also instrumental in the project, supervising the University-Oakland Metropolitan Forum in order to develop the initial vision for the site.[30]

In addition, two representatives from the Unity Council, two members from the city of Oakland, and one representative from BART formed the Fruitvale Policy Committee.[31] The partnership allowed the organizations to compose letters of support for financial funding and gave private investors the

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[20] Unity Council Doc., 65

[21] A PBID is a benefit district formed by property and business owners in order to raise funds to support services or improvements within a specific geographic area. The Fruitvale PBID is renewed every 15 years and the next vote will take place in the year 2026, Elizabeth Blish Hughes_Case Study, 3.

[22] Unity Council Staff Person interview, April 26, 2012.

[23] The Peralta Service Corporation attempts to achieve social outcomes related to increasing the economic self-sufficiency of low-income Oakland residents through on the job training and a living wage.

[24] The Unity Council, Peralta Service Corporation, http://www.unitycouncil.org/peralta-service-corp/.

[25] As the project moved along, the site plans became more sophisticated and the costs increased. In total, there were 31 funding grants and loans totaling more than $100 million awarded to plan and construct the Fruitvale Transit Village. A detailed list of the source of funds can be found at Rudy Bruner, Silver Medal Winner (2005) Fruitvale Village, http://www.brunerfoundation.org/rba/pdfs/2005/3_Fruitvale.pdf, 101-102.

[26] Unity Council document, 25.

[27] Unity Council document, 51

[28] Rudy Bruner Award, 82.

[29] University at Buffalo Libraries, Rudy Bruner Awards Digital Archive, Fruitvale Village, Oakland, CA 2004 Silver Medal Winner, Project Downloads, Developer Perspective, Arabella Martinez, http://libweb.lib.buffalo.edu/bruner/year/2005/FruitvaleVillage/Application/crp02.pdf.

[30] MacArthur Metro- Fruitvale BART Village and the Forum, 2.

[31] IBID, 4.

confidence to invest in the project.[32] Additionally, the city and BART were able to receive and transfer grant funds from federal agencies to the Unity Council. When Oakland public officials endorsed the project, the Federal Transportation Administration (FTA) was inspired to grant $470,000.[33]
BART was also a critical player in the Fruitvale Village project. BART engaged in pass-through funding agreements between the FTA and the Metropolitan Transportation Commission (MTC), which allowed federal funds to go directly to the Unity Council.[34] Also, the formation of the Fruitvale Policy Committee allowed each organization to engage in land swaps that transferred the east-side BART station parking to the Unity Council in exchange for the Unity Council's west-side parcels. BART also accepted a fair market price for the developed property to the north while engaging in a 95-year lease.[35]

Local Initiatives Support Corporation (LISC) has provided technical support involving program suggestions and training to the Fruitvale district and the Unity Council for over 30 years. So, when the Unity Council needed funds for strategic acquisition financing and for construction of the main components of the project, LISC waived its standard financial criteria to provide the organization with a $4 million loan.[36]

More recently, as plans for Phase II began to take form, the FDC brought Signatures Properties—a Bay Area housing developer—on as the master developer. The decision was made because of the Unity Council's interest in focusing on Phase I operations, paying down existing debt, and avoiding financial risk.

Provide continuing strong support for transit-oriented districts by continuing to plan for change

Oakland has continued to actively plan for transit-oriented development in the Fruitvale Village neighborhood following construction of the first phase of the project. Recently, the city developed the International Boulevard Transit-Oriented Development Plan in response to a proposed Bus Rapid Transit (BRT) line along International Boulevard near Fruitvale Village. The plan's objective is to encourage development close to the BRT line and the Fruitvale BART station.

The plan includes several strategies to encourage ongoing commercial and residential development. For instance, the boulevard will be rezoned and a comprehensive environmental impact report (EIR) will be prepared, publicly owned parcels will be considered for private development, the City's infrastructure and economic development funding sources will prioritize investment in the area, and a corridor parking management strategy will be developed.[37]

Market Forces and Other Contributing Factors

The project is by no means a market-driven development. Nearly half the cost of the project was covered by grants made by government and philanthropic institutions, which helped to spread the risks among numerous stakeholder interests. The other half was paid for by subsidized loan proceeds. Those loans

[32] Interview with Shanna O'Hare, April 26, 2012
[33] FHWA, 3.
[34] University at Buffalo Libraries, Rudy Bruner Awards Digital Archive, Fruitvale Village, Oakland, CA 2004 Silver Medal Winner, Project Downloads, Other Perspective, Jeff Ordway, http://libweb.lib.buffalo.edu/bruner/year/2005/FruitvaleVillage/Application/op01.pdf.
[35] Fruitvale_transit_village (ULI), 5.
[36] University at Buffalo Libraries, Rudy Bruner Awards Digital Archive, Fruitvale Village, Oakland, CA 2004 Silver Medal Winner, Project Downloads, Other Perspective, Cathy Craig, http://libweb.lib.buffalo.edu/bruner/year/2005/FruitvaleVillage/Application/op02.pdf
[37] City of Oakland, California, International Boulevard Transit-Oriented Development Plan (March, 2011), Chapter 7: Implementation Recommendations, 7-3 – 7-15, http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak032598.pdf.

require the project's owners to cover debt service and the project has faced many challenges in generating adequate revenue.

While the Unity Council brought creativity, political allies, and a focus on equity to the proposed project, the Unity Council's staff and board members had limited experience in commercial, retail, and property management. For instance, the Unity Council failed to produce an operating pro forma that segregated the housing components from the rest of the village's uses.[38] This negatively impacted the project's ability to garner financing. This lack of experience also resulted in a retail development component that was not attractive to tenants, not designed with the local customers in mind, and was difficult to lease. Leasing was also hampered by an economic downturn.[39]

With the project failing financially, the Unity Council had to work with lenders to modify loans. It was also forced to identify new funding sources to entice tenants to lease vacant spaces, and to change property managers. By 2009, the Unity Council and FDC were able to stabilize the project's debts and secure a handful of key tenants.

Results

The Fruitvale Village project produced a mixture of positive and negative outcomes. Positively, the Unity Council's long-term relationship with the neighborhood brought residents, merchants, local government, and neighborhood organizations together to improve the neighborhood. Both BART ridership and carpool park-and-ride trips to the BART station have increased.[40] The project improved neighborhood retail opportunities and public services, and has added a handful of affordable housing units to the area's housing stock.

To the disappointment of many, the development has not spurred additional real estate investment, and properties on the other side of the BART station have seen some level of disinvestment following the construction of the BART parking garage and bus facilities.[41] The project's slow speed of delivery and the inherent uncertainty that it faced over the development timeline likely hampered its ability to instill confidence in the marketplace in spite of two strong development cycles. The project's poor performance also squashed momentum to deliver the second phase of the project.

Fruitvale Village demonstrates how the expectations of "idealized" transit-oriented development can produce unrealistic plans that are not suited for the current or foreseeable market demand in an area. In this instance, by the sheer will of the Unity Council, part of the project was constructed.

[38] Interview with Jeff Pace, May 16, 2012.
[39] Ghost Town_Feature_Oakland, Berkeley & Bay Area News
[40] As of 2005, BART estimated that the Fruitvale Village's presence increased trips by 300-600 per day, Rudy Bruner, 105.
[41] Interview with Jeff Ordway, May 10, 2012

Transit-Oriented Development Case Study: Market Creek, San Diego, California

Figure 4: Location of Market Creek

The Market Creek project is an 84-acre mixed-use transit-oriented development project in southeastern San Diego that is notable for its innovative mix of development partners (public, private, and philanthropic) and the conversion of an underutilized site in a neighborhood where redevelopment had been difficult to achieve. This project, in a location similar to many along light-rail corridors in Los Angeles, provides an example of the challenge of enabling and encouraging transit-supportive or transit-oriented development in low-density areas without land values sufficient to attract typical private-sector development interest, and with an engaged community sensitive to ensuring that new development provides local benefits and matches the character of the neighborhood.

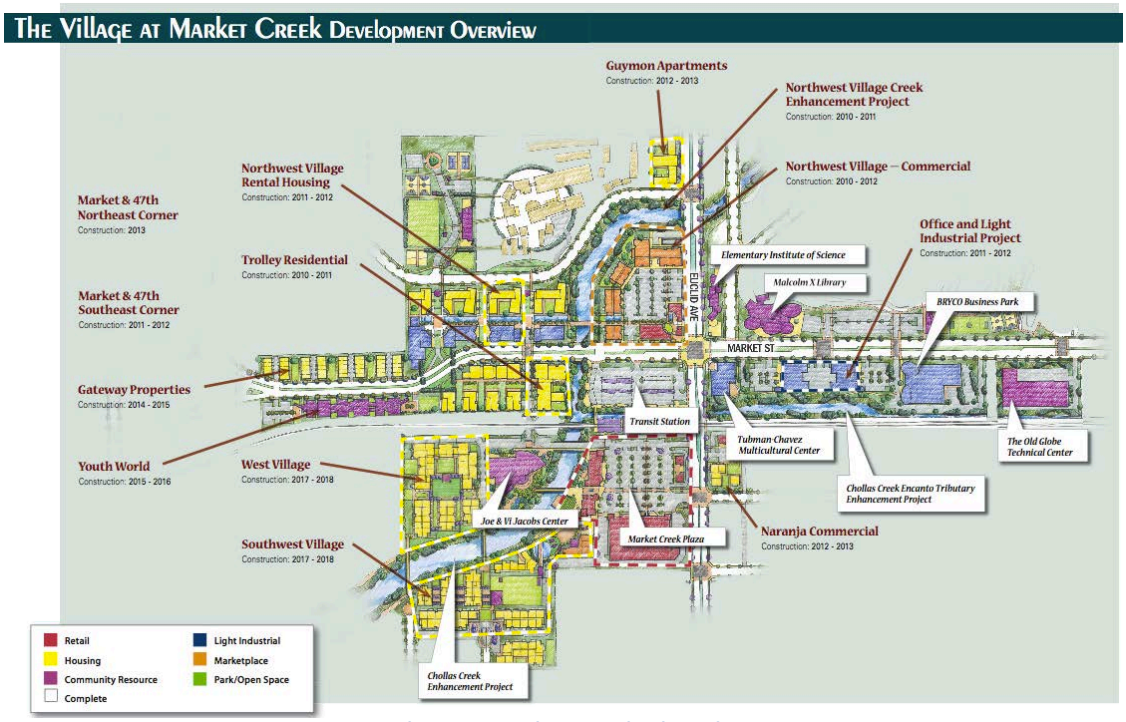

Figure 5: Market Creek Plan View

The Market Creek project is sited next to Euclid Station, a multi-modal transit station with bus transfer and light rail (San Diego Trolley) service. It is located at the intersection of Euclid and Market Streets in southeastern San Diego. The location is at a low-lying area of the neighborhood (San Diego is a city of mesas and canyons with the Market Creek site located in a canyon rather than a mesa) and is divided by Chollas Creek. Prior to the redevelopment, the land use character and pattern of the neighborhood was not transit-supportive due to low densities, isolated land uses, lack of a discernible center, and limited public space.

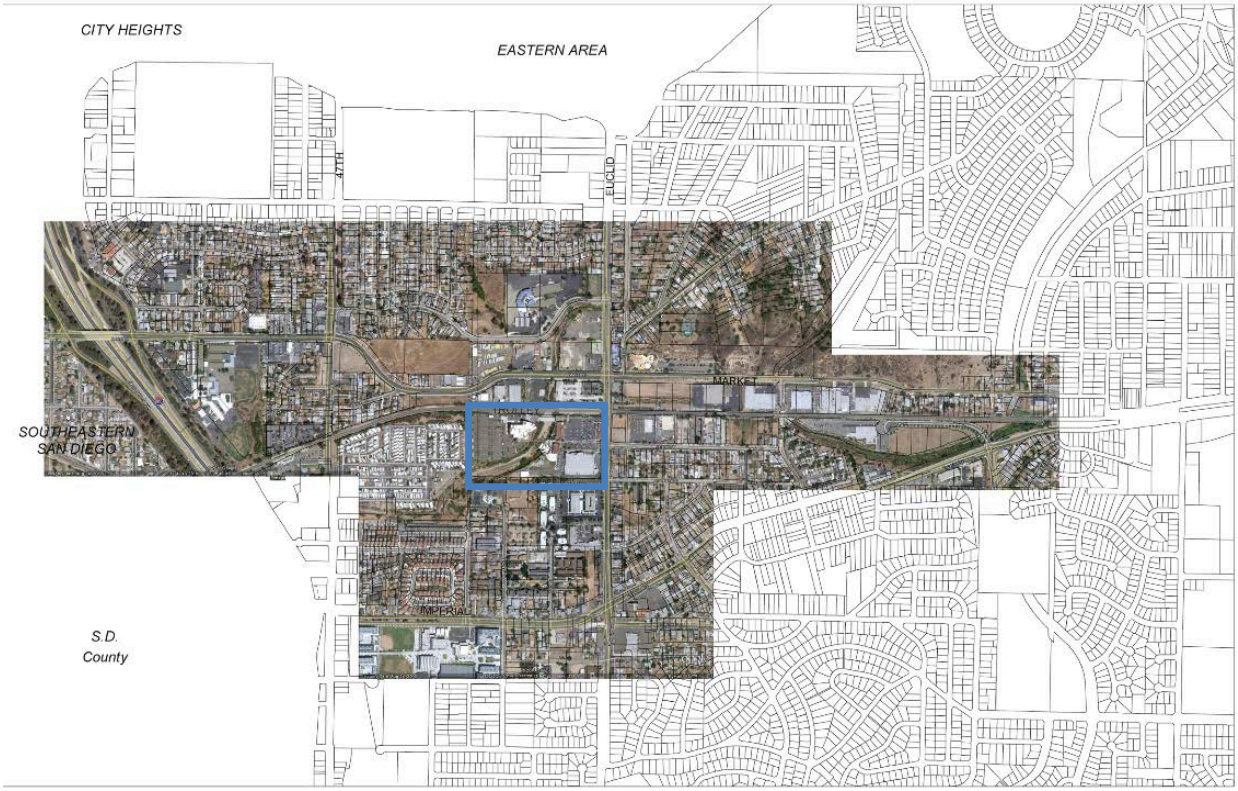

Figure 6: Market Creek Aerial View

The major players in the planning and development of the site were San Diego's Metropolitan Transit System (MTS), the City of San Diego, the local redevelopment authority (Southeastern Economic Development Corporation (SEDC)), and the Jacobs Center for Neighborhood Innovation (JCNI). The initial opportunity to develop new land uses at Market Creek came in 1986 with the development of the Euclid station along the eastern (Orange) line extension of the San Diego Trolley (light rail). A key intention of the station was to spur redevelopment to promote ridership, maximize the number of users, and create a return on investment for the Trolley system.[42] The Euclid Station area was identified as a potential transit-oriented development due to the station and the prominence of the Euclid and Market intersection connecting two major streets within the neighborhood. Around that time, San Diego had recently finished a major transit-oriented land use planning initiative (with Calthorpe Associates). New transit-oriented design guidelines were adopted by the City in 1992 to help guide and encourage transit-oriented development projects in San Diego. San Diego was also undergoing a comprehensive General Plan update in the late 1990s that had identified the Euclid Station Area as a Pilot Village, resulting in prioritization for infrastructure and Community Development Block Grants as well as city support on fees

[42] Interview with Dave Schumaker (SANDAG)

and tax rebates. The city invested in the project through relocating a local library (Malcolm X Library) and contributing to the Community Center.

The site-specific planning and development for Market Creek was led by the site's owners, the Jacobs Center for Neighborhood Initiatives (JCNI), which is the development arm of Pasadena-based Jacobs Family Foundation. The Jacobs Foundation has been active in the community through its fundraising support of the after-school science program at the local Elementary Institute of Science and, according to Chip Buttners of JCNI, fell in love with the neighborhood.[43] The intent of JCNI was to locate a headquarters in the area and invest in the community, which had been challenged by a history of poverty, lack of investment, and violence. The potential of a transit-oriented development at Market Creek to be a catalyst for community revitalization provided further incentive to pursue a project in partnership with the community.

It should also be noted that the community entered this project with a low level of trust due to a history of marginalization and top-down planning and development imposed by the city and other outsiders. Residents felt that the freeway and trolley systems, as well as other public projects, had separated and segregated local neighborhoods. There was distrust that new development would add value to the community and resistance to any planning initiative that would be perceived as "top down" and being "told what to do".[44]

In contrast, JCNI collaborated with the community on planning for the site (beginning with communication, as people were not connecting in part due to the many different cultures and languages in the community).[45] Members of the community identified their priorities for the site, including a grocery store, a bank, a Starbucks (as a community meeting place), a technology institute, and a library. As part of the formal engagement, the community formed a Coalition of Neighborhood Councils (CNC). The community was also formally involved through the sale of shares in the Market Creek Commercial Center which has paid dividends to its members since inception (although looming financial challenges may threaten that success).

Key Tactics for Los Angeles from the Market Creek Case

<u>Encourage close partnerships with organizations that have institutional skills suited to the needs of transit-oriented development projects</u>

The Jacobs Family Foundation is involved in the Market Creek project through a number of sub-organizations that manage individual projects within the project area. JCNI was the local planning arm and Market Creek Ventures was the parent organization for the development. Market Creek Partners owns the commercial component of the development (grocery store, bank, Starbucks, and local in-line retailers). Jacobs Facilities owns the Jacobs Center (office and community center), and Jacobs Partnership is in charge of the real estate. In addition, the City of San Diego operates the Malcolm X Library, and MTS operates the transit.

A challenge of the project was coordination between the multiple entities involved. A benefit, however, was that by involving different entities and dividing the development and management of a complex project between different entities, the project was able to qualify for more grants and create some financing flexibility.

[43] Interview with Chip Buttner (JCNI)
[44] Schumaker
[45] Interview with Nancy Lytle (SEDC)

Partner with community-based organizations when appropriate to ensure community buy-in

JCNI worked with the community early to identify key needs and priorities for the Market Creek development in balance with what would be feasible on the side. Buttner refers to the 'proverbial double bottom line' balancing the Jacob's social mission with development goals. Ensuring a match between community aspirations and project deliverables helps to ensure community buy-in, support for the incoming commercial tenants, and project success. However, it should also be noted that there were controversial aspects of Jacobs' approach to community engagement, which included payment to community members to participate in public outreach.

However, the experience with Market Creek shows that there were too many entities involved—the result being a lack of clear direction and little ability to optimize the development partnership, as well as extended timeframes that hindered efficiently implementing an agreed-upon plan. Future efforts should keep partnerships simple and legible.

Promote opportunities for communities to literally buy in to development projects near transit when possible

Selling shares in the commercial component helped to ensure that the community shared not only in the risk-taking, but also in the success of the project. It also helped to ensure that profits stayed within the community. JCNI notes that the shares were important to success of the retail, stating that "people shop where they own."

Engage other public agencies and consulting experts early in the project master plan formulation

Jacobs internalized too much of the community engagement and did not seek professional or technical expertise to support the process. This kind of expertise is valuable because it can help inform and ground community visioning to ensure that the outputs (informal vision and policies) can be translated into real projects. Jacobs did engage these professionals to provide tangible development principles to balance a very public-driven visioning process.

Design retail spaces that can be feasibly leased by the types of tenants the community and city wishes to attract

The expressed community need for a grocery store, a bank, and a coffee shop led to the building of a conventional, auto-oriented national real estate investment trust (REIT) strip center format at a Transit Station to accommodate the needs of national chain stores. This in turn, led to the demise of the local shops that were not well suited for the size of buildings designed for national chains. There were many interested tenants in Market Creek but they required smaller commercial retail units, which could not be supported without a higher density of residents in the surrounding area. Unlike areas such as downtown San Diego, there were not enough potential shoppers to support local retail as a major component of the transit-oriented development project.

Cities should take an active role in overseeing or building street connections near transit

A flaw of the Market Creek project to date is that it is separated from the light rail station and from the street (and properties across the street), thus failing to create a seamless and pleasant pedestrian experience. Relying on property owners to make all the infrastructure and public realm investments adds to development costs and provides a disincentive to connect the public realm to the private, and from the private to the private (between different property owners).

Future connectivity with the surrounding neighborhood is a very real challenge for this urban infill and brownfield site with Chollas Creek and elevation changes.[46] Improvements to pedestrian connections and potential future development on adjacent properties have been made more difficult due to the financial necessity to build conventional development pads within a difficult landscape. It is possible that upon the initial financial success, other future development may be able to pay for these streetscape connection improvements.

Although there were commitments by the city to prioritize infrastructure improvements, JCNI were left to fund the majority of infrastructure improvements on its own. JCNI invested $9 million in infrastructure with the intent of being refunded $2.5 million from the city, which has yet to materialize. Improvements were key to this project as it was located in a site without sufficient infrastructure and service provision.

Ensure that relevant land use and development regulations are flexible enough to allow for site-specific design innovation and transit-oriented best practices while providing developers the certainty necessary to build projects

In the case of Market Creek, the zoning was slow to adapt to the project's transit-oriented design aspirations. In particular, inflexible parking requirements were problematic as the project evolved. Having to wait years for zoning to allow for residential mixed-use development at Market Creek has kept housing from being part of the Market Creek success story. Providing regulatory certainty for innovative projects can be helpful in financing a transit-oriented project and also help the development partner move quickly to take advantage of market conditions.

The city did not rezone the property to allow for mixed-use residential until around the time of the real estate crash, despite the project beginning many years prior. Designation of the area as a Pilot Village did not bring with it any regulatory updates to facilitate transit-oriented development, and a lack of coordination between the City Planning Department and SEDC was a barrier to enabling a full transit orientation at the site.[47]

Limit the amount of power invested in a single development partner

Having a single, non-public (even if not-for-profit) organization controlling so many aspects of the development can create problems. Nancy Lytle identified the concern that with Jacobs acting as a mediator between the City and the public, an insular mentality emerged and the community was not fully empowered

Support projects that can be completed within a realistic time frame

With Market Creek, there were too many development phases, which created too complex a project for full realization within a limited timeframe (important for projects with dedicated grant-based funding). Phases included: 1) Creek renovation; 2) Walgreens site; 3) Affordable Housing at Trolley; 4) Northwest residential housing; 5) Wal-Mart site; and 6) Health Center.

When cities do take on transformational projects, they must anticipate that it will take a long time to plan, entitle, and build. Time changes the context and the plans must change to meet these new needs. The long-term governance and management of this project is a key challenge, particularly as financial conditions change. For example, the time lost to city plan updates and rezoning processes was critical

[46] Poirier
[47] Buttner

time when the real estate market was hot and able to absorb new units. In particular, only time will tell if the local ownership model can be successful or valid over the long run.

Market Forces and Other Contributing Factors

Market demand and community desires must be reconciled if a project relies on conventional asset-backed financing. By opening up the community engagement so broadly, many priorities and objectives were folded into the vision, which (in combination with all the grant requirements) made everything (and therefore nothing) a priority.

Relying exclusively on community-led design master plans as the long-term 'vision' created short-term financial challenges for the project, such as affordable housing units that were too large rather than grounded in the reality of affordable housing development. Also, because the priorities of the community were not tempered with market realities, plans were drastically modified in the late stages. Many of these issues might have been avoided if a more reality-driven visioning process had been conducted initially. For instance, conventional investment sources needed low costs and low-risk revenue sources to feel comfortable in a community that had no successful redevelopment precedents. The result was that the community-driven site plan was value engineered, eliminating many creative or innovative design solutions, and buildings were converted into a conventional strip commercial center formats to attract low-risk tenants, ultimately undermining the intent to encourage local retail on an innovative site.[48]

Ironically, locals could not afford new housing at the site without financial assistance. Local area incomes (approximately $35,000-$37,000 per year) were such that other sources of income would be necessary for many prospective residents to afford such housing (particularly since the zoning to permit housing came after the end of the real estate bubble when financing is much more difficult to obtain). Although the community preferred ownership housing options, going rental early may have made a bigger difference quicker.

Results

Currently, the project consists of the commercial center (including a grocery store, a bank, and a coffee shop), Jacobs Center (an 80,000 square ft. community center and offices), and a surface parking lot. An outdoor amphitheater sits within the Chollas Creek drainage way with a bridge connecting Market Creek with the Jacobs Center. The housing and commercial components remain incomplete.

Project challenges

Key challenges in the development of Market Creek indicate the need for flexibility with development and parking standards, the need to build trust and support in the surrounding community, and the need for time to allow for planning and incremental development of the full project. The project was challenged from the beginning by the difficult economics of redevelopment in an unproven market area, a difficult partnership between the property owner (JCNI), the City Planning Department, and the local redevelopment agency (SEDC), and a difficult site. Chollas Creek, which runs through the site made infrastructure improvements and site connectivity more challenging. The creek had been degraded over the years and the city required restoration, an additional cost for JCNI that required outside dollars to complete.

[48] Interview with Martin Poirier (Principal Landscape Architect and Community Planner, Spurlock Poirier)

Project successes

In contrast to past developments in Market Creek's vicinity that have been seen as haphazard in character and not delivering value to the local community, the Market Creek project is seen by one local as creating a "sense of place" and order to new development coming into the area.[49] The project has provided a valuable precedent for new development and serves as an example of how new development can occur with community involvement and deliver public benefit. The project has also been an important contributor to the neighborhood's improved sense of safety (seen in the increase in pedestrian activity) and increased ridership at the Euclid Trolley Station (now, one of the most used in San Diego's light-rail system). Further, the project was successful in delivering services to the community (a bank, a grocery store, a library, and a community center) that were not already present.

Transit-Oriented District Case Study: The Beaverton Round, Beaverton, Oregon

Figure 7: Location of Beaverton Round

The Round at Beaverton Central Station, a transit station district near Portland, has been "a black eye" on the community for over a decade. In 1997, the city of Beaverton undertook the ambitious transit-oriented transformation of an area that had been a sewage treatment facility, anticipating completion in less than two years. To date, the project has bankrupted two developers, and the city has taken control of several of the properties. The district's development has exceeded original cost estimates by nearly 50 percent, and remains only partially constructed. The Round's shortcomings can be largely attributed to overly optimistic plans. While a variety of factors have contributed to the public's perception of the Round, from mismanaged development, to brownfield remediation, to inadequate parking; at the core of the Round's problems are the initial predictions made about the ability of the Beaverton sub-market to support a "prototypical" transit-oriented district.

Located seven miles west of downtown Portland, Beaverton is a former farming community that responded to suburban growth with typical cul-de-sac development; strip malls; high speed arterials; and large lot, detached, single family homes. Beaverton has a population of 89,803, spread over a total area of 16.3 miles. Between 1990 and 1997, the population grew by almost 25 percent. As a part of the Portland metropolitan region, Beaverton shares Metro as its regional government, and TriMet as transit provider with Portland. As the region grew, companies were attracted by Beaverton's inexpensive land,

[49] Schumaker

proximity to Portland, and a location that capitalized on an increasingly large pool of talent. Beyond Beaverton's boundary is the Silicon Forest, a cluster of high tech companies such as Intel, SolarWorld, and TekTronix, among others, that contribute a great number of jobs to the city.

TriMet began westward expansion of its light rail in the mid-1990s and Metro's 2040 Growth Concept named Beaverton a regional center. As such, Beaverton had to meet Metro's growth goals, including transit-oriented development near its transit stations. An 8.5-acre, city-owned site was selected for catalyzing development in the district, and was dubbed "The Round" after initial design drawings depicted a crescent shaped building surrounding a large, European style plaza through which the light rail tracks ran. The Round at Beaverton Central Station was envisioned as an echo of the burgeoning condo scene in downtown Portland; including office and retail space, upscale restaurants, and a movie theater. Its design also incorporated elements of New Urbanist development; access to transit, minimal parking requirements (one space per housing unit), and a pedestrian friendly street grid. It also includes a multi-level parking garage within view of the station, which has detracted from the visual appeal of the station area.

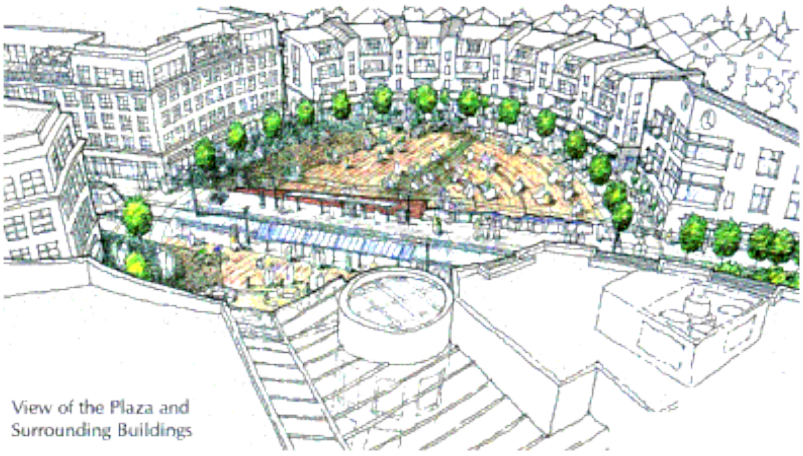

Figure 8: Rendering of the initial design concept for the Beaverton Round.[50]

What exists today is a fraction of the envisioned development. Planners for the city foresaw a pioneering development that would inspire economic growth in the adjacent area. It was thought that car sales lots and abandoned agricultural sites would be destined for residential development, the historic downtown business corridor would fill with small businesses, and large firms would choose to locate in the proposed office space, bringing workers to patronize the proposed restaurants and retail locations.

However, there were few encouraging market indicators to support these plans, and no precedent in benchmark markets for the building concepts being proposed. The overarching sentiment among leaders and planners at the time was one of innovative vision and trailblazing leadership.

[50] Retrieved from http://www.hartmanco.com/about/awards/round.htm

Table 3: Anticipated and Realized Development on the Core 8.5 Acre Parcel at the Beaverton Round

Project Component	**Proposed**[51]	**Built as of the start of 2012**
Buildings	8	4
Infrastructure	Fine grained pedestrian and street connections	Incomplete network and dead end streets with barricades
Housing	260 units	65 units
Office Space	350,000 SF	120,000 SF
Retail Space	120,000 SF	31,000 SF
Parking Stalls	810	399
Construction Cost	$50 Million	Over $100 Million at full build out

Key Tactics for Los Angeles from The Beaverton Round Case

Develop a realistic and actionable vision

> *"The Round at Beaverton Central is a unique solution to the charge of planning a mixed use development adjacent to light rail, old downtown, auto oriented circulation routes, and new ever growing suburban land uses. … Rather than being determined by the spread sheet – it respects it. It is not driven by the automobile – it facilitates it. And finally, it is not driven by a train station – it embraces it. … Our plan for this project is founded on the basic needs of human beings. The needs of human beings to live, work, and play in a fully animated civic neighborhood. The needs of people to be safe, and find value and wonderment as they go from here to there."* – from promotional materials of the Beaverton Round Project[52]

The vision set for the Round contrasts sharply with what actually got built. The desire to create a civic hub and replicate a style of development usually found in much more urbanized settings was perhaps overly idealistic. A more conservative, proforma-driven concept and design would likely have produced fewer issues and perhaps as much or more development on the site. The city did not make decisions in a silo: the support of TriMet, Metro, and Washington County were instrumental in maintaining their commitment to these plans.

The Beaverton Round predates most transit-oriented planning in the United States, with its design taking place from 1994 to 1997 based on the transit-oriented development guidelines produced by Peter

[51] Arrington, GB. (2004.) The Round. *Transit Cooperative Research Program* (*TCRP*). Volume 102.
[52] Deeming, Eryn. (1999, June). Growing With Transit: Creating Transit Supportive Development in an Automobile-Focused World. *Massachusetts Institute of Technology.*

Calthorpe in 1993 for the LUTRAQ project. The original completion date of 1998 would have made it a pioneering effort.

The concept captured the imagination of community leaders, decision makers, and citizens, but even with plans in place, implementation lagged behind. Pedestrian connections and road connections were never established because their funding relied on the success of development projects. The residential development in the area remains isolated to a single project called The Round. Business development has stagnated.

In recent interviews, planners and local leaders stood firmly by the assumptions made at the time. Even with the project's history of falling short of expectations, citizens and leaders remain hopeful about the eventual fate and success of the Round. One of the visionary planners associated with the Round said during a recent interview, "They have everything right, but the timing and market didn't cooperate. Ultimately, this project will be a success." However, such a challenging project was probably not the best first endeavor into transit-oriented development for Beaverton.

Select transit station locations based on realistic development expectations, not just ease of acquisition

Beaverton's selection of a site for the Round came at the cost of access and market attractiveness. In an interview, the Director of Real Estate for TriMet (the regional transit authority) acknowledged that more contemporary efforts to create transit-oriented development in the region use traditional real estate market assessments to determine site selection. The site at the Round was not selected for its real estate viability, but for convenience, availability, and affordability.

TriMet's original plans for the light rail to align along a nearby arterial were rejected in favor of an existing rail right-of-way closer to the small, historic downtown. This shift in alignment brought the light rail directly to a city-owned site where a sewage treatment plant had been demolished two decades earlier. The vacant brownfield site lacked connectivity, or the access of the arterial station location originally proposed, but put light rail in the center of a large, developable site. The vacant site had long been an issue in City Hall, and a transit-supported development seemed a vibrant and unique solution. Assessments were conducted to determine the economic viability, carrying capacity, and environmental performance of the site, and—per the desires and expectations of those commissioning the study—transit-oriented development was determined to be the highest and best use of the site. Available rail right-of-way, coupled with a site already owned by the city had the additional benefits of avoiding eminent domain proceedings, disruption of existing businesses, or public opposition.

The properties adjacent to The Round were former farming or light industrial sites, and walkability to the nearby downtown was hindered by a county highway, and several multi-lane arterials. The Round is isolated from other commercial developments in Beaverton, and lacks walkable access to basic services. Many of the neighboring sites were and continue to be car dealerships where new and used cars are showcased on large block-sized asphalt lots. With little in place to set the stage for successful high density development, land uses surrounding the site have remained much the same since the station location was determined.

Carefully review environmental suitability when encouraging development on brownfield sites

Further due diligence would have identified the brownfield issues that made the site for the Round difficult to develop. While brownfield remediation frequently incurs cost overruns, soil stability and buildable area of the development site at the Round was a larger and more difficult issue to address. There are a number of equally or more suitable sites in the vicinity that were overlooked.

Beaverton derives its name from the largest beaver dam on record, which was over a mile in length. Subsoils in the area bear the hallmark of their past, and are not well suited to stabilization for taller buildings. In addition, when the brownfield site was remediated for development of the Round, five wetlands were discovered on the parcel, reducing the buildable area to roughly four acres. As is frequently the case, the brownfield site proved more difficult and costly to remediate than anticipated, which set the project behind schedule and over budget.

Partner with qualified and experienced developers

In interviews, the original developer was remembered as a "good guy." As an entrepreneur, novice developer, and affluent, well connected member of society, Selwyn Bingham seemed a good candidate to pursue a novel project and not revert to tried and true suburban-style development. When Bingham was bankrupted after partially constructing three of eight buildings for the project, the city was forced to make a more pragmatic developer decision, and chose an experienced firm based in California The second developer defaulted, twice, and the property was finally foreclosed upon.[53]

Enter into flexible and realistic developer agreements and revise zoning when necessary

The Design and Development Agreement (DDA) written by the city was based on very prescriptive plans and visioning. Specific as to type of building, use, and density, it was inflexible in regard to design and rigid in its timeline. The city had written and adopted code answering to the concept design and early planning, which ultimately slowed progress when it could not be realistically met. As written, there is no sunset clause on the city code, and as a result the original design is still considered the highest and best use of the parcel. A more flexible DDA, or more sensitively written zoning and development code could have allowed for a project that was more responsive in the face of market realities.

By several accounts, the development agreement with the city was unrealistically rigid. When the developable area of the parcel at the Round was reduced to 4 acres due to soil issues, limiting the footprint and placement of buildings, the contract did not allow for modifications to density expectations or use, and the city and developer could not negotiate a more suitable, site specific solution. The current developer on the project has drastically reworked city expectations in their agreement. "Those other developers were constantly behind the eight ball," said an employee in an interview.

Avoid direct city investment in development unless appropriate staff expertise and capacity are available

Real estate development and transit-oriented development are complex undertakings; an accurate sense of government capacity to deal with these complexities is essential to successful implementation.

The project at the Round was complicated by the number of factors involved. The site was initially a brownfield in need of remediation. Components of the retired wastewater treatment facility were turned into a heating and cooling system designed to serve the entire development. A light rail line, with the complexities involved in station design and safety, runs through the center of the development. There is a mix of building uses, civic space, and transportation needs. Once the project was under construction, the number of involved jurisdictions and authorities further complicated the process. The City of Beaverton did not have the protocol nor staff experience to handle the challenges associated with a development of this scale and complexity.

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[53] Lent, Christina. (2008, May 30). Beaverton Round financial woes resurface. *The Beaverton Valley Times.* Retrieved from http://www.beavertonvalleytimes.com

The current Mayor of Beaverton and his staff are working hard to develop solutions that will allow the Round to again move forward and eventually become a more fully realized transit-oriented district. Recent decisions respond to the years of failed development for the Round. Over a decade and a half after breaking ground, the city has taken the initiative of purchasing several buildings at the Round, including the heating and cooling plant that serves the entire development, and becoming its own anchor tenant. In many ways, creating an owner relationship between the city and the Round simplifies issues that have plagued the Round and bode well for future development.

Market Forces and Other Contributing Factors

> *"We're not necessarily trying to respond to a market. We're trying to lead a market."* –
> Carl Hosticka, Metro Councilor

At the core of the problems faced by the Round, the barrier to success is not the complexity of brownfield redevelopment, the heating and cooling plant, developer failures, or lack of experience. It is simple market feasibility. The market demand in Beaverton was unable to support the type of development city leaders envisioned.

This station area is in the heart of a car dependent, low-density suburb. Lack of exposure to a major arterial makes access to the station and surrounding parcels difficult, and the location, isolated from other commercial development in the city, makes new businesses hesitant to locate there. Many would-be condominium buyers were deterred by neighboring automobile dealerships and empty building sites.

The lack of direct secure parking has been identified as having a negative impact on the ability to attract retail and office tenants at the Round. Demand for transit access has not yet superseded automobile use, even in the transit-rich Portland area. While office space at the Round has recently begun to attract companies with a strong employee culture of transit use and active transportation, these relationships have taken over a decade to emerge.

Figure 9: Development and parking lots surrounding The Round today.

Jerry Johnson, an economist with the economic consulting firm Johnson Gardner in Portland warned, "one danger of a demonstration project with cutting-edge development is that it can demonstrate what

doesn't work." He concludes, "The city needs to make sure they're working with the market and leveraging the market and not dictating things that don't make sense."[54]

Figure 10: Adjacent surface parking when looking west from the station.

Results

Community approval was not sufficient to make The Round a success. Citizen outreach and agency involvement in the community for The Round at Beaverton Central Station was diligent, complete, and well received. Residents of Beaverton were excited about the potential of the development, and future possibilities for neighboring sites. But as a paradigm for new development, the Round's concept and design were mismatched with the real estate and development market for the site, and perhaps for the city of Beaverton as a whole. Only time will tell if this project will finally evolve into the destination and thriving center the city wanted at the outset.

Specific theories on where to place blame vary, from hesitant investors, to lack of demand for high-end condos, to low value land surrounding the development. Frequently, though, observations provided in our interviews state simply that the Beaverton Round, "was ahead of its time." A more pragmatic framework for approaching this transit-oriented development would have included a realistic market assessment, recognizing the complexities of what was being proposed, and outsourcing management of the design-build portion of the project to a more capable party.

A local businessman and owner of land adjacent to the Round said:

> *"Plain and simple, the development was premature for the market. It was based on hopeful but incorrect assumptions about desire for density, transit ridership, and willingness to pay."*

Despite planning studies conducted prior to development of the Round and enthusiastic support from the community, the Round was not a realistic fit for its market.

[54] Anderson, 2004.

Transit-Oriented Corridor Case Study: Rosslyn-Ballston Corridor, Arlington, Virginia

Figure 11: Location of the Rosslyn-Ballston Corridor

The Rosslyn-Ballston corridor in Arlington Virginia is one of America's most successful and well-documented examples of a transit-oriented corridor. This case study will provide an overview of the actions and circumstances that converged over six decades to create the dense, walkable, transit-oriented place that exists in Arlington today. What makes Arlington unique amongst transit orientation success stories is not only the extent of the compact growth that has occurred along the corridor but also the fact that much of the new development occurred with only limited public subsidy (other than the construction of Metro) and with a relatively low-density zoning code in place. Overall, Arlington's success is the result of a layering of many factors, including the strong market demand in the corridor, a clear and articulate vision for growth that was maintained over forty years and through political cycles, and the clever application of tax and zoning policy that created a predictable and desirable development environment.

Arlington County covers 26 square miles and is located just across the Potomac River from Washington, DC. Metro opened in the County in 1978. The Rosslyn-Ballston (R-B) corridor stretches three miles and includes five Metro stations: Rosslyn (closest to Washington, DC), Court House, Clarendon, Virginia Square-GMU, and Ballston-MU. Arlington also has six other Metro stations where it seeks to focus growth but its priority has been the R-B corridor.

In the 1950s and 60s, the R-B corridor was mostly composed of lumber yards, convenience stores and light industrial uses. Due to a combination of public planning efforts and market-based forces, the corridor is now one of the most vital real estate sub-markets in greater DC. Recent counts show that R-B is now home to more than 25 million square feet (SF) of office space, more than 4 million SF of retail space, 28,700 dwelling units that vary greatly in type and price-point, and more than 6500 hotel rooms[55]. Nearly 40 percent of the residents along the R-B corridor take transit to work and more than 26 percent of Arlington County's population lives along metro corridors that comprise only 8 percent of the County's land area.[56]

[55] Adkins, Paul. Presentation at ULI Washington Case Study, "Redefining the Ballston Streetscape," April 2012.
[56] Brosnan, Robert (2008).

Table 4: Rosslyn-Ballston Corridor Growth[57]

	1970	2008
Jobs	22,000	90,000
Square Feet Office	5.5 million	20.8 million
Housing Units	7,000	26,572

Table 5: Growth Along the Rosslyn-Ballston Corridor Compared to Countywide Growth[58]

	Rosslyn-Ballston Corridor (1970-2008)	Arlington County (1960 – 2008)
Change in # of jobs	309%	106%
Change in # of housing units	280%	41%

Key Tactics for Los Angeles from the Rosslyn-Ballston Case

Align rail transit along existing urbanized corridors with strong markets and growth potential rather than in freeway medians

Arlington County lobbied hard to have Metro run along existing urban corridors (Wilson Boulevard and Fairfax Drive) rather than in freeway medians. The County saw the transit investment as an opportunity for continued revitalization of the corridor, not merely as a mode of transportation. The fact that the Metro stations blend seamlessly into a walkable urban corridor and can be accessed easily by foot is one of the greatest strengths of the area and has facilitated more transit-oriented development projects compared to adjacent Fairfax County, where Metro runs along the freeway and development projects are typically designed in an auto-oriented manner. Also, when the Georgetown district of Washington DC elected not to build a Metro station, Arlington successfully lobbied to get an additional station at Virginia Square. This meant that the five stations on the three mile corridor ranged from ⅔ to ⅞ of a mile apart from one another, making every point along the corridor a 10-15 minute walk from a station and creating the potential for a contiguous development corridor rather than a series of disconnected growth nodes.[59] The strategy was recently replicated by Charlotte, North Carolina's South Corridor which has very closely spaced stations in an area adjacent to the central business district.

Develop thoughtful and illustrative general plans and sector plans

At the same time that Metro was being constructed, Arlington County debated the impacts of development versus the benefits of growth and decided early on to encourage growth as well as ridership. The 1972 Rosslyn-Ballston Bulls Eye Plan set the stage for the corridor's success by identifying

[57] Brosnan, Robert. "30 Years of Smart Growth: Arlington County's Experience with Transit-Oriented Development on the Rosslyn-Ballston Metro Corridor," Arlington Department of Community Planning and Development (2008).
[58] Brosnan, Robert (2008).
[59] Dittmar, Hank and Ohland, Gloria. The New Transit Town: Best Practices in Transit-Oriented Development. (2004)

the Metro stations as the heart of the activity and proposing tapered growth as one traveled toward existing neighborhoods. While the details of the plan have been updated and amended many times, the core concept holds true and the corridor is known for maintaining stable, single-family neighborhoods located only blocks from high-density mixed-use towers adjacent to Metro stations.[60]

Identify key overarching themes and stick to them

The clarity and consistency over time of Arlington's vision for the R-B corridor helped build and maintain trust with the community, particularly because there were elements of the vision that appealed to both developers and existing residents. The key principles of the development concept were to:

1. Concentrate high- and medium-density development around transit stations and taper down to existing neighborhoods
2. Encourage mixed-use development and services near transit
3. Create high-quality pedestrian environments and enhanced open space.
4. Preserve and reinvest in established residential neighborhoods.[61]

The clarity and simplicity of these principles allowed the county to build the support needed to maintain general consistency in the planning objectives through election cycles.[62] While the corridor's proximity to Washington D.C. created a strong demand for office development, Arlington County decided to aim for balanced alightings and boardings on Metro and recognized that a significant amount of new housing would be needed to create lively *places* on the R-B corridor, rather than a new business district that would empty out every night.

Use incentive zoning

Arlington County has done the vast majority of its rezoning along Rosslyn-Ballston using special exceptions in response to individual development proposals. In order to get approval for higher densities consistent with a site plan, developers negotiate with the County Board and staff, planning commission and community over the details of the proposal. Individual site plans are approved with increased density if the developer also agrees to provide the public improvements called for in the sector plan, including street trees, crosswalks, undergrounding utilities, intersection redesign and signalization and other amenities.[63] In this way, the transformation of the R-B corridor has happened with relatively little public subsidy other than the construction of the Metro line.

Create a predictable development environment

The consistency and clarity of the overarching development principles discussed above helped the county to create a relatively predictable development review and approval process, reducing the uncertainty and thus risk of building in this area. When the General Land Use Plan was updated, the county quickly updated sector plans for the stations so that developers knew what types of projects were likely to be approved and what public benefits were likely to be required.

Instead of using strong economic development incentives, as was typical in neighboring jurisdictions, Arlington County focused on creating a place that developers and firms would choose to invest in. As

[60] Brosnan, Robert (2008).
[61] Brosnan, Robert (2008).
[62] Interview with Susan Bell, retired Director of Arlington Planning, Housing and Development Department (worked for the County 1983-2011), conducted by Alia Anderson, April 2012
[63] Dittmar, Hank and Ohland, Gloria. The New Transit Town: Best Practices in Transit-Oriented Development.

developer Paul Adkins with JBG companies stated, “You don’t have the unpredictable negotiations about transportation improvements in Arlington that you do in other jurisdictions - the County views this as an urban location and knows what it wants to see.”[64]

Reassess property values annually based on highest and best use

Arlington County does land value assessments based on the highest and best use as indicated by the General Land Use Plan and Sector Plans, which results in much higher assessments compared to those done based on income or replacement costs of existing structures. This practice began in the 1950s and immediately led to colossal rise in valuations in Rosslyn.[65] The County Assessment Board also started conducting annual revaluations rather than every three to five years as was previously the practice. Increasing assessments kept pace with rising land values, creating a consistent incentive for redevelopment by taking away the financial benefit of land holding.[66]

Locate public and civic uses near transit

The 1981 Sector Plan designated the Court House Station as an urban governmental center with high-density civic and office uses. The County’s government offices, courts and police headquarters were all located here and a new Courthouse and Detention Center were built in 1994.[67] These public investments in civic buildings contributed to the quality of the built form and added to the foot traffic in these areas.

Invest in multi-modal transportation choices

In addition to supporting and prioritizing metro service, the County has worked to expand its Transportation Demand Management program, improve parking management, enhance community bike-ability and improve local and regional bus service. The immediate station-areas are highly pedestrian friendly and there are no dedicated surface parking lots for transit commuters along the corridor (the last lot was redeveloped in 2002).[68] This is partly due to the fact that the County prioritized pedestrian and public space improvements during site plan approvals. Today, 73 percent of metro riders in Rosslyn-Ballston corridor access metro on foot.[69] All modes of transportation have been balanced and play a role in maintaining high access and mobility in the area.

Build community consensus

One of the critical elements of Arlington’s success was that they have a long history of investing the time and resources needed to meaningfully engage the community in county planning initiatives.[70] This began in the 1950s during the debate over Metro when a deal was struck whereby Metro would come to Arlington only if plans were advanced to also build Interstate 66. The community concerns about Arlington

[64] Adkins, Paul. Presentation at ULI Washington Case Study, “Redefining the Ballston Streetscape,” April 2012.
[65] Rybeck, Walter. “Chapter 9 - The United States” in Robert Andelson’s *Land-value taxation Around the World: Studies in Economic Reform and Social Justice*, American Journal of Economics and Sociology (2001).
[66] Rybeck (2001).
[67] Cervero, Robert. Transit-oriented Development in the United States: Experiences, Challenges and Prospects. Transportation Research Board (2004).
[68] Dittmar, Hank and Ohland, Gloria. The New Transit Town: Best Practices in Transit-Oriented Development.
[69] Arlington’s Smart Growth Journey, Arlington Virginia Network (video, long version) (2010) http://www.arlingtonva.us/departments/AVN/programs/page69227.aspx
[70] Dittmar, Hank and Ohland, Gloria. The New Transit Town: Best Practices in Transit-Oriented Development.

becoming a "web of freeways" and a place that people simply bypass on their way to Washington, DC helped build the initial consensus around the idea of compact, transit-oriented growth.[71]

Beginning in the 1960s, the county regularly made presentations about redeveloping the Rosslyn station area and preserving single-family neighborhoods.[72] The theme of preserving existing neighborhoods in the face of growth pressure was central to the county's policies and to their messaging around redeveloping R-B. Arlington was not immune to public dissatisfaction – there were protests by people who didn't want to see community change and by existing businesses that were negatively impacted by Metro construction. The county knew that public support would not happen on its own and recognized that all staff and elected officials must participate in a steady effort to mitigate the impacts of construction on the existing uses and otherwise build a sense of trust between the government and the communities that will be most impacted.[73]

One factor that may have worked in the county's favor is the demographic make-up of Arlington. Arlington County has historically been a highly transitory community, with roughly 50 percent of the population turning over every five years.[74] Some planners believe that the change-over in the population, as well as the fact that historically most of the residents worked for the government, led to less community outcry over the redevelopment plans and greater trust of the government that might be seen in other places.[75]

Plan land uses with transit operations in mind

Arlington's R-B corridor has been incredibly successful from a transit operations perspective due to Arlington's land use decisions and corresponding development.[76] The R-B corridor is surrounded by residential land uses and many of the high-density projects built since Metro opened have been residential towers. Because of this, trips originate at high rates throughout the corridor both in commute and off-peak hours. Also, Arlington is zoned for commercial and civic uses at all stations along the corridor. Therefore, many work trips terminate at R-B stations. In the morning and evening peak commute hours, transit stations in Arlington experience very balanced travel flows with nearly equal boardings and alightings at any given hour. This reduces a typical rush hour sight present in other cities: empty trains passing in one direction as passengers jam into trains heading the opposite direction.

Entrepreneurial transit agency partners promote joint development

Development on the R-B corridor also benefited from the entrepreneurial activities of WMATA's real estate development department.[77] Focused on generating revenue for the transit agency, the real estate development group positions land owned by WMATA for development by private sector developers. WMATA identifies the land amongst surplus parcels that, for instance, were used during the construction of the transit line but became vacant. It also identifies opportunities to develop underutilized agency-owned land, such as parking lots. WMATA negotiates long term leases with developers and the lease

[71] Arlington's Smart Growth Journey, Arlington Virginia Network (video, long version) (2010) http://www.arlingtonva.us/departments/AVN/programs/page69227.aspx
[72] "Arlington's Smart Growth Journey," Timeline, http://www.arlingtonva.us/departments/AVN/programs/page69692.aspx
[73] Interview with Susan Bell, retired Director of Arlington Planning, Housing and Development Department (worked for the County 1983-2011), conducted by Alia Anderson, April 2012
[74] Arlington County Commuter Services, http://www.commuterpage.com/research/papers/p5_education.pdf.
[75] Interview with Susan Bell, retired Director of Arlington Planning, Housing and Development Department (worked for the County 1983-2011), conducted by Alia Anderson, April 2012.
[76] Cervero, Robert. Transit-oriented Development in the United States: Experiences, Challenges and Prospects. Transportation Research Board (2004).
[77] Cervero, Robert. Transit-oriented Development in the United States: Experiences, Challenges and Prospects. Transportation Research Board (2004).

revenues support WMATA's operations. In some instances, WMATA's projects provided early proof that the station area sub-markets in Arltington could support intense development.

Market Forces and Other Contributing Factors

In addition to the above actions taken by Arlington County, there were a number of market-based forces and other factors that have contributed to the success along Rosslyn-Ballston. For example, the corridor's proximity to the Washington, DC obviously contributed to a strong market demand in the area, but this demand was intensified by the limitations in DC imposed by the 1910 Height Act which restricts building heights to 110 feet in most areas. With the first station on the R-B corridor (Rosslyn) located immediately across the river and visible from downtown DC, the freedom to build at greater densities was attractive to developers and to some office tenants.

Similarly, the presence of governmental and institutional anchors along the corridor has played a role in the area's success. The proximity of the Pentagon has helped attract tenants like the Defense Advanced Research Projects Agency (DARPA), which has its headquarters near the Virginia Square Metro station. FDIC, the National Science Foundation, U.S. Fish and Wildlife and the Office of Naval Research are other federal tenants located along the corridor, creating demand as well for space for government services and contractors in the area. Large government and institutional uses create demand for housing nearby, support smaller retailers and restaurants and contribute greatly to the activity on the street in Rosslyn-Ballston.

Results

The results of these converging market forces and public actions have been profound in Arlington: 12 percent of households own zero cars, compared to 4 percent in neighboring Fairfax. Similarly, 39 percent of people living in Arlington's two Metro corridors use transit to get to work. Office rents command a premium compared to suburban locations in the region and office occupancy has outperformed most other business locations, even through the economic recession starting in 2008.[78] Nearly 50 percent of the county's assessed land value is contained in 11 percent of the county land area.[79] Remarkably, the county has experienced reduced traffic on some arterials compared to the 1970s, despite the fact that the population and number of office workers have more than doubled over that period.

Among all the actions and factors discussed here, three key themes were repeated the most in the research and seem to be the most critical to Arlington's success. It is essential that other regions identify the submarkets within their regional transit networks where there is natural market momentum. When considering where to locate the transit alignment, Arlington argued that it be located along a commercial arterial with great potential and existing market pressures. There was no single plan, policy action or market factor that was responsible for the success of Rosslyn-Ballston.

The Rosslyn-Ballston corridor of today is the result of a combination of a strong market for development and a series of strategic public decisions. In fact, it took several decades of consistent messaging, vision and leadership to implement the plan for this corridor. Numerous planners and elected leaders from Arlington have noted that *patience, dedication, and willingness to adapt* were critical to accomplishing transit orientation at this scale.

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[78] Meyer, Eugene. "An Oasis of Stability Amid a Downturn," The New York Times, Real Estate Section. October 6, 2009.
[79] Leach, Dennis. "30 Years of TOD: Rosslyn-Ballson Corridor - Arlington, VA" Arlington County Department of Environmental Services. (2005) http://www.dullescorridorrail.com/pdf/TOD_Leach_ArlCo.pdf

Arlington consistently reevaluated progress over time and charted revised courses toward the same goals. As an example, the Arlington County Board initiated a mid-course review of R-B's redevelopment in 1989 and identified the lack of community design features as a weakness of the work to date, and required future site plans to include much more extensive placemaking elements. Similarly, the General Plan was revised eight times between 1961 and 1996, every time increasing densities near transit and decreasing them elsewhere in the county.[80] So while there was a commitment to the principles behind the vision, there was also a commitment to checking back in and adjusting the details of the plan regularly and with broad citizen involvement.

International Case Studies—Executive Summary

The lessons in the following case studies from five international cities are not necessarily replicable in Los Angeles, given the sharply contrasting political, institutional, and cultural factors at play, but Los Angeles can learn from how each of these cities have developed approaches to transit-orientation that suit their unique local environment.

These five cities are as different from one another as they are from Los Angeles in many respects, and each of them has come to exemplify successful transit orientation through different paths and for entirely different reasons. Los Angeles' own future as a successful transit-oriented city is dependent on finding a custom path and motivation as well, but the city can learn from:

- The diverse ways that these five international cities articulated a vision that has shaped their transit-orientation;
- How they have "leveled the playing field" for transit versus driving;
- How institutional arrangements have helped to sustain their visions;
- How each city's vision for transit orientation was shaped by their unique circumstances; and
- How they have been able to fund transit orientation efforts.

Articulate a vision to shape the implementation of transit-oriented growth

Presenting a clear and compelling vision of where transit will expand and where development will and will not occur was central to the success of transit orientation in Copenhagen and Singapore. In both cases, having a well-defined vision kept transit orientation on track over a long period of time. After the Second World War, Copenhagen's Finger Plan set a long-term vision for urban growth along five rail-serviced corridors reaching out from the central city in a pattern that resembled an open hand. The plan guided how and where infrastructure was built, which in turn shaped development. This helped to focus growth in high-use transit corridors, while preserving open space in the wedges between the fingers. Singapore likewise set out a long-term vision for its future growth around transit, with its Constellation Plan, named for its network of satellite new towns. These new towns "orbit" the high-rise urban core, connected to it and to one another by an efficient and heavily used transit system.

"Level the playing field" for transit, walking and cycling compared to driving

In most US cities, driving is heavily subsidized in a variety of direct and indirect ways, and driving is relatively convenient anywhere at anytime compared to other modes. The cities profiled here have leveled the playing field by increasing the direct cost of driving or restricting access to automobiles in

[80] Cervero, Robert. Transit-oriented Development in the United States: Experiences, Challenges and Prospects. Transportation Research Board (2004).

central areas. Taxes and fees in Copenhagen and Singapore have helped to deter driving and encourage the use of transit.

Another element of leveling the playing field is creating better conditions for pedestrians, cyclists and transit users. In Copenhagen, designing corridors for pedestrians and cyclists has been shown to increase the distance they are willing to travel without an automobile. In Hong Kong, the transit agency learned that vibrant, pedestrian-oriented station areas helped raise the value of nearby real estate. Curitiba restricted automobile use on several downtown streets and heavily promoted retail activities on the pedestrian friendly corridors. All of the cities profiled have found that encouraging transit use and transit oriented land uses is both a matter of improving transit and deterring driving through restrictions and charging the full social cost of automotive use.

The circumstances facing each city shape their visions for transit orientation

Most cities are not Manhattan, Paris or Hong Kong, and an extensive subway network is not a perfect fit for all urban areas. Developing an approach to transit that fit local circumstances was crucial to success in cities like Ottawa and Curitiba. Both of these cities broke with convention by opting for a bus rapid transit (BRT) system long before it was a popular option. Because BRT was well suited to their needs, they were able to achieve excellent service results and attract strong ridership. The lesson for Los Angeles from these cases is not necessarily that BRT is a better fit than rail, but rather that LA should set its own course and embrace transit options that best suit it.

Supportive institutional arrangements have helped to sustain transit-oriented visions

Achieving ambitious planning goals is challenging in the United States, with its fragmented local governments, its sometimes-indifferent state and federal government, and the changing political whims of new mayors. Finding the right combination of institutional arrangements and political support has helped make Curitiba and Copenhagen successful in achieving their transit-oriented urban vision. In Curitiba, political commitment by a succession of mayors has kept transit-oriented development a priority. National directives that encouraged wise land use and discouraged over-reliance on the car reinforced Copenhagen’s vision.

Funding transit and transit-oriented places

Every successful transit-oriented city has grappled with how to pay for first-class transit networks, either through identifying more cost-effective ways to build transit that works locally, or by identifying sustainable revenue streams to pay for high-cost expansions. Ottawa and Curitiba are success stories that did not build extensive rail networks, but instead used BRT, a system that cost them less than traditional rail and still yielded strong results. Hong Kong, on the other hand, has an impressive rail network because it developed a system that took advantage of the value rail creates in real estate demand and invested it back into transit, creating a virtuous circle of transit spurring development that in turn pays for more transit.

Transit-Oriented Metropolis Case Study: Copenhagen, Denmark

Figure 12: Location of Copenhagen

Since the 1950s, Copenhagen has carefully channeled its outward growth alongside a network of rail corridors. The result has been the development of livable, transit-oriented communities spilling out from the urban center, as well as the preservation of large greenbelt wedges for agricultural preserves, open space, and natural habitat. Today, there are 250 motor vehicles per 1,000 inhabitants, half that found in large German cities like Hamburg and Frankfurt. Copenhagen has the highest share of journeys to work by bicycle of any capital city in Europe. Thirty-six percent of trips to work are by bicycle, and the city has set a goal of raising the number of citizens biking to work or school at 50 percent by 2015.

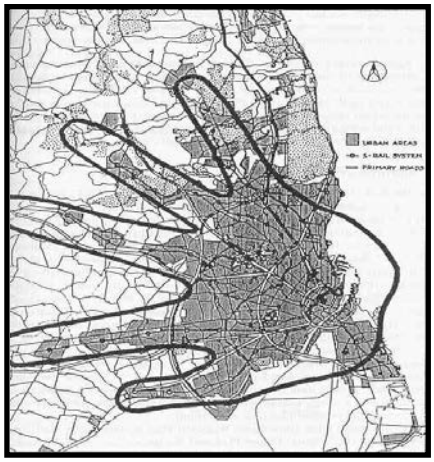


Figure 13: Copenhagen's "Finger Plan" channeled growth along rail transit corridors.

Copenhagen's successes in linking land development and transportation can be traced back to the vision articulated by city leaders in the 1950s to accommodate new waves of residential and industrial growth. Planners identified five corridors along which to steer future growth outward from the city, each terminating at a traditional market town in the orbit of Copenhagen. Viewed on a map, the spatial pattern created by the axes resembles spread five-finger hand, and the strategy to channel growth along these corridors was dubbed the "Finger Plan." The Finger Plan identified its five axes as site for investment in transit infrastructure, and this rail investment steered land development in turn. Today, a new "Cross Finger" route is being built to serve a number of districts not along the path of the commuter rail system.

This new metro line, called Cityringen, is financed in part by the sale of land along its route, the value of which has risen in anticipation of the service.

The close integration of transit into Copenhagen's larger vision for urban growth offers up many useful lessons. The Copenhagen example is of particular value because it affords an opportunity to examine the long-term implications of transit-oriented planning. More than a half-century has passed since the adoption of the Finger Plan, and this relatively straightforward concept has shaped numerous policy interventions relating to transportation, neighborhood design, the conservation of open space, and many other aspects of life in the metropolitan region. Perhaps the most valuable lesson from Copenhagen, then, is to articulate a clear, far-ranging, and easy-to-understand vision for transit and urban growth. As a declaration of purpose and priorities, the Finger Plan an intuitive, straight-forward example of a plan that easily conveys the rationale for channeling investment toward transit corridors and away from wedges where conservation and agricultural purposes are prioritized.

Key Tactics for Los Angeles from the Copenhagen Case

Besides its articulation of a clear vision for transit-oriented development, Copenhagen was successful because it was spurred on by forces from "above" that served as both carrot and stick for wise transportation and land use policies. Copenhagen has taken to impressive measures to reduce incentives to drive, but it has simultaneously worked to shape an environment that enhances the experience of getting around as a pedestrian, bicyclist, and transit-rider.

<u>National policies and directives encourage transit-oriented growth</u>

- Infrastructure funds are tied to the success of the locality in meeting guidelines on physical development issued at the national level, a series of which have called for targeting greater-Copenhagen's growth around rail transit stations.
- The national Ministry of Environment has veto power over proposed local development projects.

<u>Fees and policy discourage car travel</u>

- Heavy fees and taxes on cars provide a disincentive to drive. Fees and taxes by Denmark typically triple the retail price of a new car.
- Within the city center, road capacity has been kept constant since 1970, and outside the city center, additional road capacity must be matched by an equal area of bike lanes and bus lanes.
- Parking restrictions are in place near rail stops.

<u>City policies make it more attractive to get around as a pedestrian, bicyclist, and transit-rider</u>

- Heavy investment in bicycle infrastructure has resulted in a near doubling of bicycle lanes since 1980 (from 210 to 410 kilometers).
- Danish designers have shaped attractive, visually stimulating corridors near transit stations, a measure which has been found to increase the distance pedestrians and cyclists find acceptable to traverse on foot or by bicycle.

Lessons Learned

Copenhagen is a valuable case study for Los Angeles. More than a half-century ago, it articulated a clear vision for how it would link transit and urban growth. As a result, communities in Copenhagen invite and encourage residents to travel as pedestrians, bicyclists, and transit-riders. The effects of the Finger Plan

are plainly visible in the metropolitan region today, and its legacy continues to inform Copenhagen's efforts to refine and enhance a strategy for transit-oriented growth.

Articulate a transit-oriented vision to drive future growth

Copenhagen's Finger Plan articulated a clear, far-ranging vision for growth and development in the metropolitan area. It channeled growth along rail corridors, and continues to do so as cross-finger connectors are added to the rail network today. It also informed the decision about where growth would not occur, informing decisions to direct major infrastructure away from the areas that were to remain greenbelt wedges for agricultural and conservation purposes.

Restrict car travel

Residents of Copenhagen tend to be less reliant on cars than others in comparable European cities. This can be understood in part by the policies and fees that discourage car usage, particularly in the city center. One factor, of course, is the high cost of car ownership as a result of Denmark's fees and taxes. But Copenhagen's restrictions on parking in the city center and near transit stations and its prioritization of bike lanes and transit lanes over auto traffic alleviation also play a significant role in making the car a less desirable mode of transportation.

Create an environment that rewards pedestrians and bicyclists

In addition to places restrictions on car travel, Copenhagen has taken an active role in shaping a street-level environment to encourage residents to make trips as pedestrians and bicyclists. The near doubling of bicycle lanes since 1980 has coincided with an 80 percent jump in trips by bicycle. Street furniture and public space encourage walking by providing places for pedestrians to lounge and mull around. An emphasis on the design of pedestrian and bicycle corridors near transit stations has created an environment in which people are willing to take longer non-motorized trips than they might in a more sterile setting.

Transit-Oriented Metropolis Case Study: Curitiba, Brazil

Figure 14: Location of Curitiba, Brazil

Curitiba is an often-cited success story for its close integration of transit and urban growth. For more than three decades, the city has required high-density development to take place along transit corridors served by an efficient bus-rapid transit (BRT) system. Curitiba's busways resemble traditional light-rail systems in their efficient on- and off-loading of passengers at station platforms, and also in their longer distances between stops as compared to traditional bus lines. As a result, the busways achieve similar trip-times and passenger loads to rail, but at a more competitive cost. Today, the system carries 2.1 million passengers per day, double the number it served 15 years ago.

All medium- and large-scale urban development in Curitiba is required to be built along BRT corridors, creating a transit-oriented built form. Curitiba's simple, elegant method of channeling this growth is expressed in its "trinary" road system. BRT-dedicated lanes and auto lanes make up a central axis, flanked by two one-way roads a block in either direction. Within the axis, development is of high density. The first two floors of buildings along the busway are devoted to retail uses. These buildings have a minimum 5-meter setback to allow sun to reach sidewalks and foster a pedestrian-friendly environment. Further, property owners are eligible for density bonuses if they dedicate upper-levels for housing. The result is a mixed-use development pattern that increases ridership and creates more evenly distributed flows of traffic for the transit system.

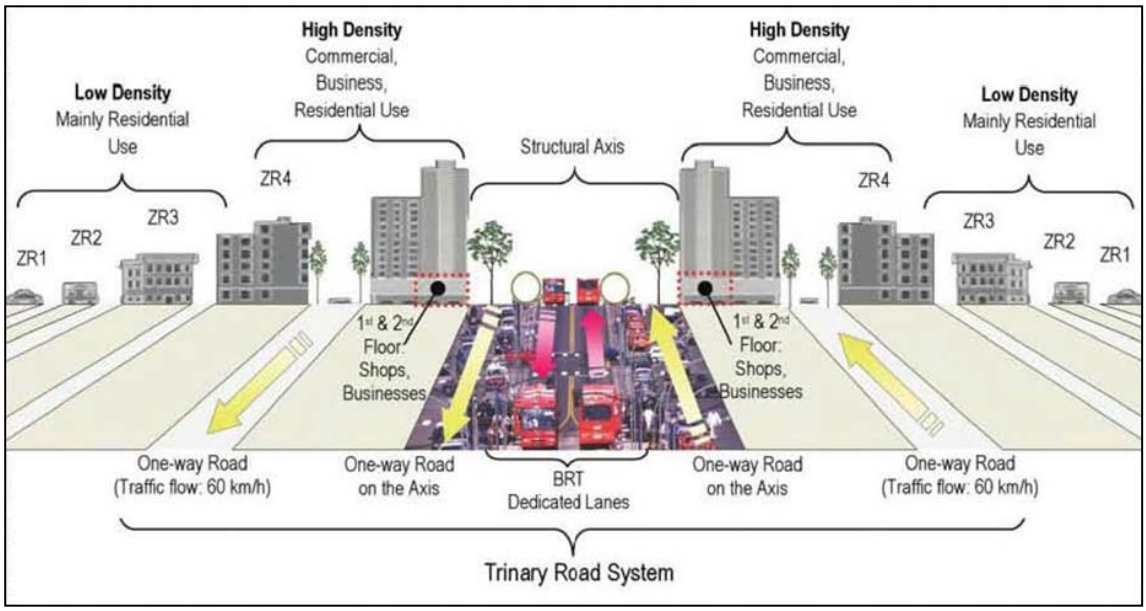


Figure 15: Curitiba's Trinary Road System.[81]

Curitiba is an excellent example of the benefits that can be realized by closely coupling a rapid transit system and a dense development pattern. Transit carries more people when it is located along dense corridors that have the shops, businesses, and housing that serve as destinations for its riders. Likewise, proximity to transit provides the incentive for dense building. Through its innovations in transit-oriented development, Curitiba enjoys the lowest rate of urban air pollution in Brazil despite being an industrial city, and it suffers a fraction of the economic costs associated with congestion that put a strain on the economies of more auto-centric Brazilian cities such as São Paulo.

Key Tactics for Los Angeles from the Curitiba Case

Curitiba has adopted zoning and design guidelines that place high-density development along BRT corridors. Within those corridors, ground level space is dedicated to commercial and retail uses, and incentives encourage developers to dedicate upper floors to housing. Recently, legislation has been passed that also allows for the preservation of open space as parks along transit corridors. Part of Curitiba's success in implementing this bold vision has been attributed to the existence of a politically-insulated independent regional planning entity, which allows for continuity and consistency in implementing the transit-oriented vision for Curitiba.

<u>Zoning and design guidelines require high-density development for commercial, business and residential use</u>

- Zoning requires high-density development along transit corridors. Building heights taper with distance from the corridor.
- Zoning ordinances dedicate the first two floors of buildings along busways for commercial and retail uses.
- To encourage mixed-use development, density bonuses are available for property owners of buildings along busways who dedicate upper floors to housing.

[81] Suzuki, et al., 2010

- Design standards require at least a 5-meter setback from the property line above the second floor to allow sun to cast on the busway.
- Along the Green Line (the city's new BRT corridor), preservation of green space is promoted by giving developers increased building rights in exchange for their purchase or preservation of land along the corridor as parks.

Land use controls produce predictable flexibility

- Curitiba maintains a primary and secondary set of building envelope restrictions within its land use policies. The primary envelope can be exceeded up to the secondary envelope when a landowner purchases development rights from another parcel in its Transfer of Development Rights zone. These transfers allow lower density land users to maintain their properties for various reasons (e.g., historical buildings, special use buildings like theaters) while reaping the financial rewards of a location that is in a high-density zone.

An independent agency oversees urban growth and provides continuity to the transit-oriented development of Curitiba

- An independent entity (the Institute for Research and Urban Planning) orchestrates regional growth and is charged with ensuring the integration of all elements of urban growth.
- The agency maintains policies that are coordinated with the city's transit agency to promote transit-adjacent development and expansion of the transit system. For instance, landowners are only able to develop land if the front door of the proposed development is within 500 meters of a high-frequency transit stop. This encourages many landowners to fund extensions of transit services or the construction of new transit stops so that their land can be developed.
- The agency has also transformed several commercial streets in Curitiba into pedestrian and bicycle thoroughfares. These streets have become desirable retail locations and are most easily accessed by the transit system because parking policies have discouraged new parking supply nearby.

Lessons Learned

Curitiba demonstrates the effectiveness of linking dense development and rapid-transit. With the utility of transit enhanced by its proximity to major trip-generators, usage increases. This can greatly lessen auto dependence, which accounts for the success Curitiba has had relative to other Brazilian cities in reducing congestion and air pollution. These accomplishments were the result of sustained political commitment to transit-oriented development. With its new Green Line, Curitiba is refining its model for BRT corridors to allow for the inclusion of bicycle right-of-way and parks.

Require dense development in the area immediately surrounding transit stations and corridors

Curitiba makes the most of its rapid-transit system by requiring that all development that occurs around it be of high-density. Requiring dense development along corridors makes transit use more efficient for riders, as more of the activities that generate a trip occur directly along a transit route. As a result, congestion and its ill effects are lessened.

Work to foster sustained commitment to transit-oriented development over the long-haul

Curitiba's successes in building a rapid-transit system along with a supportive growth pattern is often attributed to the political support and vision of progressive mayors who built on the work of their

predecessors. Curitiba also benefits from the existence of an independent regional planning entity that provides continuity and a degree of political insulation for questions of transportation and urban growth.

Consider the ways in which open spaces might be created within pockets of high-density transit-oriented development

Curitiba's new BRT corridor, the Green Line, is being built on the site of a former federal highway. This conversion will create a mixed-use corridor that has the potential to house a half million new residents. It is also notable in that it represents an evolution of Curitiba's view of BRT corridors through the inclusion of linear parks and bike paths.

Transit-Oriented Metropolis Case Study: Hong Kong, China

Figure 16: Location of Hong Kong, China

Hong Kong boasts the highest level of transit use in the world (570 annual trips per capita), a condition made possible by the combination of its high density and high-quality public transportation network. Travel by transit in Hong Kong is efficient, with half of all trips made by transit in 2002 taking a half hour or less[82]. Not surprisingly, most Hong Kong residents live close to transit. In 2002, 41 percent of Hong Kong's population lived within 500 meters of a railway station[83]. Land near rail stations is often much higher in value than land elsewhere.

MTRC, a private corporation and the city's rail operator, takes advantage of the market demand for real estate proximate to transit in order to pay for the operation and expansion of Hong Kong's rail network. MTRC has the ability to purchase development rights for land around transit stations from the government at a "before rail price" and sells these rights to developers at an "after rail" price. With the difference, MTRC recovers the cost of investing in rail transit and turns a profit. Not only has MTRC realized a profit, but the city of Hong Kong (its majority shareholder) received US$140 billion in returns from 1980 to 2005.

Under land ownership conditions that are notably different from the United States, Hong Kong demonstrates one way in which a city can recapture the value created by investments in transit by becoming an active partner in the real estate development process. The return realized in Hong Kong

[82] ARUP 2003
[83] Tang et al., 2004

was greater than the direct $140 billion in revenue for the city. It created other indirect benefits that far exceed the value of this revenue: higher ridership for rail, reductions in sprawl and air pollution, and energy savings, to name several.

Key Tactics for Los Angeles from the Hong Kong Case

Through its "Rail+Property" program, MTRC captured the value of transit investments in order to maintain and extend the Hong Kong rail network, and also to realize a profit for its shareholders. Because the success of this strategy relies on high demand for real estate near transit stations, MTRC created an in-house town planning department. This department is tasked with creating pedestrian-friendly transit-oriented districts, which result in a higher rate of return for Rail+Property projects.

Profit motive was leveraged to finance transit and a high-density, transit-accessible urban form

- The rail operator (MTRC) is allowed to purchase development rights from the Hong Kong government at "before rail" prices and sell it at an "after rail" price to qualified developers. MTRC may negotiate a share of future property development profits and/or a co-ownership position from the highest bidder.
- City government is the majority stakeholder in the rail operator, however a large share (23 percent of its shares are sold to private investors in order to exert a market discipline within MTRC and prompt the company to be entrepreneurial. City government's status as MTRC's majority stockholder nonetheless ensures that the company weighs the broader public interest in its decisions.

The transit operator enhanced station-area environments for pedestrians in order to create higher real-estate market demand

- MTRC created a town-planning division to build high-quality, pedestrian-friendly districts. These enhanced districts captured a disproportionate share of the real estate development because high quality walking environments yield higher financial returns per square meter.[84]

Lessons Learned

Hong Kong is a valuable case study in that it has had great success recapturing the value that rail infrastructure creates for real estate nearby transit stations. In addition to generating revenue for the city and for transit operations and expansion, the model used in Hong Kong creates additional ridership for the transit system by fostering dense development near rail stations. The Hong Kong example also serves as a reminder of the value in creating pedestrian-friendly and "green" transit-oriented developments.

Make use of the profit motive to fund public transit

Hong Kong is one of the few places in the world where public transit makes a profit, and this is primarily as a result of the income and revenue the transit operator has generated as a real estate developer. As a private corporation, the transit agency is realizing a profit for its shareholders (among which, the city is the largest). Yet the benefits go beyond the profit realized for the city and other investors: this revenue complements fares and thus allows for the operation and expansion of rail.

[84] Cervero and Murakami, 2009

Pedestrian-friendly, transit-oriented districts create higher-than-average market demand

Most first-generation Rail+Property projects were made up of indistinguishable apartment towers that did little to create a welcoming pedestrian environment at street level. Sagging real-estate market performance of older buildings led MTRC to create an in-house town-planning division, the focus of which is on enhancing station-area environments that are friendly for pedestrians. Enlivened and pedestrian-friendly developments generate higher market demand.

Transit value recapture can be used to "green" transit-oriented districts

In addition to the investment it provides for rail, the recaptured value from Rail+Property projects is used to finance open space, paths and green corridors in communities surrounding transit stations.[85] Green features add to the livability and value of locations, creating a virtuous cycle of value creation and capture from which residents and businesses benefit.

Transit-Oriented Metropolis Case Study: Ottawa, Canada

Figure 17: Location of Ottawa, Canada

During the 1970s and 1980s, when the transit system of choice for most other North American cities was light rail transit (LRT), Ottawa took a different path. It became an early adopter of bus-rapid transit (BRT), a cheaper, more flexible alternative to a rail system. Its busways proved to be 30 percent less expensive to build and 20 percent less expensive to operate than light rail transit. Not only was it cheap, but it also performed well. Within a few years of starting operations, the Ottawa "Transitway" outperformed (by nearly four to one) other North American bus and light rail built within the prior two decades in terms of ridership.

Other aspects about the development of Ottawa's Transitway help to highlight the way in which a flexible approach to transit-oriented development can yield positive results. The adoption early in the process of a "transit first" policy clarified that the development of rapid transit and improvements to the existing transit system should take precedence over road building and widening. However, the policy set out no firm commitments to preferred routing or transit technologies. A busway was well-suited to the existing land-use patterns in Ottawa, which had concentrated workplaces and retail centers and outlying residential

[85] Cervero and Muakami 2009

neighborhoods of predominantly low-density, single-family detached homes. Such a land-use pattern, ill-suited for a point-to-point rail system, worked well for a busway system that allowed for transfers between central “trunk” lines and “feeders” that reached out to residential neighborhoods.

Ottawa’s experience highlights the importance of adopting a plan that makes sense given existing conditions in a metropolitan region, as well as choosing a system that can be effective in meeting the ultimate goals of the project. Ottawa’s choice to adopt bus-rapid transit over rail went against the grain, but this decision has yielded impressive results: It has successfully channeled growth into corridors along the Transitway since the 1980s. Ridership has increased from 70 million passengers in 1998 to 100 million today.

Key Tactics for Los Angeles from the Ottawa Case

Ottawa benefits from a regional approach to planning, and has worked to channel office space and other large-trip generators into the downtown and other urban job centers connected by the Transitway. Its vision stresses the primacy of transit over automobile as a mode of travel, and this has been bolstered by the policies that discourage car use and enhance the experience of transit riders.

A multi-centered urban structure complemented existing land-use patterns and channeled future growth

- The Transitway was designed around a multi-centered urban structure. Downtown Ottawa remained the dominant commercial, employment, and cultural center for the region. The Transitway linked it to orbital urban centers that would also grow as job-centers.
- The regional plan created a long-term goal of siting 40 percent of jobs in the region within walking distance of the Transitway.
- The regional plan required shopping centers over 375,000 square feet to be sited near the Transitway station or a planned extension
- High-density development is channeled into the downtown and urban centers, and market-driven low-density development patterns are permitted outside these areas.

Regional planning aided implementation of a long-range vision

- The Regional Council, a regional planning authority, was formed in 1969 to oversee land-use planning in and around Ottawa. Besides shaping the regional plan, the Regional Council has the authority to override land-use decisions by municipalities that it sees as incompatible with the plan. The Regional Council approved the multi-centered urban structure for the metropolitan area.

The “Transit-First” orientation established the transportation vision for the region

- Early in the BRT planning, officials adopted a policy stating that improvements to the existing transit system and the development of rapid transit should take precedence over all forms of road construction and widening.

The federal government, a major employer in Ottawa, introduced policies discouraging car use downtown

- When the Transitway opened, the federal government eliminated free parking for its employees downtown.
- The federal government introduced flexible working schedules for its employees to produce a more even distribution of traffic on transit.

Many policies and programs are implemented to encourage transit-ridership

- Regular transit users are provided with passes that provide for deep fare discounts.
- Users benefit from real-time information systems (this was the first-ever use for a bus system).
- Pedestrian links to busway stations have been enhanced with public art and wayfinding systems, as well as design guidelines that call for human-scale development, short street blocks, and cut-through walkways.

Lessons Learned

The Transitway began operations in 1983. Less than thirty years later, it's possible to witness the effect that a well-thought-out vision and transit network has been able to realize in directing regional growth and enhancing the experience of transit for riders. The effectiveness of transit-oriented development in Ottawa points to the importance of being thoughtful and flexible in designing a system that fit the needs of the city, as well as of adequate coordination at the regional scale.

An effective transit system can help to redirect growth over the span of a relatively short period

With the Transitway, Ottawa has a long-term vision for funneling high-density development into transit corridors (including 40 percent of all jobs in the region). In combination with supportive zoning, bus service has resulted in the gravitation of growth into bus corridors since the launch of the system in the 1980s.

A flexible approach, sensitive to the context of the city, can help to guide decisions about the sort of system appropriate for a city

Ottawa's choice to adopt a bus-rapid transit system over a light-rail system defied the trend of the day. This choice, however, made sense given the metropolitan area's land-use patterns. It also proved to be far cheaper and better-performing than other transit systems created in North American cities during the same period.

Regional coordination on land use can help in implementing a long-range vision for transit-oriented development

Ottawa benefitted from a regional planning authority that could coordinate land-use and development policies among various municipalities.

Transit-Oriented Metropolis Case Study: Singapore

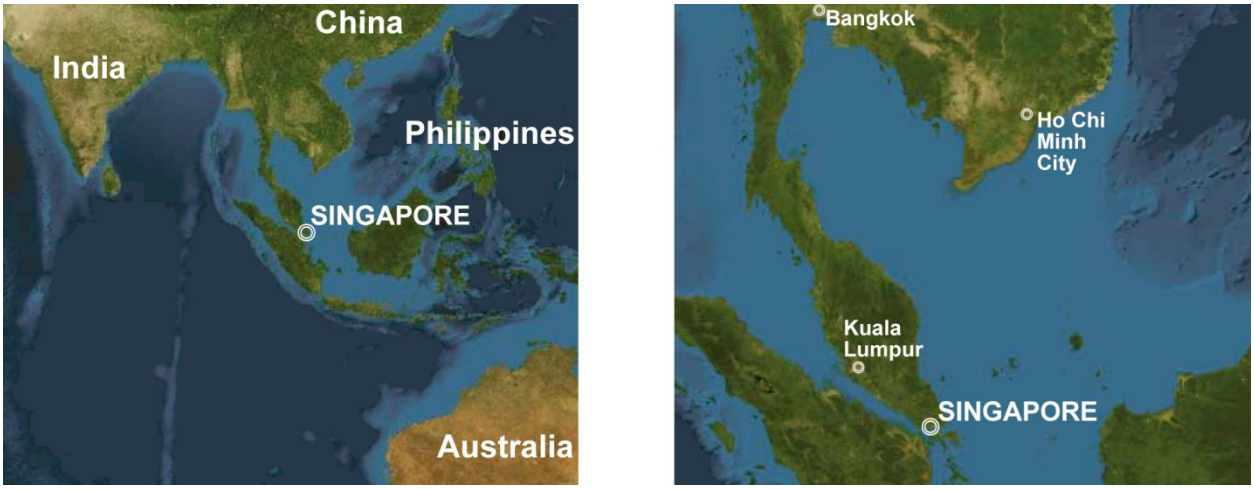


Figure 18: Location of Singapore

Singapore's high-capacity, high-performance rail transit system connects its high-rise urban core to a network of new towns. The arrangement is called the "Constellation Plan" for the new towns' resemblance from above to satellite planets orbiting the central core. The new towns are not self-contained units, but rather have specialized functions—as dormitory communities, as industrial centers, etc.—that form a complete network through their linkage by rail. More than three-quarters of residents in the new towns work outside their area or residence, although the majority of travel is contained within (not between) the rail corridors that connect a new town to the high-rise urban core.

Figure 19: Singapore's Constellation Plan

Singapore is a demonstration of the way in which transit can effectively stitch together areas of different, specialized land-uses in such a way that, together, they function as a whole. Among urbanized regions with per capita GDP over $25,000, Singapore has one of the lowest vehicle kilometers traveled

worldwide, and very high transit use among its residents. This development pattern has also allowed for the preservation of protective greenbelts throughout Singapore.

Key Tactics for Los Angeles from the Singapore Case

Singapore's Constellation Plan built new towns that serve specialized functions and, combined with an efficient rail network, interact with and depend upon one another to achieve a balanced urban fabric. Singapore also utilizes a series of fees and pricing mechanisms to reflect the true cost of automobile use.

A rail-served settlement pattern creates connections between different specialized "nodes" along transit corridors

- Interconnect the urban core and sub-centers through a mix of heavy- and light-rail lines.
- Build new town developments with specialized functions that interact with and depend upon other new towns and the Central Business District.

A three-tiered fiscal program leverages fees and pricing controls that charge automobile users for the costs associated with their mode of travel

- Charge subscription fees (e.g. high registration fees, import duties for automobile purposes, licensing surcharges) to cover fixed costs associated with basic road maintenance and parking facilities.
- Institute use-related fees (fuel taxes and parking fees) to cover incremental costs for scaling road capacity to traffic volumes and maintaining roadway infrastructure.
- Institute real-time electronic road pricing (ERP) to force motorists to internalize the externalities they impose in using their cars during peak hours.

Lessons Learned

Singapore shows how rail can connect districts of different, specialized uses into a larger network in such a way that they interact with and benefit from one another. These connections are made possible by a high-capacity, high-performance rail system that links specialized nodes not only to the high-rise urban core, but also to one another. Singapore also manages road usage through a series of fees and pricing controls that demonstrate the true costs associated with car travel.

Create a settlement pattern that makes use of rail to connect interdependent- and complementary-nodes

Singapore's "Constellation Plan" allowed for outward growth that took advantage of heavy and light rail to foster connections between the high-rise urban core and satellite new towns. Now towns are not independent, self-sufficient units — they serve as nodes and oftentimes have specialized functions. Rail connections link these nodes to one another as well as the Central Business District.

Manage road use by implementing fees and controls that reflect the true cost of automobile use

Singapore has reduced its annual vehicle population growth from 6 percent fifteen years ago to 3 percent today though fees and surtaxes that add as much as 150 percent to a car's open market value and through other mechanisms such as congestion pricing, vehicle quotas, etc..

Transit orientation advice for Los Angeles based on case studies

There are a number of tactical and implementation-related lessons for Los Angeles that are highlighted within these domestic and international case studies. While tactical lessons have been incorporated into subsequent sections of the report, this section discusses the implementation advice that Los Angeles can take from these cases.

From the metropolitan-level international cases, it can be surmised that many actions taken by strong, far-reaching government entities have been required to implement well-articulated transit-oriented visions, to manage both land use and transportation simultaneously, to finance the expansion of transit, and to "level the playing field" for transit relative to the automobile. Los Angeles does not have the luxury of a strong, centralized government to carry out such tactics. It must work with a broad coalition of private- and public-sector institutions to achieve its transit orientation goals. Therefore, a critical implementation lesson for Los Angeles based on these cases is that it must find a way to establish strong relationships with external transit orientation players. This externally focused activity may require new internal policies and new internal structures.

Additionally, the domestic cases provide evidence that cities play a pivotal role in supporting or stymying the development of transit-oriented projects, districts, and corridors. Cities serve as regulators of private development, as the providers of critical services and infrastructure, and as partners in defining the perceptions of locales. While cities have limited influence over market dynamics, they play an important role in defining growth in attractive markets and setting appropriate expectations, perhaps even getting out of the way, in weaker markets. The City of Los Angeles must understand where and when to deploy the tools at its disposal. As exhibited in the cases, the tools possessed by U.S. cities span many city departments and often require approval by elected bodies. Therefore, consistent collaboration between City departments and regular reporting to public officials will improve understanding of the tools and smooth the path to their implementation when and where they are needed.

The cases also illustrate that Cities seeking to inform urban growth must focus their attention geographically, most often on corridors, and adapt to changing market conditions. The City of Los Angeles cannot pass a parking policy or a TOD overlay zone for a corridor and consider its work done. Plans and policies must be revisited and be evaluated for revision or rescission. Internal players must vigilantly evaluate the outcomes of their actions and adapt. This requires that players remain invested in the process and remain focused on outcomes in targeted locations. The City of Los Angeles will need to develop an implementation plan that keeps departments and policymakers engaged over the long term and focused on the key geographies where the city's limited resources are aimed.

3. Policies and Procedures Review

As part of the Transit Corridors Strategy project, we evaluated the existing policies and procedures of both the City of Los Angeles and Los Angeles County Metro. We reviewed documentation found online and provided by staff to identify potential inhibitors to transit-oriented development and the City's overall transit orientation. Rather than assuming that transit orientation could only be achieved in Los Angeles by implementing new policies and procedures, it was appreciated that changes to existing policies and procedures could also influence outcomes, perhaps more so than new policy. We set out to identify process bottlenecks, counterproductive policies, missing policies and procedures, process and policy communication problems and other potential issues. This section covers our findings that relate to the City of Los Angeles in particular. It is notable and consistent with the case studies that we identified policies of several outside agencies that impacted the City of Los Angeles' efforts directly.

Limits of Our Review Process

We considered a broader swath of policies and procedures than one might typically consider being within the purview of a "TOD"-related review. In addition to those policies explicitly titled "Transit-Oriented District" or "Transit Oriented Development", we considered policies and procedures that influence transit planning, transit investment and construction, transit services, and the public and private realm around those transit facilities. While our review had a wide breadth, it certainly did not cover even a majority of the policies that influence a City's transit orientation. It is important to recognize that nearly every City policy and procedure ultimately influences the City's transit orientation.

Virtually all of the City of Los Angeles' and Los Angeles Metro's policies and procedures influence what neighborhoods people want to live in and where firms choose to locate, whether the intent is to address economic development, recreation, health, education, utilities, crime, poverty, or any other policy area. For instance, the strength of local schools may determine demand for housing more than accessibility to transit does. Even though policymakers usually do not consider impacts on a city's transit orientation when addressing schools, if school quality improves near a rail station, demand for housing nearby will almost certainly increase, especially among families with children.

Similarly, efforts to reduce street crime in a particular neighborhood may increase the appeal of living in a dense, urban environment or the appeal of riding transit. Siting of major public facilities, or private destinations like museums, also influences transit ridership and development patterns. Choices that City government makes with respect to, for example, hosting street fairs on public rights of ways serving transit routes, developing a parking policy for City employees, or enforcing traffic laws all influence the economics and perceptions of living, working, and moving through the City.

If the City of Los Angeles' Transit Corridors Strategy is to be successful, every policy and procedure in Los Angeles needs to be considered in terms of its impacts on the City's transit orientation, even if the impact is indirect. This duty falls on the Mayor's Office in particular, to keep a watchful eye on how the full range of staff activities work to support or hinder Los Angeles' transit orientation.

Policies Reviewed

The City of Los Angeles has approximately one dozen major planning documents that contain policies directly related to transit-oriented districts. In addition, the MTA has two key policy documents relating to transit-oriented districts, and the Federal Transit Administration has one program that Metro staff suggests most directly impacts transit in Los Angeles. The full list of policies within these documents can be found in Appendix B, but the key policy documents and their intended purpose are listed here:

- Redefining TOD: Design Guidelines For Transit-Oriented Districts
  - Set of guidelines for public improvements and private development around the 70 transit stations in Los Angeles in order to improve pedestrian safety and access.
- Los Angeles General Plan Framework Chapter 3: Land Use element
- Los Angeles General Plan Framework Chapter 5: Urban Form and Neighborhood Design element
- Los Angeles General Plan Framework Chapter 8: Transportation element
- Land Use/Transportation Policy – City of L.A. and MTA joint policy (1993)
  - Provides a framework to guide future development around transit station areas.
- Los Angeles 2010 Bicycle Plan
- Los Angeles Specific and Area Plans
  - Includes land use planning policies for transit station areas
- Los Angeles Urban Design Studio City-wide Design Guidelines

    - Currently in draft form, this will provide design recommendations for streets and private development, at the city-wide scale that include elements of transit-oriented design
- Los Angeles Urban Design Studio District Design Guidelines
    - Design guidelines for subareas of the city, which incorporate many of the elements of transit-oriented districts.
- Los Angeles City Planning Commission's Do Real Planning Initiative
    - Guiding policy for the Planning Department, with several objectives that related to transit-oriented districts
- Los Angeles City Planning Commission Urban Design Principles
    - The Ten Principles of Urban Design, adopted by the City Planning Commission in 2009, provide a blueprint for developing transit-oriented districts.
- The Concept for the Los Angeles General Plan (1970)
    - This document was used as the basic reference for the preparation of the City of Los Angeles' General Plan in the early 1970's, and includes policies that support transit orientation.
- City of Los Angeles Department of City Planning Urban Design Studio Downtown Design Guide
    - Many of the design principles in this document relate to transit orientation.
- Metro Joint Development Policies and Procedures (Revised October 2009)
    - This plan guides the MTA's planning and development around transit stations.
- Metro Transit Oriented Development Planning Grant
    - This grant program provides funding for local government to plan for transit-oriented development in anticipation of new transit service.
- Federal Transit Administration New Starts Program Guidelines
    - Transit projects in the United States typically follow the New Starts process to ensure a project's eligibility for federal funding; the program's "Land Use" project evaluation criteria takes land use policies and transit supportive land uses into consideration.

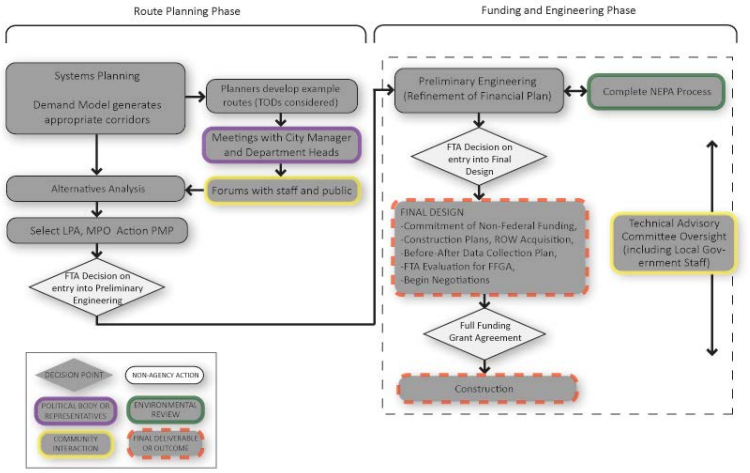
Based on this list of policies, it can be seen that many activities relate to legally permitting or "vocally" supporting transit-oriented concepts. Direct implementation of transit-oriented projects or districts has been somewhat limited. Obvious cases of direct implementation include joint development undertaken by Metro, the work of the City's former redevelopment authority, and certain infrastructure improvements undertaken by public works divisions.

Procedures Reviewed

We reviewed procedures that influence transit-oriented development outcomes. We classified the planning and development of transit as a critical procedure that impacts transit-oriented development outcomes because transit station locations define the market context in which station area real estate investment occurs and both route alignment and station design impact parcel availability and land access to transit and other modes.

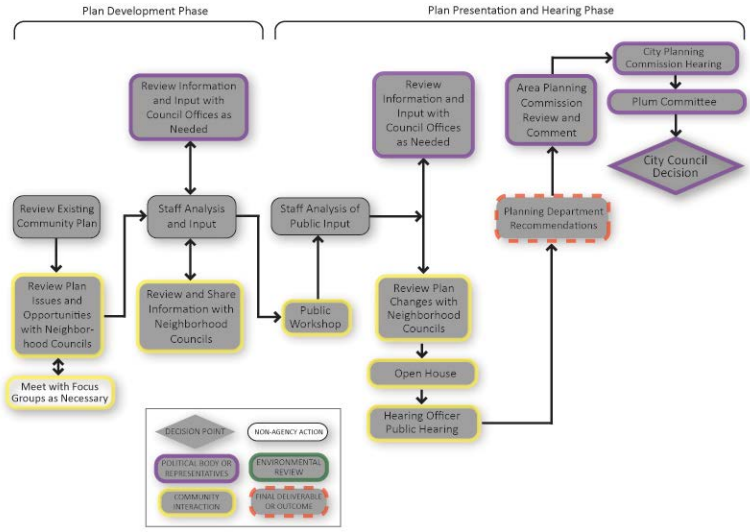
Los Angeles County Metro's Transit Planning Process

Los Angeles County Metro engages in a locally adapted version of the Federal Transit Administration's New Starts process. It follows the federal procedures so that projects are eligible for federal funds. Its modifications include establishing a technical advisory committee with personnel from cities where transit lines will be constructed.



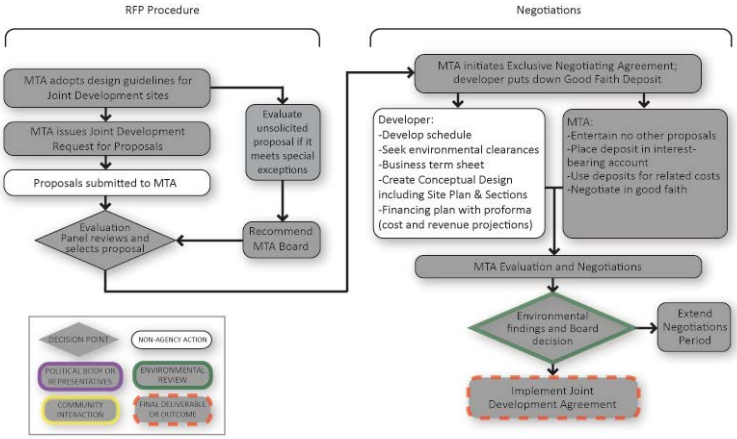
City of Los Angeles Department of City Planning's Plan Implementation Process

The Department of City Planning is responsible for maintaining zoning codes, updating the General Plan, and implementing numerous other policies. One of the planning tools touted as a precursor to transit orientation is the update of local area plans around transit stations, updating community plans with stations, and implementing CPIOs. Using funds from Metro's TOD Planning Grant Program, this process is currently being conducted around several future transit stations.



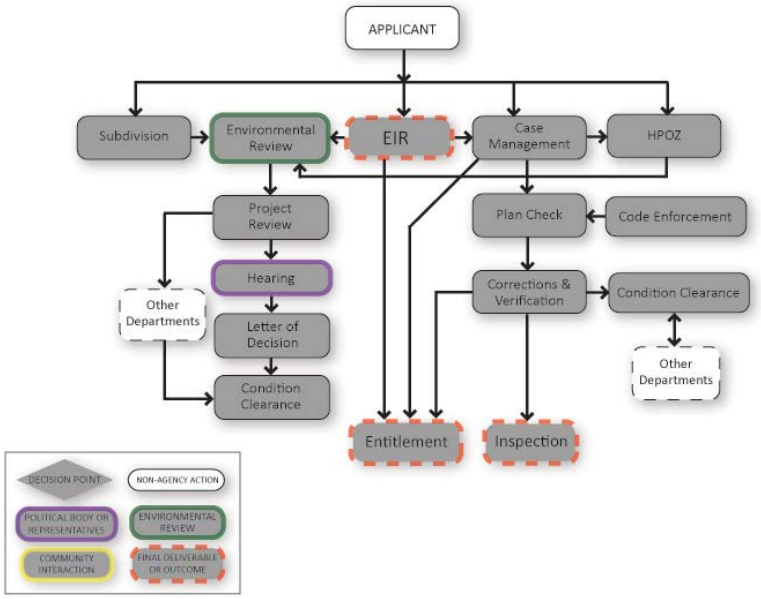
Los Angeles County Metro Joint Development Process

Los Angeles County Metro participates in real estate development around transit stations as a landowner. Metro identified excess land that can be developed, prepares plans for the sites, and offers the land to developers willing to pay Metro for land rights.



City of Los Angeles' Real Estate Development Entitlements Process

The City of Los Angeles regulates most forms of private investment in real estate on private property. In this capacity the City plays an important role in protecting the safety and welfare of citizens. This process is currently being modified with a focus on speed and transparency by the City's Development Reform Program. Thus, it was not evaluated in detail.



Key Findings

Los Angeles already has hundreds of policies and procedures relating to transit orientation, and at least a few policy documents that are solely focused on it. For instance, the 1993 Land Use/Transportation Policy, which is incorporated as an appendix in the city's General Plan Framework, provides a vision for a transit-oriented Los Angeles that was all but forgotten by most staff, elected officials, and citizens since it was adopted nearly two decades ago. Even further back, the 1970 Centers Concept Plan for Los Angeles—the basis for the 1974 General Plan and carried through to today's General Plan Framework—provided a vision for nodal urban growth around transit stations that was ahead of its time. Yet 19 and 42 years later, respectively, neither of the visions in these plans has come to fruition and only modest progress has been made toward achieving them. Most City officials and citizens do not even know the plans exist. Los Angeles already has transit orientation policies, but they have not led to widespread transit oriented changes on the ground. Why is that the case?

We have identified several themes that partly explain why the City of Los Angeles has not become more transit oriented in spite of having official transit orientation policies in place for decades:

- Many of Los Angeles' existing policies contain good ideas but focus on goals and objectives without designating owners who are mandated to implement discrete tasks. The City of Los Angeles must stop the "talk" and start taking action.

- Los Angeles' has faced implementation setbacks on several initiatives—for example, voter approved downzoning, multiple legislative actions to defund transit projects, and deprioritization of community plan updates in consecutive budget cycles—and has failed to turn its attention to alternative actions, perhaps smaller or easier victories, that could also provide incremental steps toward greater transit orientation. The City must dedicate itself to consistent forward progress.

- When considering tactics to promote transit orientation, the City has focused on land use planning—with little success—and neglected transportation-related tactics. For instance, the City has not prioritized opportunities to price parking, promote car sharing, provide City employees

with transit passes, foster transit corridor assessment districts, all of which would also promote greater transit orientation.

- The City has lacked collaboration across its departments on most issues relating to transit orientation and the implementation of transit orientation tactics. In fact, outright conflicts exist between City of Los Angeles departments on some issues. In the case of the Housing Department, transit orientation efforts focus on making transit-accessible places more affordable for low and moderate-income families and preserving affordability for existing communities. In the case of the Department of City Planning, the focus has been broadly framed around creating livable neighborhoods that support transit. Both departments seek to capture value from private developers—perhaps through negotiated exactions or zoning requirements. The value can be maximized when real estate development is optimally profitable, perhaps when development is high-end and potentially counterproductive to affordability goals. Also, the projected value that can be captured is finite and cannot support streetscape improvements, enhanced architectural designs, affordable housing, and other community benefits to the extent each department would like. Reconciling such issues typically occurs as the implementation of individual community plans is negotiated rather than beforehand when common ground can more easily be found.

- Consistent with the 2010 Center for Transit-Oriented Development study, we found that the City—relative to peer cities—has inconsistently coordinated its limited implementation efforts with outside players. In some cases, partnerships have been established between a department and an outside player without the knowledge or input of other departments. One hand does not know what the other is promising or executing. It was disappointing to learn that coordination issues are still present for one of the City's closest partners, Los Angeles County Metro. Through its joint development program, Metro has had to push the City for support rather than the City prioritizing assistance for Metro project approvals. City staff have felt that Metro neglected transit orientation in its policymaking and practices until recently. The Mayor's Office of Transportation has been tasked with streamlining bottlenecks in the relationship between the City and Metro as Measure R projects are planned and built. Staff in that department point to numerous improvements in relations but also recognize that there is still room for more effective coordination.

- Los Angeles has typically considered planning for land use and transit integration at multiple scales but very infrequently at the corridor scale. The City of Los Angeles will benefit from a shift in tactical thinking that considers corridors as transit orientation focus areas.

- The City faces an implementation challenge of forging consensus among the key partners on the next logical and tactical steps each should undertake to become more transit oriented. At this point, there is not a well-articulated, shared vision of how the future city should look, feel, and function—including transit's role—that could guide such a discussion.

Also, reviewing Los Angeles' existing policies and procedures in the context of the key points identified in the domestic and international case studies helps to shed light on many of the actions that the City of Los Angeles could undertake to become more transit oriented.

Promote realistic development projects that fit the existing market

Cities in the United States that have successfully increased their transit-orientation have done so in part by focusing on promoting new real estate development along transit corridors in specific sub-markets and station areas—not all stations in a corridor—where private investment is realistic. Successful cities have also considered the near-term market for housing and commercial development when determining transit

routes and station locations. This has not been explicitly prioritized in any of Los Angeles' existing policies and procedures.

Metro's transit planners do consider real estate development opportunities when designing transit projects. For instance, to add a measure of real estate knowledge to the process, Metro's Joint Development Office has recently begun collaborating with transit planners to consider the impacts of station designs on joint development opportunities—bellwethers for other developments and the potential for value capture funded community benefits. The collaboration could be deepened. For instance, while Metro's Joint Development Policies and Procedures consider return-on-investment (ROI) as a necessary criterion for development projects, Metro does not consider market strength as an explicit criterion for designing transit alignments. Stronger markets support greater value capture that can fund much desired community benefits.

Metro planning could be enhanced by incorporating local government knowledge of real estate markets, development regulations, and community visions into the process. While Los Angeles County Metro goes above and beyond the planning process requirements established by the Federal Transit Administration, their efforts to engage with cities regarding the design and layout of transit facilities occur too late in the process to make significant changes that could drastically benefit long-term transit orientation. For instance, moving a transit stop from one side of an intersection to the other side can have dramatic impacts on local development outcomes. The City of Los Angeles must work with Metro to develop a new collaborative process that engages cities and their citizens sooner.

Also, the City of Los Angeles does not explicitly consider financial feasibility of development when, for example, implementing land-use plans. In fact, the City of Los Angeles has targeted planning efforts to locations where transit-supportive development is not viable in the marketplace and the modification of land use controls, even extreme regulatory relaxation, is unlikely to foster investment in the neighborhood without real estate development subsidies or significant public-sector investment in the area—resources that are not forthcoming at adequate levels.

A recent example of this is the Project RENEW land use plan update project. Staff noted that most improvements identified in the plans would rely on development exactions to be funded. However, planners were aware that subsidies, public investment, or major market shifts would be necessary for any development to occur in almost all of the ten station areas evaluated during Project RENEW. Among the ten, staff noted that three stations had a higher likelihood of attracting development. In spite of this knowledge, the planning department utilized their limited project RENEW funding for urban design and building form studies for all ten transit stations. Alternatively, planning staff could have identified which station area submarkets had the most robust development potential, determined which parcels in those sub-markets were most likely to be developed, and focused their efforts on detailed studies to make that development viable. In doing so, planners would have produced knowledge that could have been used by the housing department, public works divisions, and other City departments to make targeted investments aimed at fostering development. Fostering this development would not have be the ultimate goal. The efforts could have been aimed toward producing an economic development tipping point in the most viable sub-markets so that, theoretically, additional development would become feasible and a crescendo investment activity could then fund many of the desired community benefits in the neighborhood—for example, public realm improvements, affordable housing, or public services.

Given the value capture mechanisms readily available to California jurisdictions, the public sector cannot readily capture value from the private sector to apply community benefits unless there is real estate development. Referring again to the Project RENEW example, planners could have targeted their efforts to foster real estate development in a handful of stations and, based on a transit corridor nexus study,

used development impact fees and other exactions to fund community benefits throughout the corridor. However, planners did not consider financial feasibility when framing or executing their planning process and transit orientation opportunities may have been lost.

A shift in the way the City leverages markets to deliver community benefits will be necessary if Los Angeles is to become transit oriented. Focusing efforts on corridors and station areas where private investment is more likely to occur will generate transit orientation benefits for the City and various forms of cross subsidization—a core function of government—can transfer value from strong markets to weaker markets.

Identify station locations and accompanying development sites that are accessible and readily developable

The City of Los Angeles should endeavor to increase the number of transit-proximate parcels that are readily developable. Such parcels would be located where offsite infrastructure is adequate for any development that might maximize the buildable area allowed under zoning controls—for example, schools have adequate classroom space for additional pupils, streetscape improvements are already implemented, traffic infrastructure can accommodate additional trips, and sewers are sized appropriately. However, without funding sources available to make all the necessary infrastructure investments, the experience of other cities in the United States strongly suggests that the City of Los Angeles should work with Metro to locate transit stations where parcels are already prepared for development. The City must be at the table with Metro to identify those potential station locations because it is unlikely that Metro is fully aware of localized land use regulations, the parcel-by-parcel state of infrastructure, or the infrastructure requirements that the City imposes on development.

Locating transit stations in locations with some readily developable sites solves a chicken and egg problem currently faced. The City of Los Angeles typically relies on real estate development to fund site access and some off-site improvements. Even in strong markets this can be a burdensome cost, particularly for affordable housing development. These costs can reduce the profitability of development proposed in certain areas and prevent development from attracting investors. The City could make targeted investments in brownfield cleanups, environmental mitigation, or street infrastructure improvements on sites that are on the cusp of being redeveloped but are otherwise not financially viable.

As discussed above, the City of Los Angeles should work with Metro to enhance collaboration early in the transit planning process when transit alignments and station locations can be designed with an eye toward future real estate investment in the station areas. Also, it would seem that Metro planners are very aware of the real estate development impacts their projects might have and incorporate numerous system design components that could enhance the transit-orientation of station areas. However, many of these design components are ultimately modified during cost reduction procedures called “value engineering” that occur during subsequent design phases, typically by contracted engineering firms. The City should closely monitor the final designs of transit facilities and work with Metro to ensure that construction documents match design expectations established in original plans.

Distinguish between the markets that exist along a single corridor

The City of Los Angeles and Los Angeles County Metro recognize that not every station area is equal. In fact, the recent Center for Transit-Oriented Development report focused on transit station typologies that used publicly available data to distinguish stations from one another. Los Angeles should focus on tying together stations into small groups—corridors—that can support one another. Connections might be policy-based, physical, or fiscal. For example, land use plans might reflect synergies between distinct stations, a linear park might connect four station areas, or a linear benefits assessment districts might be established around three stations. Corridor-level thinking can help more advantaged station areas

support disadvantaged station areas to the benefit of the corridor. As seen in the case studies, real estate sub-markets, physical features, and complementary land use characteristics typically define corridors. Corridors are likely to be a small subset of stations along a transit line or transit extension built by Metro where it is recognized that the corridor can be greater than the sum of its individual stations.

Engage in continuous planning and rezoning to make development feasible

Due to funding constraints, the City of Los Angeles is likely to continue conducting land use planning opportunistically and ad hoc. The Department of City Planning should continue to seek funding to be able to update plans on a regular basis. At this time, the City lacks the resources to ensure that its plans are consistently updated—and will likely lack the resources in the foreseeable future. Therefore, the Department should be cautious about producing overly prescriptive plans and policies because they may be obsolete by the time they are passed by the Planning Commission. When Cities hope to attract certain types of development and land use controls are prescriptive regarding urban design, exactions, or other items that influence the profitability of real estate investment, the Cities have to remain vigilant and respond to changes in the marketplace by quickly adapting aspects of their policies that could act as obstacles to development.

Remain dedicated to a transit-oriented vision and numerous actions over the long haul

The City of Los Angeles has at least two major transit-oriented visions, enumerated in the General Plan and Land Use / Transportation Policy, but neither has stuck in the minds of residents, elected officials, or even the City's land use planners. In addition, the City and its partners have multiple sets of transit orientation goals and sometimes those goals conflict.

Table 6: Transit Orientation Goals Enumerated by Center for Transit-Oriented Development's 2010 Report

- Make Housing and Transportation Affordable
- Reduce Auto-Dependence and Enhance Transit Ridership
- Promote Equitable Access to Transit
- Support Economic Development

Table 7: Transit Orientation Goals Enumerated by L.A. Metro's TOD Planning Grant

- Increase access to transit by assisting local agencies to accelerate land use regulatory change that promotes TOD principles;
- Improve utilization of public transit by reducing the number of modes of transportation necessary to access regional and local transit;
- Further the reduction of greenhouse gases through encouraging in-fill development along transit corridors;
- Support and implement sustainable development principles.

Table 8: Goals Enumerated in the 1993 Land Use / Transportation Policy

• Focus future growth of the City around transit stations
• Increase land use intensity in transit station areas, where appropriate
• Create a pedestrian oriented environment in context of an enhanced urban environment
• Accommodate mixed commercial/residential use development
• Provide for places of employment
• Provide a wide variety of housing for a substantial portion of the projected city-wide population
• Reduce reliance on the automobile
• Protect and preserve existing single family neighborhoods

Our research has identified a set of broad transit orientation goals that reflect the current transit orientation sentiments expressed by City staff, encompass most of the goals enumerated in existing policies, and can serve as a starting point for a discussion about the goals of transit orientation in Los Angeles. The City must help Los Angeles identify a vision and set of goals that resonate with internal departments, external partners, and residents. In addition to the City, external players must take ownership of the vision to ensure coordinated tactical action is carried out over the course of decades. To do so, Los Angeles must resolve many of the conflicts that exist between economic development goals, real estate development goals, and affordable housing goals. Engagement and collaboration over the long haul will help players understand one another's interests and find shared solutions.

Finding the enduring motivation to maintain commitment to transit orientation over the long haul is the most important thing that the City of Los Angeles can do. Cities in the United States that have been successful in implementing their transit-oriented visions have been incredibly persistent and patient. A single failure, or even several failures, has not prompted them to forget the vision; nor has the arrival of successive political leaders. Each city evaluated in the case studies had a different reason for its continued commitment to becoming a transit-oriented metropolis, and Los Angles will need to figure out its own deeply rooted motivation for staying committed over the next decade and beyond.

Identify strong neighborhood and institutional partners for transit orientation efforts

Successful transit-oriented places have identified strong neighborhood and institutional partners to support the changes that are necessary to become a transit-oriented metropolis. Cities have found strong partners to be absolutely critical in challenging markets or in locations where the community is skeptical of local government. The MTA Joint Development Policies and Procedures document identifies local partners as critical for joint development and the Land Use/Transportation Policy discusses partnerships, but the City has failed to identify its partners or establish a single point of contact for external players.

It appears that many of the existing partnerships are "owned" by various departments or bureaus. Several issues may exist due to this. For instance, as discussed earlier, these departments are not yet united by a common transit-oriented vision or goals so the partners may be aligned with one City of Los Angeles institution but not another. City partnerships require commitments by both staff and elected and appointed officials. Identifying partners publicly puts an onus on officials to weigh in.

In many cases, partnerships can be the difference between transit-oriented tactics happening or not happening. It is imperative that the City formally establish these partnerships and provide a structure for continuous investment in the partnerships.

Engage the community in crafting realistic visions

Successful transit-oriented metropolises have engaged numerous partners in crafting transit-oriented visions, policies, and land use plans that are viable. To make progress toward a more transit-oriented metropolis, Los Angeles must engage the many partners that define its economic growth and physical urban development as it produces its strategy. This includes the citizens of Los Angeles, for whom any visions, policies, and plans must be acceptable.

The values expressed by City staff during TOD Cabinet meetings have considered the public's engagement in the transformation of Los Angeles. Community engagement is a core tenet of City processes and, as it relates specifically to transit orientation activities, is fundamental to the work of the Department of City Planning and the Los Angeles Housing Department.

In addition to pursuing actions that leverage partnerships and are politically acceptable, all actions should focus on achieving measureable progress toward the goals. As seen in so many of the cases reviewed during this project, transit-oriented land use policies and plans can be unrealistic. They incorporate visions that are out of line with market realities, political realities, or private and public sector resources. For example, transit-oriented land use plans all too often dictate visions of real estate development that are not viable in the marketplace and are unlikely to be achievable within 20 years. For the City to make progress toward greater transit orientation, it must ground its strategy in reality and achieve regular, incremental transit orientation victories.

Articulate a vision that shapes transit-orientation

Los Angeles has two existing visions for a transit-oriented metropolis, including its General Plan Framework—evolved from the 1970 Centers Concept Plan—and the 1993 Land Use/Transportation Policy. Neither articulated a vision that has shaped the City's transit-orientation to this day. Los Angeles' next attempt to articulate such a vision will need to be customized to the city, resonating with current and future generations. The substance of the vision should be concise enough so as to fit on a bumper sticker, yet should be memorable and compelling. Copenhagen has its Finger Plan; Singapore has its Constellation plan; Los Angeles proposed a city of Centers and Suburbs in 1970, but this has not had the staying power. The most important part of the new transit-orientation strategy and related policies may be how they articulate the *need* for this vision and how this will be accomplished. The vision must be articulated with a visual that is as simple and striking as the five fingers of Copenhagen's plan or the compact stars of Singapore's constellation. Most importantly, the vision should be uniquely fit to Los Angeles.

"Level the playing field" for transit versus driving

Perhaps the most important element of the international cities' success in becoming transit-oriented was their accumulated efforts to ensure that transit became a more attractive transportation option relative to driving. None of the case study cities were "anti-car" and certainly transit was not the most attractive option for everyone or for most trips. Many middle-class households in these cities still own cars and they end up using the car when it has natural advantages—large-volume grocery shopping, weekend excursions, complex multi-legged trips, etc.. The actions taken by these cities consistently made transit faster, more convenient, and more affordable than certain automobile trips. In the process, the cities sometimes reduced the attractiveness of driving. For instance, dedicating lanes to buses may slightly increase automobile travel times while significantly reducing transit travel times.

Los Angeles has a range of existing policies and pilot projects that relate to pricing parking, calming traffic, and increasing transit and non-motorized transportation options. All of these efforts contribute to "leveling the playing field" for transit versus driving, but their effects are not as broad or deep as those implemented in the case study cities.

In order for Los Angeles to be successful as well, it must make these policies central to its daily activities and decision-making. Making it relatively less cheap and less convenient to drive, and cheaper and more convenient to take transit, is the most direct and indisputable method of increasing transit use. It is also one of the most politically difficult methods, but it should be front-and-center nonetheless if the city truly wishes to change existing travel habits.

Establish institutional arrangements to sustain commitment to a vision

The City of Los Angeles cannot replicate the institutional arrangements that allowed many successful transit-oriented metropolises to emerge but it must develop its own institutional structure that maintains commitment toward the goal. A pluralistic, democratic society without a powerful regional government is not the easiest place to implement a politically complex vision for transit-orientation over a broad area and a long period of time. Some of the five cities profiled have very strong and centralized governments, which is not a feasible option for the Los Angeles. Still, Los Angeles will need to learn from all five cities in how they came to the institutional arrangements that allowed them to sustain their transit-oriented vision.

Los Angeles must identify a vision and complementary institutional structure that can foster interaction with external transit orientation players and will last for generations, the timeframe required to become transit oriented. First, it is critical that Los Angeles' transit-orientation efforts include a realistic plan for partnerships with other government bodies, such as Metro and SCAG, that will enable and collaborate with the City to achieve a transit-oriented vision. Los Angeles' current partnership with Metro through its TOD Cabinet is a strong start in developing the institutional arrangements necessary to become more transit oriented. Second, the TOD Cabinet or another viable institution should be established that has a mandate to maintain an updated Transit Corridors Strategy, evaluate its implementation, and report on progress.

Establish a vision unique to local circumstances

Los Angeles is motivated to ease traffic congestion and allow its citizens access to more opportunities. The primary justification for Measure R transit spending was transit's role as an alternative to traffic-clogged interstates. If "getting out of traffic" is determined to be the primary motivation to become more transit oriented, then Los Angeles will need to focus on ways of ensuring transit is not stuck in traffic and that transit becomes an attractive option for the trips people care to take. In addition, tactics such as parking reforms will be important. These are front of mind for the Department of City Planning, the Department of Transportation, and others. However, proper messaging of the vision and the impacts of tactics must be developed to overcome the reluctance of politicians to support such efforts.

On the other hand, Los Angeles may find that a compelling vision is not based on traffic. Also, it is anticipated that the vision will evolve over time. Los Angeles should be prepared to continue discussions of its transit-oriented future and the actions that can be taken to get there.

Foster and use creative funding sources

The international case studies identified two novel approaches to paying for transit. One approach is to invest in cost-inexpensive yet suitable technology, such as BRT, instead of rail. Los Angeles has built a mix of both rail and BRT so far, and will continue to do so, but leaning more heavily towards BRT could be an effective way of achieving cost savings and expanding faster. This requires taking surface space from automobiles, which makes it somewhat more politically challenging than building subways or building lines along alternative right of ways, but Los Angeles should consider whether rail is the best "fit" and delivers the most cost-effective transit service along targeted corridors.

Another very creative method of financing transit is for transit agencies and cities to actually engage in the real estate development process, thus capturing the increased land value of properties that are

served by new transit lines. While this is no longer common practice in the United States, it is hardly novel, considering that Los Angeles' streetcar lines were mostly financed privately by real estate developers using this very mechanism. Metro currently engages in this in a limited way through its Joint Development Program. This could be expanded significantly. Also, the City of Los Angeles could also increase or revive its entrepreneurial efforts (The CRA once served as a quasi-private public developer of land in the City). For instance, an institution could be formed with a skill set similar to a redevelopment agency but be dedicated to purchasing land near transit, consolidating developable sites, and working with private developers to build transit-oriented projects.

Los Angeles Will Benefit from Tactical Thinking at the Corridor-scale

A theme emerging from the case studies and best practice review is that "corridors" are the building blocks of transit-oriented places. Be it the Rosslyn-Ballston corridor's success, the failure of project-level visions to be transformative, or the transit orientation paradigms that exist in other countries, corridors have appeared to be a primary consideration of planners, politicians, and private sector stakeholders in places that have succeeded at becoming more transit oriented. Los Angeles has inconsistently viewed opportunities at the corridor scale and we suggest that the development and implementation of this strategy is Los Angeles' chance to take full advantage of corridor-level thinking. We go so far as to recommend that this strategy be called the "Transit Corridors Strategy."

Los Angeles has typically considered planning for land use and transit integration at multiple scales but very infrequently at the corridor scale. Los Angeles' Housing Commission promoted the concept of Garden Cities built along transit as a city-wide growth strategy in the 1910s. The 1970 Centers Concept Plan considered the urban form of the whole City and, while it promoted a "miracle mile" idea that reflects the corridor scale, it has not translated into action. The 1993 Land Use / Transportation Policy is also a blanket policy adopted by both the City and Metro without an implementation program. The community plan process considers wide swaths of land that do not correlate to travel patterns and station area zoning overlays are focused on small, discrete transit station districts. The City of Los Angeles will benefit from a shift in tactical thinking that begins to focus more on the corridor scale.

Station-focused "transit-oriented development" and "transit-oriented district" plans have unfortunately not produced many of their hoped-for benefits—such as traffic congestion relief, community open space, improved air quality, affordable housing, and land conservation—in the United States to date. This is partly because it has traditionally taken an atomized form, designed, planned, and built from a narrow perspective. Consequently, what one typically finds in the United States is a few nodes, or islands, of transit oriented developments in a sea of auto-oriented urbanity. Unless there are enough transit-oriented nodes, linearly aligned along natural travel corridors to create a critical mass, benefits will accrue.

Standalone station area plans fail to take advantage of the fundamental accessibility benefits of transit corridors. Station area plans conceived of as independent nodes often call for the inclusion of all the desired livability components of transit-oriented places (e.g., parks, public squares, fresh food outlets, affordable housing, etc.) within each station area. This does not reflect the unique attributes and market characteristics of each station area or the potential for individuals to travel via transit to reach desired livability features in other station areas along the transit corridor. New affordable housing development may be appropriate and feasible in some station areas and difficult to accomplish in others along a single corridor. Corridor level thinking acknowledges this and seeks to promote transit orientation in larger corridor-based geographies.

Also, the typical stand-alone transit-oriented development paradigm can very much backfire by creating dense nodes in otherwise auto-oriented settings so as to increase traffic congestion along roads feeding into transit stations. The only way around this conundrum is to plan at a corridor scale and foster a linear axis of what might be thought of as "co-dependent" nodes, in the sense that they rely on each other creating trips that are conducive to transit riding. This means identifying markets that can support inter-mixing many of the land uses typically found scattered throughout suburbia, including housing, offices, shops, restaurants, along transit-served corridors. Corridor plans can be implemented that consider land uses across multiple stations and linear funding districts—for example, assessment districts or tax increment financing districts—can be formed to fiscally tie together station areas along a corridor. If properly executed, corridors should form natural sub-regional travel sheds: five- to ten-station axes along which significant shares of household trips occur. This also tends to be public transportation's natural habitat, where it captures the largest share of trips.

The principal aim of fostering transit-oriented corridors is to enable many activities, such as shopping, recreating, and perhaps even working, to occur within somewhat self-contained travel-sheds. This can help rationalize travel patterns that are the bane of public transit – cross-haul trip-making. Trip origins and destinations scattered across a map require travelers to rely on private cars because transit cannot efficiently provide those connections. The resulting automobile traffic is forced-funneled onto the same limited set of tangential highways, beltways, and cross-town connectors. It is this merging of helter-skelter, zig-zag travel patterns throughout a region that gives rise to highway traffic jams, especially suburban gridlock. Intermixing land uses along self-contained linear corridors (as in Stockholm, Curitiba, and other settings) leads to travel efficiencies – more balanced, bi-directional transit ridership patterns with buses and trains filled in both directions. As has been the case in the Rosslyn-Ballston corridor in Arlington, Virginia, self-contained corridors should be able to accommodate substantial new employment and housing growth and all of the associated trip-making without increasing roadway congestion levels.

Fortunately for Los Angeles, corridors correspond to the City's existing urban form and are a natural framework for considering promoting transit orientation. Los Angeles grew up along streetcar lines and is currently oriented toward its boulevards. More so than high-level policymaking or implementing more station area zoning overlays, focusing departmental and partner resources to a select few transit corridors (existing or proposed) where markets can support investments in diverse land uses could generate significant transit orientation benefits.

Based on all that has been enumerated above, we suggest that the transit orientation strategy of the City of Los Angeles be called its Transit Corridors Strategy to remind stakeholders of the importance of corridor-level thinking in Los Angeles.

Conclusions on Policies and Procedures

Los Angeles has picked up considerable momentum in its efforts to support transit-orientation recently, including publishing design guidelines for transit-oriented districts, and advocating for a vast expansion of the region's rapid transit network. However, the efficacy of Los Angeles' 1993 Land Use / Transportation-land policy demonstrates that high-level policymaking has not served the City well. Candidly, the City needs to take more coordinated actions and issue fewer grand "statements" in order to achieve its objectives.

The next chapter details the city's collaboration with us to develop an extensive database of specific tactics that will help put transit orientation into practice. Some tactics address holes in current policies

while others suggest pursuing enabling state legislation. However, most focus on taking discrete steps to change how the City carries out its day to day activities without having to change existing policies.

4. Tactics to Promote Transit Orientation

Clearly defined tactics were the core building blocks of the Los Angeles Transit Corridors Strategy project. Because clear goals could not be articulated early on but tactical suggestions were widespread, we focused on building from a tactical foundation to understand the vision and goals of the City's Transit Corridors Strategy. In doing so, we produced a list of tactics that far exceeds the implementation capacity of the City over the next decade and we anticipate that the City and City's partners will add new tactics to the list over time. This evolving list of tactics will need to be narrowed—using the database described below—to a manageable number that can be implemented each year.

When we began working with the City and Metro, it became clear that the different departments and even individuals within the same department had differing opinions of what the goals of a "TOD Strategy" should be. Some people defined "TOD" with a focus on the construction of buildings. Others voiced the need to promote transit orientation in larger districts surrounding rail stations. Still others felt the whole City should focus on becoming a fairer and more just place, and that transit was a tool to help accomplish the task. The same call to action—"The City should take advantage of Measure R transit investments"—inspired everyone's contributions and it was evident to us that each of their viewpoints was valid.

We feared that focusing initially on reaching a consensus on goals and a vision would inevitably discourage some participants and we found that discussions about actions that staff were willing to undertake were energizing and insightful. We promoted brainstorming, asking City staff to suggest any and all actions that they would be willing and able to implement to achieve their strategic goals. In addition to those tactics suggested by staff, we asked staff about their interest in implementing a long list of best practices. We compiled the list of nearly 200 tactics into a Tactics Database that allows users to determine useful information about the tactics.

The tactics that City staff suggested were very compelling and also quite telling about the objectives and goals each person sought to achieve by implementing a transit orientation strategy. We approached the development of a transit orientation strategy from the bottom up by first focusing on the tactics that Los Angeles is willing pursue to become transit oriented.

The Los Angeles Transit-Oriented Tactic Database

As of June 2012, the Los Angeles Transit-Oriented Tactic Database contains 172 tactics that City-government could consider for implementation and approximately 20 additional tactics that can be implemented by a transit agency or regional transportation funding organization like Los Angeles County Metro. The database is intended to be an evolving menu of potential actions. The "menu" can be used by the City of Los Angeles to inform its Transit Corridors Strategy, including prioritizing its efforts and consistently improving the strategy.

The database can be modified or queried to accomplish a number of tasks:

- Evaluate and prioritize potential actions
- Keep a history of all tactics considered
- Track progress on tactic implementation
- Store information on why tactics succeeded or failed

To date, the database has been used to compile potential tactics and to evaluate them for implementation. The database is maintained in a Microsoft Excel file that has been imported into Microsoft Access to be queried. Microsoft Excel is available on City of Los Angeles computers, allowing staff to easily review, modify, and share the information. Access is one of many database tools that can be used to query information of this kind. We selected Access because it is typically a component of the Microsoft Office suite of programs and is usually available on computers that also have Microsoft Excel. Other database tools can also be used to query the database.

Sources of Tactics as of June 2012

The tactics in the database are part of an ever-expanding collection of potential actions that might be undertaken by the City or City partners. The tactics are a combination of internally generated tactics and tactics found outside the City of Los Angeles. Tactics from external sources that made it into the database are classified "Best Practices;" practices identified as ineffective or detrimental to transit-orientation were not included in the database.

Tactics Identified via Suggestion

We first set out to identify tactics that could be implemented by the City of Los Angeles by soliciting input from staff, and by reviewing the City's existing policies and procedures.

We solicited the input of key departments within the City of Los Angeles, including the Mayor's office, the Planning Department, the Housing Department, the Department of Transportation, and the Department of Public Works, Bureau of Engineering. We also solicited ideas from L.A. Metro. This yielded nearly 100 tactical suggestions. Department representatives provided feedback on each other's suggestions, and our team consolidated and revised the tactics based on their input.

Our review of existing policies and procedures pertaining to transit-oriented development in Los Angeles also generated numerous potential tactics. For instance, we reviewed existing procedures to determine where roadblocks and inefficiencies existed and, in particular, actions that could be taken to improve coordination between the numerous players involved in the implementation of transit projects and the conversion of transit station areas into more transit-oriented places. As discussed in the preceding chapter, the City and Metro's joint 1993 Land Use-Transportation Policy already contained many suggested transit-oriented actions yet to be implemented by the City. This served as a source of tactics that were reviewed and updated by City staff. Again, our team consolidated and revised the tactics based on their input.

Best Practices

The best practice tactics included in this paper come from three principle sources: the case studies described earlier, an exhaustive literature review of research on transit-oriented development, and input from several transit experts. During the course of researching the case studies and conducting the literature review, we identified a wide range of tactics, which we described and added to the Tactic Database if they had not already been suggested by City staff or identified in existing policies and procedures. In fact, we were pleased to find that a large proportion of the best practices that we identified had already been suggested by City staff or were already implemented in Los Angeles.

Table 9: Case Studies Conducted for this Project

Domestic Case Studies	International Case Studies
• The Beaverton Round, Beaverton, Oregon • Fruitvale Village, Oakland, California • Market Creek, San Diego, California • Rosslyn-Ballston Corridor, Arlington, Virginia	• Copenhagen, Denmark • Curitiba, Brazil • Hong Kong, China • Ottawa, Canada • Singapore

Table 10: Resources Review for Best Practices

Smart Growth and Other Toolkits

- Center for Transit-oriented Development, Mixed-Income Transit-Oriented Development Toolkit, http://www.mitod.org/
- Denver Regional Council of Governments: Transit Agency Parking Pricing and Management Practices: A Peer Review (2010) (http://tod.drcog.org/sites/default/files/documents/Transit%20Agency%20Parking%20Pricing%20and%20Management%20Practices_%20Peer%20Review.pdf)
- Metropolitan Transportation Commission (MTC). Reforming Parking Policies to Support Smart Growth: Parking Best Practices & Strategies For Supporting Transit Oriented Development in the San Francisco Bay Area, (http://www.mtc.ca.gov/planning/smart_growth/parking/parking_seminar/Toolbox-Handbook.pdf)
- PolicyLink Equitable Development Toolkit, (http://www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm)
- Reconnecting America, 2010 Inventory of TOD Programs: A National Review of State, Regional and Local Programs that Fund Transit-Oriented Development Plans and Projects (Jan 2011) (http://www.reconnectingamerica.org/assets/Uploads/2010_inventory_of_tod_programs.pdf)

Reports

- US Government Accountability Office. Affordable Housing in Transit-Oriented Development: Key Practices Could Enhance Recent collaboration Efforts between DOT, FTA and HUD (2009) (http://www.gao.gov/new.items/d09871.pdf)
- "Making Affordable Housing at Transit a Reality: Best Practices in Transit Agency Joint Development" by Robin Kniech and Melinda Pollack, 2010
- FTA/FHWA Transportation Planning Capacity Building Program: Peer Exchange on ""Effective Practices in Planning for Livable Communities at Metropolitan Planning Organizations (MPOs)" 2010. (http://www.planning.dot.gov/Peer/Atlanta/atlanta_2010.pdf)
- TCRP H-27 (http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rrd_52.pdf, http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_102.pdf)
- TCRP 128 (http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_128.pdf)
- "Evaluating TOD" by John Renne (http://www.thetodgroup.com/files/Renne_TOD_Chapter.pdf)
- "Smart Growth and TOD" by John Renne (http://www.nctr.usf.edu/jpt/pdf/JPT11-3Renne.pdf)
- "Building TOD in Established Communities" by Julie Goodwill (http://www.nctr.usf.edu/pdf/473-135.pdf)
- Calgary TOD Best Practices (http://www.calgary.ca/PDA/LUPP/Documents/Publications/tod-handbook.pdf?noredirect=1)

Academic Journal Articles

- "Policy Support for and Barriers to Transit-Oriented Development in the Inner City: Literature Review" by Daniel Hess & Peter Lombardi
- "Blue line Blues" by Anastasia Loukaitou-Sideris (http://www.uctc.net/papers/425.pdf)

Books

- "New Transit Town" by Hank Dittmar and Gloria Ohland
- "Transit Oriented Development: Making it Happen" by Carey Curtis, John Renne and Luca Bertolini
- "Transit Villages in the 21st Century" by Robert Cervero and Michael Bernick
- "The Transit Metropolis" by Robert Cervero
- "The Regional City" by Peter Calthorpe and Bill Fulton

From these diverse sources, we developed a comprehensive database of tactics that can be easily evaluated and analyzed by City staff and others.

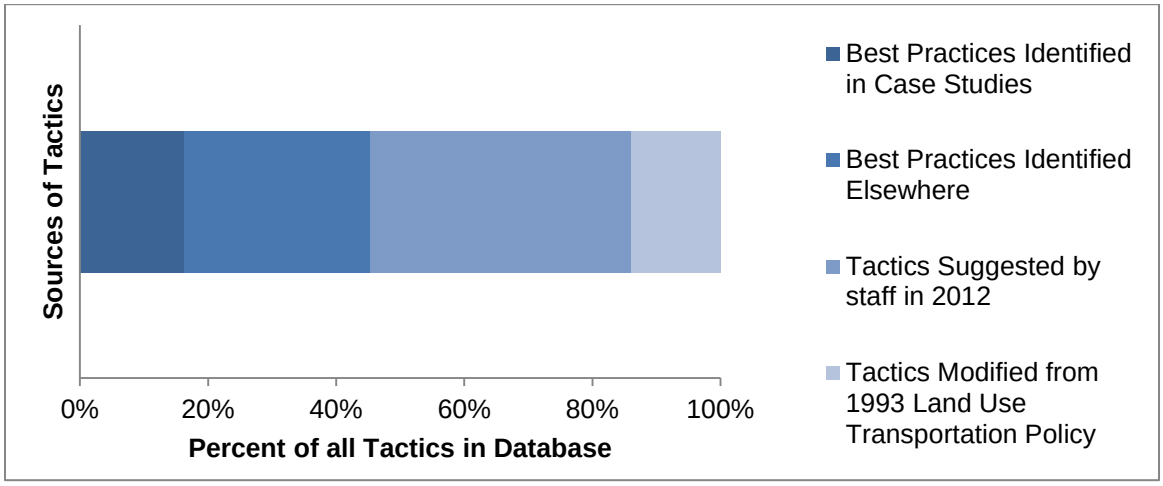


Figure 20: Sources of tactics included in database as of June 2012

Characterizing Tactics

The best practice database includes hundreds of tactical suggestions that serve as a "menu" for the City's strategy. To reduce the unwieldiness of such a large list, we gave the tactics short descriptions, categorized, and organized them so that the list could be more easily queried for useful information. We characterized tactics by classifying their implementation duration, identifying who would implement each tactic, analyzing their implementation feasibility, and considering if they had an impact on perceptions of transit or the economics of living, working, or investing in Los Angeles. These characterizations of the tactics allowed us to better differentiate the tactics and the roles they could play in the Transit Corridors Strategy.

Feasibility

We considered the technical and institutional feasibility of successfully implementing each tactic. With this information, the City can better determine which tactics to pursue in its Transit Corridors Strategy. We selected 11 measures that relate to the complexity and number of steps required for full implementation, the resources required, and the need for inter-institutional coordination during implementation.

Table 11: Political Feasibility (as of June, 2012)

Political Feasibility Concerns Faced by Tactics	Description	Tactics in Database Exhibiting Feature as of June 2012
Legislative	Requires Council or Board Approval	39%
External Legislative	Requires Lobbying for Legislative or Popular Approval	11%
Political Capital	Requires Significant Political Capital	12%
Internal Policy	Requires Department Policy or Procedure Change	58%
Cross-silo	Requires collaboration between departments	28%
City-wide Policy	Can be feasibly implemented as a one-time, broad-based policy (e.g., city-wide policy passed by council)	33%
Political Timeline	Can be feasibly implemented during council member terms of office	35%

Including these attributes in a query of the tactic database can help the City's implementation process by identifying tactics that are more politically feasible than others.

Table 12: Resource-related Feasibility (as of June, 2012)

Resource-related Feasibility Concerns Faced by Tactics	Description	Tactics in Database Exhibiting Feature as of June 2012
Staff Time	Requires Significant Staff Time Allocation	49%
Land Use Planning	Requires Department of City Planning Plan Update	15%
Reallocate Funds	Requires *only* the reallocation of existing funding sources	23%
New Infrastructure	Requires new physical infrastructure to achieve impact	22%
New Development	Requires new ground-up real estate development to achieve real world impacts	28%
New Funding	Requires new funding source (beyond funding for staff time) to achieve impact	33%

Again, as the City is contemplating which tactics it will implement next, staff can query the database to identify those tactics that might be more feasible to enact because they require fewer resources.

Impact

We categorized tactics across nine measures of their potential impact on the long-term transit orientation of the City of Los Angeles and other direct benefits to the City of Los Angeles. As seen in the table below, we selected measures that an urban economic framework would suggest have long-term influence on urban form.

Table 13: Impact of tactics on transit-orientation as of June, 2012

Measure of Impact on Transit Orientation	Description	Tactics in Database Exhibiting Feature as of June 2012
Passenger Transport Economics	Tactic changes the economics of passenger transportation to the advantage of walking, biking, transit and to the detriment of automobile travel.	41%
Commercial Transport Economics	Tactic positively influences the economics of transporting goods and providing services in the region.	5%
Development Economics	Tactic changes the economics of real estate development to the advantage of transit-served locations and to the detriment of non-transit served locations.	42%
"Living" Economics	Improves the economics of living (housing, shopping—i.e., non-work) in transit-served locations.	33%
"Working" Economics	Improves the economics of working (housing, shopping—i.e., non-work) in transit-served locations.	16%
Efficiency of Government Operations	Reduces staff time per task, reduces redundant workload across departments, improves decision-making efficiency, etc.	15%
Transport Perceptions	Changes the perceptions of transportation to the advantage of walking, biking, transit and to the detriment of automobile travel.	45%
Development Perceptions	Changes the perceptions of real estate investment to the advantage of transit-served locations and to the detriment of non-transit served locations.	47%
"Living" Perceptions	Improves the perceptions of living (housing, shopping—i.e., non-work) in transit-served locations.	42%
"Working" Perceptions	Improves the perceptions of working (housing, shopping—i.e., non-work) in transit-served locations.	31%

As the City is updating its implementation plans, staff might query the database to determine which tactics influence a large number of these considerations—maximizing “bang for the buck”—or staff might be seeking a tactic that accomplishes a particular goal. For instance, if one of the City’s partners points out that the City’s efforts have not adequately addressed the concerns of their interest group, staff might search the database to identify a tactic that has a specific impact so that they can include such a tactic in the next round of implementation.

Ownership

We categorized the tactics based on which City department owns implementation of the tactic, with ownership determined by the TOD Cabinet member input. We were particularly interested in allowing City staff to know whether the responsibility for implementation was overly concentrated on a single department, which might hamper strategy implementation.

In the process, we made a surprise finding. There is a perception that transit orientation efforts fall mainly under the purview of planning departments. As can be seen in the chart below, the Los Angeles Department of City Planning does own a substantial number of the tactics that were included in the tactic database as of June 2012. However, it is clear that DCP is not the only department that has a role to play. Interdepartmental coordination will be necessary to implement many of the tactics and approximately one third of the tactics are outside of DCP's purview altogether.

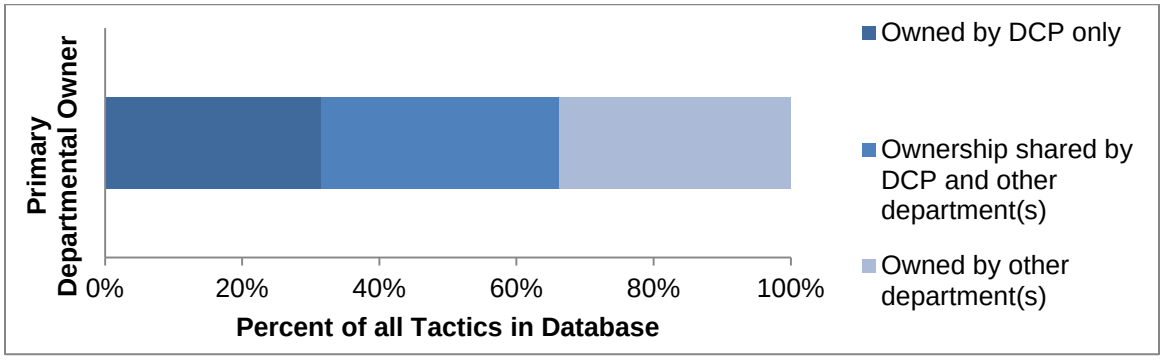


Figure 21: Primary Departmental Owners of Tactics (as of June 2012)

Political expediency

Because the implementation of tactics will require effort on the part of politicians and staff, we felt it was important to understand how attractive various tactics might be from a political standpoint. As one measure, we identified which tactics could be implemented within a typical four-year political cycle and which would be longer-term undertakings. Most tactics in the database as of June 2012 were longer term endeavors that would only reach a significant milestone or have full impact after several years. In addition, we identified those tactics that might be newsworthy, garner wide public interest, or warrant a public event. More than 30% were tactics that, when completed, would warrant a public "ribbon cutting."

Using the database to evaluate Tactics

There are many ways that the database can be used to evaluate the "menu" of tactics that have been gathered to date. A few examples are discussed below.

Identifying Tactics to Achieve Specific Objectives or Goals

Someone who seeks to achieve the goals of fostering greater equity and expanding transit-served housing opportunities might be interested in pursuing a particular approach to doing so. Using this database, they could identify tactics that would help them by querying the database for tactics that (a) met the goals of fostering equity and housing opportunities, (b) were identified as tactics that influenced real estate development economics, and (c) were identified as tactics that are legislatively enabled in Los Angeles. As of June 2012, such a search of the database would identify 40 tactics meeting the criteria. The search could be narrowed by searching amongst the list for tactics that also had a direct influence on the objective titled "Promote an equitable distribution of housing opportunities for all social and economic groups." That would narrow it to 11 options. As the City of Los Angeles begins to better understand its aims, the database can be very useful in identifying tactical options to achieve them.

Prioritizing Tactics

We analyzed relevant characteristics of the tactics to consider which tactics could be feasibly implemented with maximum potential impact. This approach to prioritization is represented in the 2x2 matrix diagram that follows.

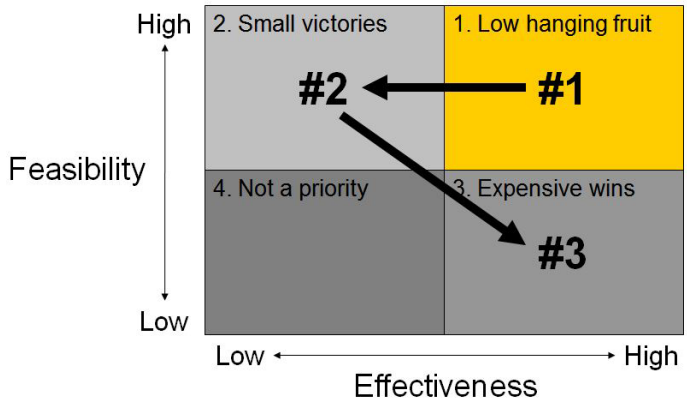


Figure 22: Tactic Prioritization Matrix

We used this analysis of the feasibility and impact of tactics to identify those that belonged in each quadrant of the prioritization matrix. Because some feasibility characteristics and some impact characteristics were more important than others, we applied weights to each characteristic and summed them to calculate weighted feasibility and impact scores. We had already asked staff to use their best judgment to decide whether tactics within a subset of the database were low or high impact and low or high feasibility. Matching this qualitative data as closely as possible, we established cutoff scores that were used to determine if tactics would be considered high or low feasibility or impact.

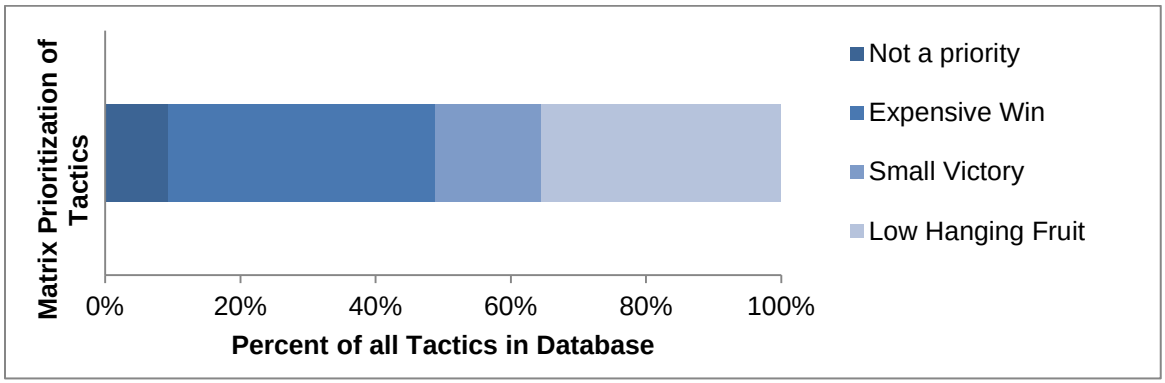


Figure 23: Prioritization Classifications of Tactics in the Database as of June 2012

As demonstrated above, there are numerous ways that the database can be employed to help develop the Transit Corridors Strategy. In addition, the database can be modified as needed to add more functionality.

5. Proposed Strategic Objectives, Approaches, Goals, and Values

When the Mayor convened the TOD Cabinet in pursuit of a city-wide strategy, the strategic vision and goals were only loosely defined—for example, “the City should take advantage of Measure R transit investments”—and City staff were approaching the assignment from many directions. Instead of starting with a top-down vision, our team helped the TOD Cabinet determine components of the strategy from the bottom-up (one could also say we facilitated a strategy developed from within rather than bringing a definition from outside the City for adoption). By evaluating the tactical actions City staffers told us they

were willing and able to implement, we were able to identify the explicit or tacit **objectives** (measurable targets that are impacted by tactics), **approaches** (salient conceptualizations of how goals can be accomplished), **goals** (the aims and motivations that inspired tactics), and **values** (the lenses through which actions are evaluated) that appeared to be the underpinnings of the City staff's recommendations. These strategic elements are enumerated below.

To identify the components of a Transit Corridors Strategy, we first looked at the list of actions suggested by City staff to determine what they had explicitly identified within their language. For instance, one suggested action was to "preserve existing affordable housing near transit stations." Our team decided that this was not a tactical action but actually an objective that might be associated with the approach "Maximize affordable housing close to transit" that sought to achieve a housing-related goal while valuing "Equitable access to opportunity for all L.A. citizens." This suggested objective was associated with a number of other suggested tactics. For instance, "Meet with property owners with expiring federal subsidies to impress upon them the importance and financial advantages of renewing their participation" was a tactic that also addressed the objective. We sorted the suggestions into lists of explicitly identified tactics, objectives, approaches, goals, and values.

To deduce objectives when they were not explicitly provided we first relied on our evaluation of the vocabulary in tactic descriptions and identified what might be influenced. For instance, a tactic focused on implementing parking districts was described by City staff with the following phrases: "reducing the need for parking stalls," "allowing reduced parking requirements [for new development]," and "allowing diverse land uses to share parking." We interpreted this to mean that this tactic might allow for more real estate development by reducing costs, allowing denser development, and promoting business attraction and retention. In other instances, we inferred the objectives that were being tacitly expressed by considering the functions and goals of the department that suggested the tactic. In many instances, we also directly asked individuals what they intended to achieve when they suggested that the City implement the proposed tactic. Finally, we asked City staff if our interpretations accurately represented the aims they hoped to achieve.

We ultimately arrived at 22 objectives, many of which overlap but are nonetheless worthy of being distinguished. This can be thought of as a Venn diagram of objectives. The 22 objectives can be found in following table.

Table 14: City of Los Angeles' Transit-Oriented Objectives as of June 2012

Inferred Objectives	Description	Relevant Tactics (of 172)
Density	Where appropriate, promote growth and increased land use intensity in transit station areas and along connecting corridors.	40%
Mixed-use	Promote appropriate mixes of commercial and residential land use within each station area and along connecting corridors	16%
Activity	Promote active land uses in station areas and along connecting corridors.	15%
Health	Promote the provision of health services.	2%
Food Access	Promote equitable access to high-quality food.	2%
Non-motorized Transport	Encourage walking, biking, and other forms of non-motorized travel to and throughout station areas and connecting corridors.	33%
Auto Reliance	Reduce reliance on the automobile.	58%
Technology	Promote the adoption of sustainable technologies.	6%
Business Development	Promote business attraction, retention, and expansion specifically for station areas and connecting corridors.	13%
Transit Quality	Increase the number of places that are served by reliable, clean, safe, high-frequency transit service.	13%
Transit Use	Increase transit ridership and maximize the efficiency of Los Angeles' rail and bus transit systems.	58%
Equity	Promote an equitable distribution of housing, employment and public transit opportunities for all social and economic groups.	20%
Urban Design	Ensure the development of a high-quality, well-designed urban environment in station areas and along connecting corridors.	22%
Public Space	Provide appropriate open space, recreational space, and community gathering space in highly accessible areas.	8%
Basic Infrastructure	Provide the basic infrastructure necessary to support new development in station areas and along connecting corridors.	10%
Place-based	Reflect the unique qualities of places in any changes to transit-served urban environments.	9%
CEQA	Reduce the burden of environmental reviews on implementation without sacrificing sustainability.	3%
Participation	Involve the community in the transformation of their city.	9%
Existing Housing	Improve quality of life in existing single-family neighborhoods.	7%
Public Private Partnerships	Improve coordination between the public and private sectors via explicit partnership agreements.	13%
Funding	Provide new funding streams for transit and other expenditures required to promote transit orientation.	12%
Collaboration	Foster collaboration across departments, agencies, and jurisdictions to enhance transit orientation implementation.	8%

Themes began to emerge as we were deducing the objectives implied within the list of suggested tactics. Our lists of themes merged into a set of higher-level values and goals that were being addressed by the tactics proposed by City staff. We compared our findings to goals and values already enumerated by the City of Los Angeles and L.A. Metro (see prior section on our review of policies and procedures) and found that our interpretations sufficiently matched those previously identified while encompassing other aims suggested by City staff during our discussions. In our final interpretation, we identified four distinct values and four distinct goals that had been implied by the tactics proposed by City staff.

Table 15: City of Los Angeles' Transit Orientation Values as of June 2012

Value	Description	Tactics that Relate Directly to Value
Environment	Foster a safe, healthy, and environmentally sustainable region.	90%
Equity	Foster equal access to opportunity and equitable treatment for all.	85%
Engagement	Foster social interaction and community vitality.	91%
Economy	Foster an economically prosperous and resilient region.	89%

Table 16: City of Los Angeles' Transit Orientation Goals as of June 2012

Goal	Description	Tactics that Impact Goal
Jobs	Foster attractive and diverse employment opportunities in highly accessible locations.	65%
Housing	In highly accessible locations, foster housing options that meet diverse housing needs.	79%
Quality of Life	In highly accessible locations, foster the provision of basic services and additional community benefits.	78%
Connectivity	Foster diverse transportation options that reduce overall travel time and out of pocket transportation costs.	88%

With the help of staff from the Mayor's Office of Transportation and the Mayor's Office of Economic and Business Policy, we also evaluated the list of tactics to determine how groups of tactics fit together into coherent approaches that could achieve the City's transit orientation goals. We started with several staff suggestions that had been proposed as groups and then looked for other groups of tactics that made up a coherent approach. While there are certainly additional groupings that can be defined in the future, we identified one dozen approaches, each associated with a unique set of tactics, which accounted for all of the tactics in the database as of June 2012. Those approaches are listed in the table below.

Table 17: City of Los Angeles' Approaches to Transit Orientation as of June 2012

Approach	Description	Example Tactics that are Relevant to the Approach
Promote Vibrant Commercial Station Areas	Prioritize business / infrastructure support in Commercial districts near transit	• Help form transit-focused business improvement districts • Grants for façade improvements • Promote active uses on vacant/underutilized land • Transit-focused business attraction/retention efforts • Work with MTA to ensure station design complements existing urban fabric • Locate public facilities on transit-adjacent properties • Encourage mixed-use development in station area plans • Allow for higher densities where appropriate
Build Complete Streets	Modify public right of ways to support transit orientation goals	• Adopt a toolkit of traffic-calming techniques that make livable places out of space previously allocated to autos • Implement design guidelines that create vibrant pedestrian plazas and squares within transit-oriented districts (walkway widths, curb radii, etc) • Develop street classification and engineering standards specific to areas around transit • Pursue an access hierarchy policy that prioritizes walk and bike access in design and renovation • Implement public wayfinding and awareness campaign • Where appropriate, adopt an uncontrolled “shared space” traffic system. • Encourage pedestrian access elements in new development
Support Non-auto Transport Options	Create and support new modes	• Implement city-wide car and bike share • City and MTA coordination to identify and provide space to accommodate bike and car share facilities on both City and MTA owned spaces. • Require real estate development projects near transit to provide space to accommodate bike / car share facilities
Strengthen Existing Residential Communities	Preserve and strengthen thriving residential communities	• Rezone low-density neighborhoods to protect them from the encroachment of inevitable urban growth • Implement neighborhood parking passes and paid on-street parking for non-residents • Implement traffic calming measures on neighborhood streets at the request of citizens • Establish neighborhood shuttles to connect residential neighborhoods to their nearest high-capacity transit station
Focus Affordable Housing Resources	Focus housing and other resources to enable more housing development	• Focus LAHD resources and build new affordable housing units in transit districts • Identify housing units at risk near transit • Alter the requirements of LAHD first-time homebuyer program to give priority to households that qualify for Location-Efficient Mortgages (LEMs) • Develop a financial strategy to preserve housing at risk of converting to market rate, focusing on areas where public transportation puts upward pressure on rental housing market • Provide design grants for the design costs of affordable housing projects

Reform Automobile Parking Policies and Practices	Modify parking requirements/ management to support transit orientation goals	• Parking requirement reduction in station areas • Unbundle parking from development requirements • Create parking management districts • Promote or create process for shared / joint-use parking agreements • Develop parking “maximums” • Implement surface parking stall tax • Promote / construct parking structures instead of surface parking lots • Expand the ExpressPark pilot project city-wide • Use ITS technology to better manage parking supply • Construct/encourage structured parking
Level the Playing Field Between Transit and Autos	Improve the economics and perceptions of transit relative to the automobile goals	• Explicitly consider equity when allocating City transportation funds • Implement traffic calming in appropriate locations • Upgrade bike and bus lanes • Implement road pricing • Convert highway-like arterials to multi-use boulevards • Establish car-free districts and corridors • Implement multiple forms of congestion pricing • Require new developments to provide transit passes to residents and workers • Establish incentives for employers to offer transit passes rather than automobile parking
Lessen the Negative Impacts of Environmental Reviews	Modify state law or change city's response	• Implement multi-modal level-of-service metric for EIRs • Pursue state legislation exempting bus and bike lanes from CEQA • Pursue streamlined CEQA review for real estate development projects in station areas • Develop performance metrics to measure VMT and GHG reductions as part of a CEQA clearance review process • Adopt a “Transit First” Policy
Capture the Value that Transit Can Generate	Pursue new tax structures	• Pursue state legislation to allow tax increment zones around stations • Pursue a State law that allows cities and counties to grant property tax abatements to real estate developments in station areas • Implement a city-based joint development program to recapture the value added to property as a result of public investment in transit • Implement surface parking stall tax • Develop infrastructure assessments for targeted station areas • Support the implementation of BIDs in station areas • Establish neighborhood self-assessment districts for transit eco-passes • Help form transit-focused business improvement districts

Break Down Silos of Transit Orientation Players	Facilitate inter-departmental and agency collaboration	• Facilitate Transit Corridor-Wide Working Groups • Move from station area land-use planning to corridor planning • Create a Transit Corridors Coordinator position, empowered to facilitate coordination among City departments and between the City and relevant public agencies • City of LA and MTA work together to allocate appropriate resources for station area planning and design, through planning grants and call-for-projects • Departments report progress on transit orientation initiatives and provide physical evidence of impact that will be published in a publicly available quarterly report • Inter-jurisdictional coordination with neighboring cities and regional agencies to address access and planning issues for stations near City limits and across the county • Encourage the inclusion of many types of development in station plan areas, with an emphasis on form-based planning models over use-based
Orient City Government toward Transit	Lead by example by implementing transit-oriented practices in city government.	• Offer parking cash out for City employees. • Pass policy that requires the provision of transit passes if free parking will be provided at a City-sponsored event. • Pass policy that requires transit directions be offered if automobile directions are provided for a City-sponsored event. • Provide bicycle racks at City facilities to accommodate a 5% rate of employee bicycle commuting. • Host an annual Transit-to-Work event. • Host an annual Bike-to-Work event.
Transit-Oriented Implementation	Modify policies and procedures to implement transit-oriented actions	• Prioritize station planning with publicly available list • Focus the Mobility Element of the General Plan on transit orientation • Develop new use-agnostic zoning standards • Prioritize public improvements in station areas • Establish a station area infrastructure fund

These tactics, objectives, approaches, and goals provide the City of Los Angeles with a starting point from which the City can work with others to define its Transit Corridors Strategy. The City's strategy will continue to evolve, adapt, and improve from this starting point as the City of Los Angeles works with partners who also shape Los Angeles' future to reconsider the goals and coordinate tactical approaches.

6. Refining and Implementing the City's Strategy

Based on findings from the domestic and international case studies, making a truly transit-oriented metropolis requires that many individuals from numerous institutions undertake thousands of actions. This implementation section discusses the immediate steps that the City of Los Angeles can take to establish "institutional infrastructure" that will foster collaborative and transit-oriented habits over time, leading to coordinated actions that will help Los Angeles achieve its goal of becoming a more transit-oriented metropolis.

Strategy and implementation are fundamentally inseparable. A strategy is an evolving framework defining the approaches by which an organization will achieve its purpose. Implementation focuses on regularly taking actions and consistently evaluating their ability to achieve the organization's goals. Without a

strategy, an organization may not take actions to achieve its vision or the organization's actions may not be effectively coordinated and targeted. Without proper implementation, a strategic plan can sit on a shelf or a strategy may not evolve to achieve its greatest potential. Strategy and implementation work in a symbiotic cycle in which implementation provides information for the development and refinement of strategy and strategy provides the "game plan" for implementing tactics. Their co-evolution is critical for achieving an organization's mission and vision.

In this instance, the City of Los Angeles is an organization that serves the public and must formulate its strategy and implementation based on the desires of citizens and citizen groups. This document identifies a set of values, goals, and other strategic components based on a six-month internal City effort that, with the publication of this material, now deserve discussion among the many external players involved in shaping Los Angeles' future. A collaboratively generated vision and set of goals can inspire like-minded action across all institutions. As seen in the case studies conducted for this project, each successful outcome was presaged by the consistent actions of many organizations toward a long-range and shared vision of the future. It is critical that the City of Los Angeles' implementation be grounded in a clear, widely accepted vision and a mutual understanding of what has motivated the City and others to take action toward that end.

In some organizations, implementation may commence and continue without any prompting. In other cases, likely including the City of Los Angeles, dedicating resources toward implementation requires new institutional structures and mandated action. Due to the nature of its complex and long-range goals, the implementation of a transit orientation strategy in Los Angeles will require mandated collaboration between numerous City departments; it will need to inspire long-term commitment by internal players; it must be based in a flexible and sustainable institutional structure that can survive changing political winds; and it must provide a structure that allows for consistent engagement with external players who also play a role in determining the City's transit orientation. Los Angeles does not have this institutional structure in place today.

While many international cities have successfully coordinated efforts over the long haul to increase transit orientation, Los Angeles can learn about pitfalls from the few benchmark institutions that have existed in the United States. In most U.S. cases, the ability to maintain the structure and effort over multiple political cycles has proven difficult. For instance, The Massachusetts Office of Commonwealth Development (OCD) was established as a "super secretariat" in 2003 to coordinate the capital and discretionary spending decisions of the state's transportation, housing, environment, and energy departments. Likewise, the Federal Partnership for Sustainable Communities was created in 2009 when the U.S. Department of Housing and Urban Development (HUD), U.S. Department of Transportation (DOT), and the U.S. Environmental Protection Agency (EPA) joined together to coordinate federal housing, transportation, water, and other infrastructure investments. The function of the OCD was modified over time and funding for the Federal Partnership was eliminated in subsequent budgets.

It is critical that coordination and collaboration lead to numerous victories early in the life of the institution. It is also important that the organization has a means of making its progress known. As part of the communication surrounding the transit orientation efforts, it is essential that the institution proves its long term value to decision-makers: perhaps by reducing costs, raising revenues, addressing the needs of certain voting blocks, or otherwise satisfying the interests of citizens, organizations, and influential people. These are lessons that the City of Los Angeles must consider regarding the long term viability of whatever intuitional structure it adopts.

The following implementation recommendations are based on insights from our research, our experiences working with other organizations, and our interactions with the Mayor's TOD Cabinet.

Institutionalize a collaborative protocol similar to the Mayor's TOD Cabinet

For a city to become transit oriented, it takes significantly more city-led actions than merely land-use planning, a policy in support of transit orientation, or speeches. Multiple departments must be working toward the same goal and making sure that their day-to-day actions and major policy changes are transit-oriented. Since institutional fractures are often the greatest impediment to successfully implementing policies, developing the capacity to work collaboratively across departments is a bottleneck that must be addressed and cannot be overcome by merely establishing goals or a strategy.

Recommended action: The City Council or Mayor should establish a "Transit Corridor Cabinet" of key individuals from the Departments of City Planning, Transportation, and Public Works, and other City institutions to (a) report to fellow Cabinet members the outcomes of actions taken to make Los Angeles a more transit-oriented metropolis, (b) discuss forthcoming actions that will make Los Angeles a more transit-oriented metropolis, and (c) discuss the external environment in which the City's actions will take place.

Establish an institutional structure that keeps City departments invested

The implementation structure that is adopted to execute the city's Transit Corridors Strategy must consider the ongoing commitment of City staff and public officials. The City of Los Angeles and Metro allocated substantial resources in the early 1990s to develop a joint policy on land use and transportation. However, the implementation plan for the policy was not effective. While it was anticipated that such a Herculean joint effort would lead to changes and a more transit-oriented metropolis, our discussions with staff members and policymakers showed that the document has rarely been used to influence decisions.

Recommended action: A permanent "Transit Corridor Cabinet" should be established such that (a) the cabinet is co-chaired by one member of the Planning Commission, one member of the Public Works Commission, and one member of the Metro Board of Directors, (b) an individual from the mayor's office reduces the burden on departments by staffing the cabinet and maintaining the tactics database, (c) the cabinet is required to provide biannual progress reports to the City Council, and (d) the cabinet is required to liaise with outside groups on a regularly scheduled basis to coordinate efforts.

Create an institution that can survive dozens of political cycles

For a city to become transit oriented, it will take generations of effort, just as it took Los Angeles many decades to transition from a thoroughly transit-oriented city at the turn of the 20th century to an auto- and highway-oriented city at the turn of the 21st. Therefore, the institution responsible for maintaining the strategy and implementing tactics must be motivated and empowered for many decades.

Recommended action: The Cabinet should be formed officially and in perpetuity by executive order or Council action. The City should work with external players to develop a transit-oriented vision of L.A.'s future and make a compelling and enduring case for why this strategy is necessary. The motivation for the strategy should resonate with elected officials, City staff, and external players. Also, the Cabinet could be bestowed with several responsibilities that give politicians assurances that the Cabinet is responsive to democratic influence—for instance, a mandate for biannual progress reports to City Council.

Validate the vision, values, and goals of the evolving Transit Corridors Strategy so that staff are empowered to foster a transit-oriented metropolis with every decision they make

An effective strategy empowers staff to take actions knowing they will be acceptable to higher-ups. An effective strategy also thoroughly considers the coordination of actions so that staff knows that their implementation will neither jeopardize the actions of others nor jeopardize achieving the overall vision of the organization.

Recommended action: The City Council should pass a motion that supports the formation of a "Transit Corridor Cabinet" that will be responsible for maintaining a "Transit Corridors Strategy," a strategy that coordinates the actions of City's departments toward a common end. Also, the council should reinforce the broader vision, values, and goals to be pursued by the Cabinet's strategy.

Develop internal prioritization of the City's transit orientation efforts

For the City's actions to have the maximum effect, they must be prioritized so that resources can be optimally allocated. This document identifies a tactical prioritization based on feasibility and impact that could be used to refine the City's prioritized actions.

Recommended action: In addition to reporting to council on the actions that have been taken and their effect, the Transit Corridor Cabinet should be required to report to council on the actions that are anticipated to be taken, the expected resource requirements, and the expected results.

Establish an engagement structure that provides external "transit orientation players" a centralized touch-point for all things related to the City's transit-orientation efforts

Because innumerable public and private institutions form metropolises, and because transit orientation involves every aspect of a metropolis, the city must coordinate its efforts with others. As can be seen in the domestic case studies, coordination with federal agencies, transit agencies, local non-profits, private developers, and neighborhood institutions is essential. The case of Arlington demonstrates how city coordination might involve knowing when to get out of the way and when to lend aid, both of which require an ongoing interaction between the public and private sector.

Recommended action: The "Transit Corridor Cabinet" should be formed such that (a) the cabinet has a formal communications protocol to manage incoming and outgoing communications with external players, (b) cabinet members are expected to attend outside events related to the region's transit-orientation, and (c) periodic convenings are hosted by the Cabinet that bring together City departments and external partners.

Engage the Transit Corridor Cabinet in collaborations with external players to refine a shared transit-oriented vision for the city's future

This document does not define a specific vision for the City of Los Angeles' future. A collaboratively generated vision can improve relationships and inspire like-minded action across institutions.

Recommended action: When establishing a "Transit Corridor Cabinet," the City should charge its leadership with engaging external players and enumerate an official process for the Cabinet to modify the Transit Corridors Strategy's vision so that the strategy is coordinated with external players. This might

occur through a review and update of the strategy after each convening is held with external players. Appropriate review cycles might be biannual or annual.

Engage the Transit Corridor Cabinet in collaborations with external players to align the City's goals, approaches, and tactics with their external efforts

Because the City's tactical actions will often depend on the coordinated activities of other institutions to be effective, the Cabinet's tactical approaches should be debated amongst the many players involved in shaping Los Angeles' future so that all institutions are acting in concert and toward a common vision.

Recommended action: When establishing a Transit Corridor Cabinet, the Cabinet's leadership should be charged to actively engage external players to coordinate the Transit Corridors Strategy's tactical approaches so that the City's actions are aligned with outside institutions. This might occur at regular convenings with external players.

Implement tactical actions and evaluate progress

Strategic implementation helps strategies evolve over time as actions are taken, actions are evaluated, and future actions are reprioritized or modified based on the experience. In addition, pursuing actions may require the reallocation of resources, identifying new revenues, or other enabling changes. Evaluation helps stakeholders understand the benefits relative to the costs of pursuing specific transit orientation tactics.

Recommended action: The Cabinet should be required to evaluate its progress towards the City's goals and objectives on a regular basis. A series of transit orientation metrics should be agreed upon and regularly evaluated so that all parties know if actions taken by the City are effective. (A list of possible metrics can be found in Appendix A of this document.)

Report on tactical implementation to City leadership and external players

Becoming more transit oriented requires the City and other institutions to undertake thousands of effective actions. Partners need to be informed of the progress that has been made thus far so that they can time and prioritize their own actions.

Recommended action: The content of the reports that the Transit Corridor Cabinet is to regularly make to the City's leadership should be defined when the Cabinet is established. Those reports should be required to enumerate the actions taken by cabinet departments, the outcomes of those actions, the status of external counterparts, and the actions that will be undertaken next.

Update the City's transit orientation strategy based on implementation experience and coordination with external players

Strategy and implementation work in a symbiotic cycle in which implementation provides information for the development and refinement of strategy. Their co-evolution is critical for achieving an organization's mission and vision. Most aspects of the City's transit orientation strategy will need to remain flexible so that adjustments can be made. Also, because a city's transit orientation relies on external players, any refinement or revision to the city's strategy should be coordinated with those external institutions.

Recommended action: The establishment of the Transit Corridor Cabinet should define some of the highest level objectives of the institution and allow for—even mandate—regular modifications to the objectives, tactical approaches, and individual tactics that will be implemented. All enabling legislation should recognize that this is a strategy is a living document that evolves over time.

Cabinet Collaborators

As noted above, for the City to establish an effective transit orientation strategy it will be necessary for the City of Los Angeles Transit Corridor Cabinet to coordinate the activities of internal departments while also liaising with external players during the strategy's development. The following table provides a list of potential internal and external players that could be valuable partners.

Potential Internal Collaborators:

Departments:

City Planning Department
Department of Transportation
LA Housing Department
Department of Public Works
Department of Building and Safety
Mayor's Office
Council Districts
Department of Recreation and Parks
Community Development Department
Housing Authority of the City of Los Angeles
Department of Water and Power
Department of Neighborhood Empowerment

Working Groups / Miscellaneous Players:

Pedestrian Advisory Committee
Bike Plan Implementation Team
Mobility Plan Update Team
Downtown Streets Standards Committee
Streets Standards Committee
Green Streets Committee
Staff of the former Community Redevelopment Agency

Potential External Collaborators:

Governments:

L.A. Metro Long Range Planning
L.A. Metro Bike and Ped
L.A. Unified Schools
HACLA
Neighborhood Councils
LA County Department of Public Health
SCAG

Advocacy Groups / Coalitions:

Move LA
LAThrives
ULI
APA
LA Walks
LA County Bike Coalition
Streets for People
LA Chamber
VICA
Green LA
Cleantech LA
Rail LA

Higher Education Institutions:

UCLA School of Public Affairs
UCLA School of Architecture and Design
USC Price School of Public Policy
USC School of Architecture
USC Annenberg School of Communication
SCI-Arc
Art Center
CalTech
Occidental

7. Conclusion

Angelenos deserve better transportation choices and greater access to opportunity than needing to own and operate cars only to contort schedules to avoid traffic or waste hours unproductively sitting in snarled traffic jams. With the implementation of projects funded by Measure R, Angelenos will have more and more opportunities to take high-quality transit. The City of Los Angeles plays a critical role in making sure that Angelenos of all walks of life have the choice to live and work near high-quality transit and that station districts are walkable, livable places. The City of Los Angeles must work with partners to take actions that will make the City more oriented to its improved transit systems.

We have collaborated with the City of Los Angeles, Los Angeles Metro, and private sector professionals to identify the key elements of a Transit Corridors Strategy—including proposed values, goals, approaches, objectives, and tactics—that can help the City take full advantage of the opportunities that Measure R affords it. We have relied on findings from prior research experience, experience working with other organizations, input from City department representatives, a review of existing City and Metro policies and procedures, a broad review of literature on transit-oriented development, and a number of case studies of transit-oriented locations across the country and internationally.

In our review of case studies, we profiled four domestic cities and five international cities in order to identify best practice tactics that can inform Los Angeles' effort to become more transit oriented. The cities that succeeded in becoming transit-oriented metropolises were motivated by three major goals: staying economically competitive at the global scale; creating a livable city that could retain knowledge workers and attract new firms; and promoting a city with strong social fabric. These cities accomplished the three goals through four overarching methods: concentrating on limited corridor-focused and market-supported opportunities to reshape urban form; leveling the playing field between automobiles and transit in terms of dedicated public space, user cost, and user convenience; developing a compelling and "bumper sticker-worthy" description of how the region would grow around transit corridors that stuck in residents' minds for decades; and approaching every decision and action as an opportunity to make the city more transit-oriented. These case studies also provided a trove of tactics that we cataloged and included in our transit orientation tactics database.

In addition to reviewing the experiences of other cities, we evaluated the impact of existing City of Los Angeles policies and procedures, as well as those of Los Angeles County Metro, which operates most transit services in the City of Los Angeles. We found more than a dozen existing policy documents that are explicitly targeted toward transit-oriented outcomes, yet Los Angeles has not yet become a transit-oriented metropolis. While Los Angeles policies and procedures include some of the best practices identified in our domestic and international case studies, there are still many policies and procedures that need to change in order for the city to become more transit oriented. Some necessary fixes are technical, nuts-and-bolts changes to standards or planning priorities; others are broader institutional changes required in order to move City policies from idea to implementation. Most importantly, Los Angeles must shift from high-level policymaking toward taking actions that have been coordinated with partner institutions.

Amassing all of the lessons learned from the case studies and existing Los Angeles policies, as well as the input of City department representatives and transit experts, we developed a list of nearly 200 tactics for achieving transit orientation. Every tactic is assigned a departmental owner and was characterized based on its impact on transit orientation. Using the categorized tactics, we worked with City staff to flesh out the objectives, approaches, and goals that City staff hopes each tactic will accomplish while reflecting

certain values considered critical to transit orientation in Los Angeles. This was a bottom-up process of identifying the components of a preliminary transit orientation strategy for Los Angeles. Based on our interpretation, the tactics suggest that the City staff values the environment, equity, community engagement, and the economy while pursuing goals related to the jobs, housing, quality of life, and transportation connectivity. The information has been compiled into a database that will allow the city to prioritize tactics that are highly feasible and effective, consider the burden a particular set of tactics will have on various departments, and develop an evolving workplan to make Los Angles more transit oriented.

Just as importantly as formulating preliminary tactics and goals, we have recommended several steps that can be taken to continually improve the City's strategy as well as implement it. Without implementation, a strategic plan can sit on a shelf for decades, as many transit-oriented plans and policies have in Los Angeles and nearly everywhere else in the United States. We believe the City must permanently institutionalize a collaborative setting similar to the Mayor's TOD Cabinet in a format that will keep City departments engaged and survive political cycles. As the strategic collaboration matures, the City Council must validate the vision and goals of the evolving strategy so that departments are empowered to pursue actions that foster a transit-oriented metropolis. The strategy itself must evolve with changes occurring outside of City Hall, so the City must establish a means of regularly engaging external players to refine the strategy and to coordinate internal and external actions. The tactic database will grow as external players contribute new ideas, the database will serve as a menu from which a small number of tactics can be periodically identified for implementation, and the database will only get smaller as those tactics become fully implemented.

During the development of this white paper, we have produced a "menu" of tactics, a set of goals, as well as an implementation plan. These serve as draft components of a strategy that can define how the City of Los Angeles will become a transit-oriented metropolis in the 21st century. The next major step will be for the City of Los Angeles to partner with other players who shape Los Angeles' future to take ownership of the initial strategy, make it their own, and define a shared and compelling "bumper sticker-worthy" vision of a transit-oriented future that becomes ingrained in the minds of citizens and City staff alike. What succinct concept will inspire institutions and generations of citizens to make transit orientation a shared priority?

That vision may be born of the longer City engagement with partner institutions as the City and stakeholders collaborate on implementing tactics from the database "menu". The joint decision making may lead to a shared understanding of Los Angeles' transit-oriented future and a vision that, like Copenhagen's Finger Plan, is visual, compelling, coherent, and has incredible staying power. The City of Los Angeles has had its Centers Concept Plan for more than 40 years but needs to work with its partners to adapt the Centers vision or, more likely, create a new, more captivating transit-oriented image of the future.

As we learned while conducting the case studies, each City must define what its own transit-oriented future is, how it will be communicated, and how it will be achieved. While we hesitate to offer a specific vision here, we suggest that Los Angeles' transit-oriented vision should address three powerful motivations considered in many of the case study locations that we evaluated: 1) staying economically competitive in a global economy, 2) creating a livable city that can retain knowledge workers and attract new firms while providing great quality of life for all citizens, and 3) promoting a city with strong social fabric where all walks of life interact face-to-face in the course of daily life.

Appendices

Appendix A – Potential Measures of Success

Objectives are measureable aims that contribute to a strategic goal and are impacted by tactics. As we developed objectives during this project, we also considered measures that might be used to determine if a strategy and its corresponding tactics were having the desired impact on objectives. This appendix describes the measures that we identified during the course of the project.

Potential Measures of Success

Measure	Data Needs
Increase the average employment and population density of the City of L.A. Increase ratio of average station area density to average non-station area density	Population + employment per acre
Maintain annually revised and market-driven guidelines on the maximum and minimum desirable densities and intensities of development in each station area	Number of parcels covered by guideline revisions in prior two years; percentage of parcels in City of Los Angeles with a specified, non-zero max & min land use density
Increase the ratio of the number incentives for development available to projects proposed in station areas relative to the number of incentives available to projects outside of station areas	Number of development incentives, number of development incentives available to projects inside station areas
Increase the amount of subsidy and grant funding and the number of subsidy/grant sources for which transit proximity is a primary criterion	Dollar value of subsidies and grants, number of subsidy and grant programs
Increase the percentage of capital investment funding sources for which transit proximity is a primary criteria for project site selection and funding prioritization	Value of capital funding sources, value of capital funding sources for which transit proximity is a consideration in funding decisions
Increase the number of development incentives for the delivery of community benefits in station areas	Number of development incentives
Reduce the number of surface parking stalls in transit station areas and along connecting corridors	Number of surface parking stalls by location
Increase the number of station access points	Number of station access points
Increase the diversity of modes accessing transit stations	Percent change in modal choice to transit station (Conduct travel mode surveys before and after implementation)
Increase opportunities for vehicle sharing programs (cars, bikes, etc.) in transit station areas and connecting corridors	Number of participants in vehicle sharing programs. Number of stations with services. Number of vehicles in fleet and added to fleet within station areas
Increase the amount of bicycle parking	Number of bike parking stalls, racks, lockers, etc.
Increase the amount of bicycle parking in transit station areas and along connecting corridors	Number of bike parking stalls, racks, lockers, etc.
Increase the amount of secure bicycle parking in transit station areas	Theft and vandalism reports by station. # of security upgrades performed system-wide (Document current bike security measures and future enhancements at stations)
Increase the number of bicycle lane miles	Number of bicycle lane miles
Increase the number of bicycle lane miles in transit station areas and along connecting corridors	Number of bicycle lane miles in transit station areas and along connecting corridors.
Increase sidewalk coverage in station areas and along connecting corridors	Pre-existing and added sidewalk square footage in station areas and along connecting corridors; % of street frontage with adequate sidewalks
Increase sidewalk width in station areas and along connecting corridors	Total increase in average sidewalk width in station areas and along connecting corridors
Reduce the number of collisions between motorists and non-motorists	Number of collisions between motorists and non-motorists.
Reduce the number of collisions between non-motorists	Number of collisions between non-motorists.
Increase the number of housing units per gross acre in station areas and along connecting corridors (comparing the same geographies over time rather than a system wide metric)	Number of existing and new housing units within each station area and along travel corridors (track and record building permit approvals).
Increase the square footage of commercial space per gross acre in station areas and along connecting corridors (comparing the same geographies over time rather than a system wide metric)	Square footage of existing and new commercial space within each station area and along travel corridors (track and record building permit approvals)
Reduce average vehicle miles traveled by City residents	Average vehicle miles traveled (VMT) by L.A. residents

Increase the number of transit trips per capita in the City	Total transit trips per time period/population
Increase the amount of public space per capita in the City	Area of public space
Increase the number of public amenities in transit station areas and along connecting corridors	Number of groceries and food vendors. Number of health care providers. Number of parks and open spaces. Square feet of parks and open spaces.
Increase the number of community events in transit station areas and along connecting corridors	Number of event permits requested in transit station areas and along connecting corridors
Increase the number of affordable housing units produced per year in the City of L.A.	Number of new affordable housing units produced annually
Preserve the existing stock of affordable housing units	Change in existing affordable housing stock. (Change in total affordable housing units minus number of new affordable housing units produced)
Reduce the average home price in the City of L.A.	Average home price in City of L.A.
Improve the diversity index of household income in station areas	Census income figures for station area block groups
Increase the amount of funding available for construction impact mitigation or relocation of local businesses impacted by transit investments	Dollar value of mitigation/relocation subsidies and grants
Maintain or increase the number of residents living in station areas and business located in station areas pre- and post-transit construction	Total population in station areas before and after implementation. Count of businesses located in station areas before and after transit implementation
Increase investment in building stock in new station areas and connecting corridors	Number of building permits filed for parcels in station areas and connecting corridors before and after transit implementation
Increase the dollar value of permits filed in new station areas and connecting corridors	Dollar value of building permits filed for parcels in station areas and connecting corridors before and after transit implementation
Reduce the amount of time required to entitle projects of varying scope and scale in transit station areas and connecting corridors	Average time to complete entitlement process for projects by type (residential, commercial, etc.) and total square footage
Increase the number of jobs located in transit station areas and along connecting corridors	Number of jobs in transit station areas and along connecting corridors
Increase the number of businesses located in transit station areas and along connecting corridors	Number of businesses in transit station areas and along connecting corridors
Reduce the unemployment rate in census tracks with transit stations relative to areas outside station areas	Unemployment rate by census block group
Reduce the square footage of vacant land in transit station areas and along connecting corridors	Square footage of vacant land in transit station areas and along connecting corridors before and after implementation
Reduce the square footage of significantly underutilized land in transit station areas and along connecting corridors.	Area of parcels, value of land, value of improvements
Complete more station area plans than the average for the prior two years	Number of station area plans completed annually
Increase the level of rider satisfaction with transit service	Rider satisfaction survey results. Percentage change in delays according to vehicle schedules. Change in average age of vehicles and trains in transit fleet. Percentage of persons within 1/4 mile of transit stations. Percent of employment located within 1/4 mile of transit stations.
Increase the amount of sustainable energy produced within transit station areas.	Percentage increase in sustainable energy use region wide. Percentage increase of power produced by photovoltaic and other means within transit station areas
Increase access to health care services	Percentage of population within a 20-minute trip by transit to a hospital or medical center
Increase access to high quality food	Percentage of population with a 20-minute trip by transit to a full-service grocery or farmer's market
Maintain or increase the capacity of infrastructure in order to facilitate new high-density development within transit station areas and along connecting corridors	Percentage of transit station areas with adequate sewer, water, road, sidewalk and electric supply/capacity such that it is feasible for all development that is enabled in zoning codes to occur without additional infrastructure investment.
Increase the number of opportunities for public engagement on planning efforts for transit station areas and along connecting corridors	Number of public meetings conducted for review of transit station area plans and plans concerning connecting corridors

Appendix B – Existing City of Los Angeles and L.A. County Metro Transit-Orientation Policies

Redefining TOD: Design Guidelines For Transit-Oriented Districts

The City of Los Angeles Department of City Planning Urban Design Studio developed these guidelines for Transit-Oriented Districts:

> "This document builds on the existing policies and plans for transit areas, with the goal of being a cohesive set of guidelines for public improvements and private development around the 70 transit stations in Los Angeles in order to improve pedestrian safety and access."
>
> "As the City of Los Angeles continues to grow and as its residents' needs change, focusing the growth of housing, employment, education, health care and other destinations around transit hubs will serve a number civic goals. Developing transit-oriented district will help the City realize improvements in: 1. Sustainability. 2. Housing Affordability. 3. Public Health. 4. Economic Development. 5. Universal Accessibility. 6. Safety and Security."

Los Angeles General Plan Framework Chapter 3: Land Use

Relevant policies:

1. "The Land Use policy encourages the retention of the City's stable residential neighborhoods and proposes incentives to encourage whatever growth that occurs to locate ... in proximity to transportation corridors and transit stations"

2. The Land Use policy calls for "the establishment of pedestrian-oriented districts."

3. "As a joint effort of the City of Los Angeles and Metropolitan Transportation Authority, a policy has been adopted to foster the development of higher-density mixed-use projects within one-quarter mile of rail and major bus transit facilities. Adherence to this policy will significantly influence the form and character of development in the City. As additional rail transit routes are confirmed and funded (or unfunded), policy enables the revision of the plans to establish appropriate uses and densities in proximity to these facilities, in accordance with the Land Use/Transportation Policy."

4. Policy 3.15.1 directs the Planning Department to "Prepare detailed plans for land use and development of transit-oriented districts consistent with the provisions of the General Plan Framework Element and the Land Use/Transportation Policy."

Los Angeles General Plan Framework Chapter 5: Urban Form and Neighborhood Design

Relevant policies:

1. "The existing and planned transit system provides the opportunity to concentrate development, affect the City's form, and conserve the existing character of stable neighborhoods."

2. "[F]ixed rail transit requires a substantial capital investment and sufficient residential densities around station locations to make the system viable and the investment cost-effective. The area around transit stations should therefore be designed to support its use."

3. "Roadway design standards shall address posted speed limits, minimum sidewalk widths, maximum corner radii, traffic lane width, on-street parking and frequency of curb cuts. These

should consider all forms of travel including vehicle (private automobile, truck, transit, and other), bicycle, and pedestrian."

4. "Revise parking requirements in appropriate locations to reduce costs and permit pedestrian-oriented building design. Modify parking standards and trip generation factors based on proximity to transit and provision of mixed-use and affordable housing."

Los Angeles General Plan Framework Chapter 8: Transportation

Relevant policies:

1. "Analysis indicate that rail and bus transit improvement, transportation system management, and behavioral change (trip reduction and mode shift) strategies will all be needed to fulfill the transportation vision of the General Plan Framework Element. These strategies require significant investments in rail and bus transit, as well as public policies to encourage shifts away from the single-occupant automobile to other choices."

2. "Make the street system accessible, safe, and convenient for bicycle, pedestrian, and school child travel"

3. "Develop flexible standards and criteria for the assessment of significant transportation impacts within regional centers, community centers and major economic activity areas as well as along mixed-use boulevards."

4. "Promote the development of transit alignments and station locations which maximize transit service to activity centers and which permit the concentration of development around transit stations"

5. "Incorporate traffic management measures to control traffic speeds and volumes on local and collector streets within low density residential neighborhoods to assure safe and orderly traffic flow. Traffic management measures for such local streets may include partial closures and/or traffic diverters."

Land Use/Transportation Policy – City of L.A. and MTA joint policy

This policy was passed in 1993 and is included as Appendix F of the Los Angeles General Plan Transportation Element.

1. "Purpose — The Land Use-Transportation Policy provides the framework to guide future development around transit station areas. The Policy includes Land Use, Housing, Urban Design, Ridership Strategy, Parking and Traffic Circulation, E Community Facilities elements. These elements will guide the land use and circulation patterns linked to the transit system..."

2. "Objectives — Among the objectives of the Land Use-Transportation Policy are to: Focus future growth of the City around transit stations; Increase land use intensity in transit station areas, where appropriate; Create a pedestrian oriented environment in context of an enhanced urban environment; Accommodate mixed commercial/residential use development; Provide for places of employment; Provide a wide variety of housing for a substantial portion of the projected city-wide population; Reduce reliance on the automobile; Protect and preserve existing single family neighborhoods."

Los Angeles 2010 Bicycle Plan

"The purpose of the 2010 [Bicycle] Plan is to increase, improve, and enhance bicycling in the City as a safe, healthy, and enjoyable means of transportation and recreation. Toward that end, the 2010 Plan establishes policies and programs to increase the number and type of bicyclists in the City, to make every street a safe place to ride a bicycle and to transform Los Angeles into a bicycle-friendly community."

Los Angeles Specific and Area Plans

The City of Los Angeles General Plan calls for TOD plan preparation. Specific and area plans—for example, the Hollywood Community Plan—have already been created for some areas encompassing transit stations.

Los Angeles Urban Design Studio City-wide Design Guidelines

The Los Angles Urban Design Studio is developing design recommendations for streets and private development at the city-wide scale that include elements of transit-oriented design.

1. Walkability Checklist. The Walkability Checklist details best practices for sidewalks, crosswalks, building facade and orientation, and parking. Elements of the Walkability Checklist have been incorporated into the TOD Design Guidelines recommendations for streets and public spaces.

2. City-wide Design Guidelines. City-wide design guidelines for Residential, Commercial and Industrial developments are in the planning stages. As these guidelines are created and adopted, standards related to promoting transit use should be incorporated into the TOD Design Guidelines for Commercial and Residential Development.

Los Angeles Urban Design Studio District Design Guidelines

The Los Angeles Urban Design Studio has created design guidelines for subareas of the city, beginning with Downtown, which incorporate many of the elements of transit-oriented districts.

1. Downtown Design Guidelines. The Downtown Design standards incorporate the elements of the Walkability Checklist and provide extensive guidelines for public spaces and private development.

2. Downtown Street Standards. With the adoption of the Downtown Design Guidelines, the City has also adopted revised street standards for Downtown that respect the historic scale of the area and limit street widening.

3. The Greening of 21st Century City Plan. The Greening of 21st Century City of Los Angeles introduces a range of urban design innovations within the public rights-of-way, including creating a better pedestrian environment and experience for Century City, enhancing connectivity between pedestrian and transit, and creating a more beautiful public realm within Century City.

Los Angeles City Planning Commission Do Real Planning Initiative

In 2007, the Los Angeles City Planning Commission adopted fourteen points, known as the "Do Real Planning! Initiative", as the guiding policy for the Planning Department. The Transit-Oriented Development Design Standards implement many of the points of the Do Real Planning policy including 1, 2, 3, 5, 6, 7, 8, 9, 11, 12 and 13.

Los Angeles City Planning Commission Urban Design Principles

The Ten Principles of Urban Design, adopted by the City Planning Commission in 2009, provide a blueprint for developing transit-oriented districts.

1. Develop inviting, accessible and manageable transit areas. Transit station areas should make transit patrons feel safe, comfortable and welcome by providing well-lit public spaces, clear lines of sight, and a clean, litter-free environment. Station areas should facilitate easy movement from the station, through the public space, and to neighborhood destinations.

2. Ensure connectivity. Provide clear, safe and easy pedestrian and bike connections between transit stations, the surrounding neighborhood and key destinations. Facilitate transfers between transit modes.

3. Produce great green streets. Design streets for all users including pedestrians, cyclists and transit. Incorporate shade trees, native plants.

4. Generate public open space. Transit stations – and the land acquired to build them – represent a rare chance to create a vibrant and lasting community gathering place. Convert excess roadway space to landscaping, sidewalks and other pedestrian and bike-oriented uses.

5. Reinforce walkability, bikeability and well-being. Transit station areas should be the community standard-bearer for robust walking and biking connections. Stations should link seamlessly with existing and planned bike infrastructure. Travelers should be able to access these stations safely, conveniently and without stress by foot or bike.

6. Bridge the past and the future. Designs should preserve and incorporate historical structures, where appropriate. Transit facilities should embrace the rich transit history of Los Angeles, through design and public art.

7. Nurture neighborhood character. Stations and new developments should embrace the unique architectural and historical character of neighborhoods. Architectural designs and building materials of stations should match the existing neighborhoods' style.

8. Stimulate sustainability and innovation. Station areas should be catalysts for sustainable transportation in each community. Stations should be thought of as sustainable mobility hubs and be considered for the placement bike- and car-share facilities. Station areas should be the locations, above all others, where the community has the freedom to experiment with innovative pedestrian- and bike-oriented design, in particular traffic calming measures.

9. Improve equity and opportunity for all. Ensure that station areas are accessible to and safe for all Angelenos, regardless of age, physical ability, and any other socio-economic factors. Make sure that people who use wheelchairs or have limited mobility can easily access stations. Pedestrian paths that connect the community to the station should be brought into ADA compliance.

10. Emphasize early integration, simple processes and maintainable long-term solutions. Prioritize easy-to-implement changes that have immediate benefits. Dedicate resources to station area planning and community benefits, in order to support the city's dedication to sustainable transportation and similar goals. Ensure that planning and implementation of transit oriented community benefits can be complete along with – or shortly after – the transit station is built.

The Concept for the Los Angeles General Plan (1970)

This document was used as the basic reference for the preparation of all the elements of the City of Los Angeles' General Plan in 1974. The purpose of the Concept was to declare the long-range goals and policies for the development of Los Angeles and to describe the physical features and functional

relationships appropriate to such goals and policies. Relevant transportation policies from the Concept have been called out here.

General features of the Concept

“The Concept is designed to accommodate a future population of 5,000,000 persons within the City of Los Angeles, and over 11,000,000 persons within the metropolitan study area included on the map-diagram. The Concept envisions employment levels of about 2,750,000 for the City and over 5,350,000 for the study area. The Concept does not specify the time for the attainment of these levels; based on projections made in 1969, it appears that they will not be reached until sometime beyond the year 2000.”

The Concept features five basic components:

1. Major "centers" having a high intensity of development and activity: employment, housing, retail services, business services, government services and entertainment.

2. Low-density "suburbs" comprised mainly of single-family residences with necessary facilities for local business and public services.

3. Open spaces of various sizes, including small public and private parks and plazas in centers; neighborhood and community parks and recreational facilities in suburbs; district and regional parks and recreational facilities, including golf courses; large natural areas; and a network of trails and/or corridor parks connecting other open spaces to the maximum extent feasible.

4. Industrial areas distributed throughout the City at locations convenient to both places of residence and freight transportation facilities, developed in a manner to assure compatibility with adjacent land uses of other types.

5. A comprehensive transportation system, including: a fully developed highway and freeway system, a rapid transit network with feeder lines, and local bus transit; a region-wide air terminal system serving local and inter-city movement; and a freight movement and terminal system.

Goals for the General Plan

The Concept established the following goals for the City of Los Angeles with respect to the General Plan:

1. Preserve the low-density residential character of Los Angeles: protect stable single-family residential neighborhoods from encroachment by other types of uses; rehabilitate and/or rebuild deteriorated single-family residential areas for the same use; make single-family housing available to families of all social and ethnic categories.

2. Provide maximum convenience for the occupants of high and medium density housing (apartments): locate the bulk of such housing within, or near to, concentrations of urban facilities and employment opportunities; make high and medium density housing available to persons of all social and ethnic categories.

3. Provide employment opportunities and commercial services at locations convenient to residents throughout the City: reserve suitable and adequate lands for industrial and commercial uses; make Los Angeles an attractive location for new industries and businesses.

4. Provide adequate transportation facilities for the movement of people and goods: provide a choice of transportation modes; alleviate traffic congestion; increase the speed and convenience of all transportation modes; achieve economy and efficiency in the movement of goods.

5. Provide needed public services to all persons and businesses: achieve economy, flexibility and efficiency in the provision of services, both those furnished by the City of Los Angeles and those furnished to Los Angeles citizens by other governmental jurisdictions; provide suitable sites for public facilities at locations convenient to their users.

6. Provide a full range of facilities for leisure time activities at locations readily accessible to all persons: furnish adequate local recreational services; develop specialized recreational facilities; preserve the shoreline for public use.

7. Conserve the City's natural resources and amenities: preserve open space; protect outstanding geographical features; minimize air pollution, water pollution, noise and litter.

8. Enhance the quality of the City's physical environment: integrate all aspects of the City's development through the application of urban design principles; establish the identity of the various communities of the City; preserve historical and cultural features; control the placement of commercial signs; provide landscaping in intensively developed areas.

Circulation Element

The Concept established the following policies for Los Angeles with respect to the Circulation Element of the General Plan:

1. Develop a comprehensive circulation system, including all appropriate modes of public and private transportation for the movement of people and goods.

2. As a major feature of the public transportation system, provide a rapid transit system with stations limited to centers except for several special stations to serve commuter traffic in the locations shown on the Concept map-diagram. Include as a part of the system a secondary system connecting the core of each center with other nodes in the same center.

3. Provide bus service on major and secondary highways serving suburban areas, giving access from residential areas to centers and to community and neighborhood business areas.

4. Continue the development of the freeway, highway and street systems in general conformity with the pattern depicted by the Concept map-diagram, to serve as the major transportation system serving the City, particularly in the suburban areas.

5. Promote the development of other components of the transportation system in accordance with the features of this Concept, including harbor, trucking, rail and air transportation facilities.

6. Through the implementation of the other components of this Concept, make communities more self-sufficient in order to reduce the need for long-distance travel.

7. Advocate and support legislation setting acceptable standards for the emission of air pollutants by the internal combustion engine, or for its replacement by a nonpolluting propulsion system if such standards cannot otherwise be attained.

8. Develop appropriate standards setting a maximum noise level for various transportation modes, and impose such standards by ordinance.

City of Los Angeles Department of City Planning Urban Design Studio Downtown Design Guide
http://www.urbandesignla.com/downtown_guidelines.htm

Many of the design principles in this document relate to transit orientation.

District and Neighborhood Design

1. Employment Opportunities. Maintain and enhance the concentration of jobs, in both the public and private sectors that provides the foundation of a sustainable Downtown.

2. Housing Choices. Provide a range of housing types and price levels that offer a full range of choices, including home ownership, and bring people of diverse ages, ethnicities, household sizes and incomes into daily interaction.

3. Transportation Choices. Enable people to move around easily on foot, by bicycle, transit, and auto. Accommodate cars but fewer than in the suburbs and allow people to live easily without one.

4. Shops and Services Within Walking Distance. Provide shops and services for everyday needs, including groceries, day care, cafes and restaurants, banks and drug stores, within an easy walk from home.

5. Safe, Shared Streets. Design streets not just for vehicles, but as usable outdoor space for walking, bicycling and visual enjoyment.

6. Gathering Places. Provide places for people to socialize, including parks, sidewalks, courtyards and plazas,that are combined with shops and services. Program places for events and gatherings.

7. Active Recreation Areas. Provide adequate public recreational open space, including joint use open space, within walking distance of residents.

8. A Rich Cultural Environment. Integrate public art and contribute to the civic and cultural life of the City.

Building Design

1. Recognize individual projects are the “building blocks” of great streets and neighborhoods. This requires particular attention to the way the building meets the sidewalk, providing a transition to pedestrian scale and elements that activate the street.

2. Respect historically significant districts and buildings, including massing and scale, and neighborhood context, while at the same time, encouraging innovative architectural design that expresses the identity of contemporary urban Los Angeles.

3. Accommodate vehicular access and parking in a way that respects pedestrians and public spaces and contributes to the quality of the neighborhood.

4. Express an underlying design philosophy (a “big idea”) that is articulated and supported by all aspects of building design and initially conveyed through design sketches, drawings and

specifications. Sustainability is the overarching goal of the Design Guide and essential to the concept of a livable Downtown.

MTA Joint Development Policies and Procedures (Revised October 2009)

http://www.metro.net/projects/joint_dev_pgm/

This plan guides the MTA's planning and development around transit stations.

Goals:

1. Encourage comprehensive planning and development around station sites and along transit corridors.
2. Reduce auto use and congestion through encouragement of transit-linked development.
3. Promote and enhance transit ridership.
4. Enhance and protect the transportation corridor and its environs.
5. Enhance the land use and economic development goals of surrounding communities and conform to local and regional development plans.
6. Generate value to LACMTA based on a fair market return on public investment.

Policies:

Transportation and Land Use Coordination Policies:

1. Consult and work cooperatively with local jurisdictions, redevelopment agencies, developers, and other public and private sector entities to promote land use policies and plans which encourage intensive, high quality development at stations and surrounding properties that are located in regional/community activity centers.
2. In consultation with local jurisdictions and with community input, prepare development guidelines specific to each joint development site that articulate the intensity and type of land uses that LACMTA desires for that site as well as any desired transit and urban design features. Obtain Board approval of the development guidelines for each site.
3. Encourage transit compatible land use plans that enhance LACMTA's multi-modal transit, regional mobility, ridership and revenue goals.
4. Consider joint development opportunities in the acquisition of property, location of new station sites, and construction of station facilities.
5. In the initial planning of a transit corridor project (e.g., during the environmental and preliminary engineering phases) LACMTA will conduct site analysis, include a preliminary layout of each passenger station site, develop conceptual urban design strategies integrating station sites with adjacent communities, and evaluate proposed station sites for their joint development potential.
6. Actively encourage and allow surrounding property owners/developers, at their expense, to construct direct connections to stations from their properties/buildings and require connector fees or equivalent consideration for such connections based on the proportional benefit to any such property/building.

Development Policies:

1. LACMTA shall retain authority over its transit facilities and services.

2. Projects shall be consistent with development guidelines to be established by LACMTA for individual joint development sites. (Refer to Item #2 above.)

3. Projects shall not negatively impact present or future public transportation facilities.

4. Projects shall be consistent with regional and local community policies and plans.

5. Projects must demonstrate, at a minimum, fair market value to LACMTA.

6. Selection between projects will be based on those which meet the above criteria and additionally demonstrate:

    a. The greatest potential to increase transit ridership and enhance the transit system environment.

    b. The greatest economic development potential to the community consistent with adopted land use plans.

    c. Responsiveness to community needs for housing, employment, services, or other facilities.

7. Projects are encouraged which create a long-term source of revenue to LACMTA and allow LACMTA to participate in the increase in value of its real estate assets over time. This will generally take the form of a long-term lease. Under extraordinary circumstances, LACMTA may consider sale of property if it is determined to be in LACMTA's best interest.

8. Projects are encouraged which do not require commitment of LACMTA financial resources, minimize any investment risk, and maximize asset security for LACMTA

9. Projects are encouraged which obtain investment capital from other public agencies, or in lieu contributions, where needed, to create greater economic benefit to LACMTA sponsored joint development projects.

10. Where appropriate, projects are encouraged which provide for increased station access using alternative modes. Where appropriate and after consideration of possible alternative modes of access, projects are encouraged which provide new or additional park-and-ride facilities (except at Downtown Los Angeles stations).

11. Consistent with LACMTA procurement policy, encourage involvement of disadvantaged, minority and women-owned business enterprises.

12. Projects shall take into account LACMTA's Public Restroom Policy in effect at the time.

MTA Transit Oriented Development Planning Grant

http://www.metro.net/projects/tod/

This grant program provides funding for local government to plan for transit-oriented districts in anticipation of new transit service.

The primary objectives of the TOD Grant Program are to provide funding to:

1. Increase access to transit by assisting local governments to accelerate the adoption of TOD regulatory frameworks in advance of operations of new transit lines

2. Improve utilization of public transit use by reducing the number of modes of transportation necessary to access regional and local transit lines

3. Further the reduction in greenhouse gases through encouraging in-fill development along transit corridors

Federal Transit Administration New Starts Program Guidelines

http://fta.dot.gov/12347_5221.html

Transit projects typically follow the New Starts process to ensure a project's eligibility for federal funding. The primary considerations for transit-oriented development are found in the New Starts program's "Land Use" project evaluation criteria.