



# Supporting Transit Oriented Communities

A Metro Demonstration Program



**Metro**<sup>®</sup>

SEPTEMBER 2015



## Moving from TOD to TOCs

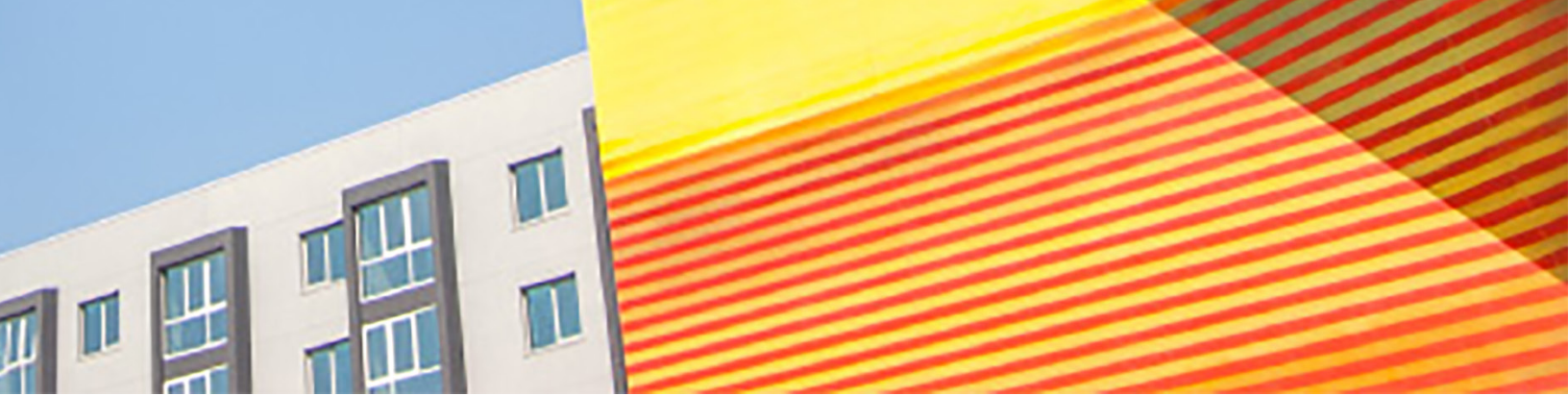
With the 2008 passage of Measure R, Los Angeles County's voters put in place a groundbreaking plan to double the rail system by 2035. This investment in the region's quality of life provides tremendous opportunity to shape how the County grows to meet the demands of its growing population. The concept of Transit Oriented Development (TOD) is a type of community development that includes a mixture of housing, office, retail and/or other commercial development and amenities integrated into a walkable and bikeable neighborhood and located within a half-mile of quality public transportation.

By connecting people and amenities through improved access to public transit, TOD reduces car dependency and therefore lowers air pollution and greenhouse gas emissions; promotes walkable and bikeable communities that accommodate more healthy and active lifestyles; increases transit ridership and therefore revenues for transit operators; improves access to jobs and economic opportunities; and creates more opportunities for mobility. Metro's vision goes beyond TOD to focus on the creation of "transit oriented communities" (TOC). TOCs represent a comprehensive approach to creating compact, walkable and bikeable places in a community context, rather than concentrating on a single development site. For Metro, creating TOCs means expanding the boundaries to consider the impact of our system in a 1 – 1 ½ mile corridor around a transit station.

Moving from TOD to TOCs requires that Metro take a leadership role in collaborating with a variety of local stakeholders, including local government, private developers and community members, to make our individual transit oriented developments and policies part of a vibrant built environment for existing and future residents to live, work, play, and commute. To make this move to TOCs, Metro's Joint Development (JD) Program is spearheading a TOC Demonstration Program that will showcase a broader community development focus to all aspects of its work.

The TOC Demonstration Program ("Program") has two components:

- 1) A re-calibration of the JD Process focused on active collaboration with community stakeholders and local jurisdictions; and
- 2) Building a "TOC Toolkit" that draws upon an array of creative community development tools to support JD projects in achieving its broader TOC goals.



# TOC Demonstration Program

## PROGRAM GOALS

The JD Demonstration Program will:

- > Demonstrate successful Transit Oriented Communities
- > Test an expanded role for Metro in the creation of TOCs
- > Focus on stations with catalytic potential along a transit corridor and the greatest opportunity for success
- > Collaborate with local stakeholders to identify opportunities to broaden the impact of individual projects to a 1 – 1 ½ mile radius from stations
- > Learn from a diversity of project types and individual project goals
- > Allow sufficient time for implementation (3 – 5 years)

## PROGRAM COMPONENTS

The Program will be realized through two sets of actions: 1) changes in the JD Process, and 2) the TOC Toolkit.

### 1) Joint Development Process

- > Update of the Joint Development Policy
- > TOC Webpage Reboot
- > Development Guidelines
- > Design Review

### 2) TOC Toolkit

- > Affordable Housing
- > Coordination of Public Funding
- > Joint venture with other government agencies
- > Support Active Transportation Improvements
- > TOD Planning Grant Program
- > Other Project-Specific Tools

# 1) Joint Development Process

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Starting in late 2014, the JD department began a re-evaluation of its process, looking at everything from how we create Development Guidelines, how communities and jurisdictions are engaged, legal documents, the webpage and the JD Policy and Procedures. Changes to the JD Process include:

## > UPDATE OF THE JOINT DEVELOPMENT POLICY

At the July 23, 2015 meeting of the Metro Board of Directors, the Board approved an update to the Joint Development Policy that includes key policy changes regarding affordable housing (described in the TOC Toolkit section below), describes the importance of meaningful community engagement in the JD process, and provides clarity on the JD process and policies.

## > TOC WEBPAGE REBOOT

In June 2015, Metro re-launched its Joint Development webpage under the banner of Transit Oriented Communities. The new webpage describes a host of activities that Metro is shepherding to support TOCs, including Joint Development, the TOD Planning Grant Program, and the TOD Toolkit. In addition, the JD portion of the new webpage includes Project Pages offering information and regular updates for active JD Projects.

## > DEVELOPMENT GUIDELINES

The JD process begins with the creation of Development Guidelines, driven by a community engagement process designed to garner meaningful input from local stakeholders. The Development Guidelines will typically be created with assistance from outside architectural firms. Informed by the underlying local jurisdiction plans and regulations and neighborhood context, the Development Guidelines are an opportunity to provide input on desired land uses, density and amenities for a Metro-owned site, as well as assess opportunities for integration with active transportation and other community development goals. The Development Guidelines are brought to the Metro Board of Directors for review and adoption. The Program will make the Development Guidelines process more robust and community-driven through the following:

- > Use of outside design consultants to facilitate community focus groups, charrettes and larger workshops to create site-specific Development Guidelines. The design consultant will likely be retained to work on the design review process, described below.
- > Include a “walk audit” with the First/Last Mile strategic plan team to identify opportunities to tie into existing or recommended active transportation improvements at the project site and within a broader radius around the project/station site.
- > The local councilmember and/ or supervisor’s office and planning staff will be consulted and collaboration between the local policy makers and land use staff will be critical to the Development Guidelines process.

# 1) Joint Development Process (continued)

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## > DESIGN REVIEW

To date, “Design Review” of JD projects has typically been limited to input from various Metro departments, including but not limited to Engineering, Operations, Security, Civil Rights, and Communications, and has focused on avoiding impacts to transit facilities or operations. The Program includes launching a Design Review process that will address these issues as well as more comprehensively consider the quality of the design, architecture and aesthetics of developments on Metro-owned property, and reflect the recommendations of the Metro First/Last Mile Strategic Plan active transportation goals, and Metro’s Sustainability Policy. The design review process will also be another check point to identify opportunities for the proposed development to contribute to promoting TOCs.

The new Design Review process will be implemented by coordinating with a hired design professional for JD projects. In most cases this will be the same consultant that will facilitate engagement on and create the Development Guidelines. The Design Review Component of the Program includes:

- > Hiring a Consultant to conduct design review through both the developer selection process and project development;
- > Ensuring the highest quality of design, placemaking and TOC through Metro’s JD projects;
- > Facilitating Metro’s interdepartmental coordination for projects that are transit adjacent;
- > Revising the Exclusive Negotiations and Planning Agreement document to require that selected JD developers participate in a design review process.

## 2) TOC Toolkit

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To achieve the broader community development goals of TOC, Metro has adopted policies and will seek creative opportunities for expanding the reach of its joint development projects through supporting local adoption of TOC-supportive land use policies, partnerships with other agencies (public and private) and creative financing strategies, including identifying grants and other funding options. The TOC Toolkit is a set of tools and strategies that can be applied as appropriate to the Demonstration Program sites and to the 1 – 1 ½ mile radius around the sites.

### > AFFORDABLE HOUSING

Metro has adopted, as part of its updated JD Policy, a series of affordable housing policies:

- > **35% Portfolio-Wide Goal:** Metro's JD Program seeks to facilitate construction of affordable housing units, such that 35% of the total housing units in the Metro joint development portfolio are affordable to households earning 60% of area median income or below.
- > **Land Discounting:** Where appropriate, and subject to Federal Transit Administration (FTA) approval (if applicable), Metro may discount joint development ground leases below the fair market value in order to accommodate affordable housing with an income target of 60% of AMI or below. Such a land discount may not be greater than 30% of the fair market value.

### > COORDINATION OF PUBLIC FUNDING

To the extent that the community and/or selected developers identify additional public improvements and/or community-serving uses to be included in the pilot program sites, the Metro JD Team will actively partner with the community, Developer, County and/or appropriate local jurisdiction to identify funding sources to support these additional benefits within the JD Project. This may include assisting with grant writing.

### > JOINT VENTURE WITH OTHER GOVERNMENT AGENCIES

Metro will seek partnerships with local municipalities and/or the County that take advantage of publicly owned land at or adjacent to JD project sites.

### > SUPPORT ACTIVE TRANSPORTATION IMPROVEMENTS

Metro will partner with Developers and local municipalities to identify opportunities to create and implement active transportation plans that connect transit to nearby community amenities within a 1 – 1 ½ mile radius of targeted sites and transit stations.

## 2) TOC Toolkit (continued)

### > TOD PLANNING GRANT PROGRAM

Started in 2011, the TOD Planning Grant Program has awarded 36 grants totaling over \$22 million to local jurisdictions to develop and approve land use plans that remove regulatory barriers to TOD. Metro will continue to implement Rounds 1- 4 of the program and will further target outreach for Round 5 to municipalities that have not yet adopted TOC-supportive land use plans.

### TOD Planning Grant Program Awards in LA County



### > OTHER PROJECT-SPECIFIC TOOLS

The following tools and incentives can be explored for each of the Demonstration Program sites, as appropriate:

- > **Bulk Discounts on TAP cards:** The Board directed staff to explore opportunities to offer discounts on bulk purchase of TAP cards for affordable housing developments on Metro-owned property. If adopted and as appropriate, this program will be included in JD procurements.
- > **Inclusion of Adjacent Property(ies):** During the Development Guidelines process, if the community

## 2) TOC Toolkit (continued)

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stakeholders and the JD Team identify benefits from encouraging adjacent properties to become part of Metro JD sites, additional points may be offered during the competitive procurement process for development teams that own or have agreements with owners of adjacent properties. Similarly, if an adjacent property owner approaches Metro outside of the competitive procurement process, Metro may consider an unsolicited proposal subject to state and federal unsolicited proposal guidelines.

- > **Community-Based Organizations:** As appropriate, additional consideration may be offered during the competitive procurement process to development teams that include community-based organizations (CBOs) with a history of community engagement, investment and provision of services within the project site area who have partnered with an experienced development team.
- > **Station Connections:** Coordinating proposals for direct connections from adjacent properties to Metro stations.
- > **Reduce, Relocate or Consolidate Transit Parking:** Metro will consider the reduction, relocation and/or consolidation (e.g. converting surface lots into structured parking) of transit parking that can increase opportunities for TOCs. Such actions will be subject to (1) a clear history of utilization rates for the parking lot in question; (2) a review of any federal/environmental requirements pertaining to the provided or required parking; and (3) a careful study of the economic feasibility and cost impacts of relocating or consolidating the parking.
- > **Innovative Financial Partnerships:** Explore various means of using Metro land ownership in support of innovative financial structures.
- > **Transit Improvements:** At some sites, improvements to the transit facility itself will support new Joint Development projects and active transportation connections within the targeted 1 – 1½ mile radius. Metro will partner with local jurisdictions, stakeholders and funders to identify such opportunities, plan for their integration into TOC planning efforts, and seek funding for implementation.



# Site Selection Criteria

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The Demonstration Program has identified seven (7) sites and/or study areas for initial participation, using the following criteria:

- > Geographic spread across LA County, to the extent possible;
- > Within an existing or in-construction rail or BRT corridor;
- > Site is owned by Metro (or an interested public agency or private developer) and available for new construction within the next 5 years (i.e. not on hold for transit improvements and/or in use for staging or other construction-related needs for more than 5 years from September 2015);
- > Existing land uses support TOC development and/or land use planning underway;
- > Commitment by local jurisdiction or County to participate in the pilot program;
- > Ability for Metro to have a direct and active role in the Development of the site;
- > Commitment by developer/property owner;
- > If not a development site, then a program/project area that is focused on a set of improvements or planning actions that promote TOCs.

It is important to note that the 7 sites identified for the Program are not the only active projects in the current JD work program, participating in the TOD Planning Grant program or undertaking broader transit planning activities. The TOC approach will be applied to all active sites, as well as any new Joint Development sites and applicable projects and studies. The selected sites are being showcased because they have the potential to impact a broader area and best demonstrate the power of the TOC approach. The sites are described below and more detail is provided in the TOC Demonstration Program Site Matrix attached.

## Demonstration Program Implementation

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Metro's JD staff will report quarterly to the Board on progress for each of the Demonstration sites, starting at the January 2016 Board meeting. The Demonstration Program Site Matrix will be the basis for tracking and documenting progress. In addition, any time that the Board is asked to take action regarding one of the Demonstration sites, staff will note the site's inclusion in the Demonstration Program and indicate how the proposed actions are in keeping with Program's goals.

# Demonstration Program Sites

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- 1 Golden State Specific Plan
- 2 Crenshaw/LAX Line
- 3 Duarte Station
- 4 El Monte Station
- 5 North Hollywood Station
- 6 Connect US Action Plan
- 7 Willowbrook/Rosa Parks Station Improvement Project

## Golden State Specific Plan

In Round 2 of the TOD Planning Grant program, Metro funded a joint study by the City of Burbank and the Burbank, Glendale, Pasadena Airport Authority to evaluate development opportunities and related TOD planning requirements as part of a federally funded airport ground access study. The LinkBurbank study identified opportunities for transit and transportation improvements as well as opportunities for TOD that take advantage of proximity to Metrolink, Amtrak, Airport, and Metro bus service.

Upon completion of the study, the City of Burbank was awarded a Round 4 TOD Planning Grant to create a new Specific Plan (Golden State Specific Plan) that will implement the recommendations in the study. In addition, the City of Burbank participated in Eco District training in Portland, Oregon that will advance the sustainable priorities for the station area and was awarded \$800,000 of station area planning funds from the California High Speed Rail Authority to coordinate and integrate all planning efforts around the future HSR station in Burbank.

### > LINE

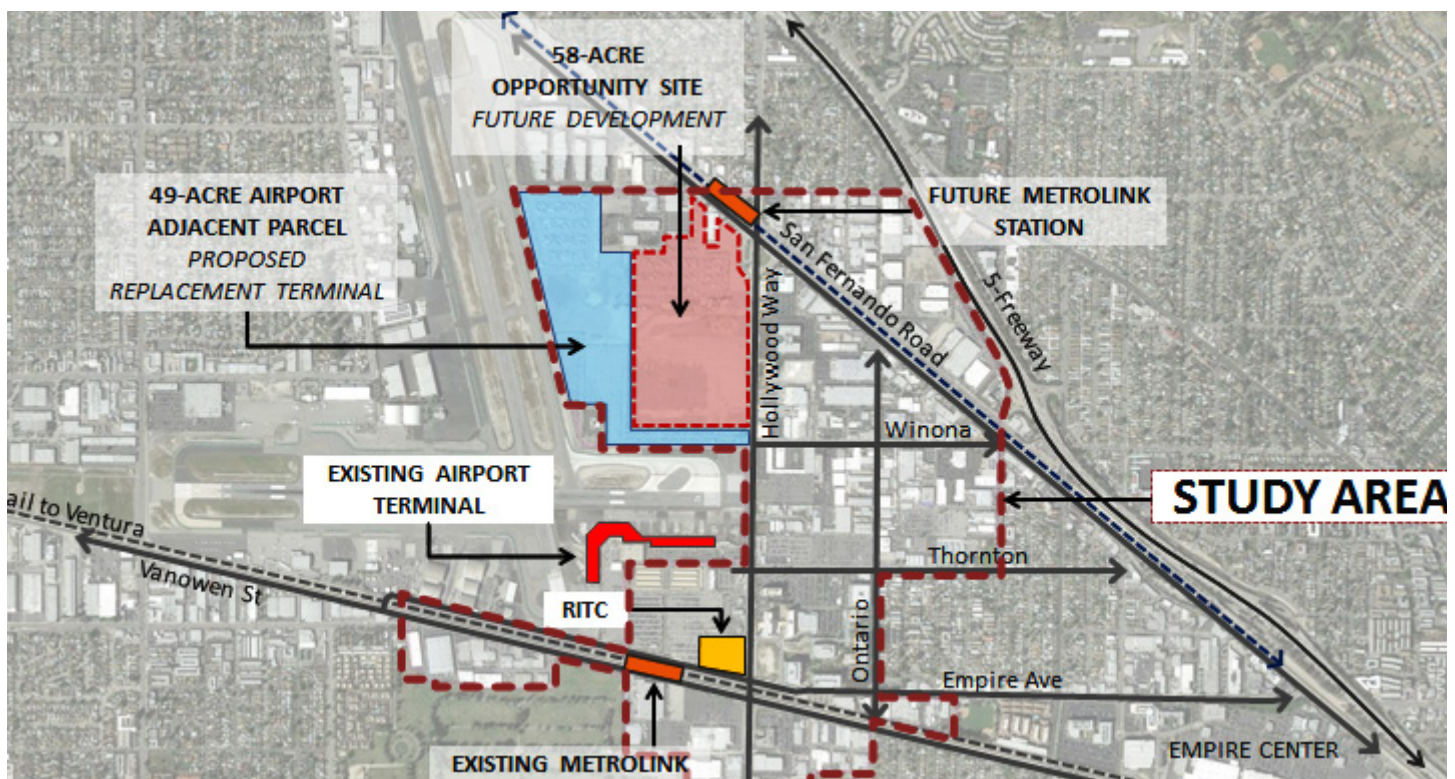
Metrolink and Burbank Airport, future High Speed Rail

### > CITY/COMMUNITY

City of Burbank

### > SUPERVISORIAL DISTRICT

Supervisorial District 5 - Antonovich Director Najarian



# Crenshaw/LAX Line

Includes 3 station sites currently in construction:

**(1) Expo/Crenshaw:** This Metro Joint Development opportunity is at the crossroads of the Expo and Crenshaw Lines, adjacent to the under-construction District Square project, a regional shopping center. Metro also provided a TOD Planning Grant to the City to amend the Crenshaw Corridor Specific Plan and prepare a Crenshaw Streetscape Plan. The County of LA intends to vacate a Probation Department facility across from Metro's station and allow Metro to oversee and negotiate the development of both sites as part of a single proposal. Metro is exploring the possibility of relocating proposed transit parking to accommodate joint development.

**(2) Leimert Park Station:** The City of LA owns two surface parking lots adjacent to the Leimert Park station. Metro is entering into an MOU with the City to coordinate on planning and outreach and any potential partnerships in support of the development of these sites.

**(3) Fairview Heights Station:** Metro provided a TOD Planning Grant to the City of Inglewood to create transit overlay zone for this station area. The County intends to vacate a DPSS facility adjacent to the Station and Metro will oversee developer solicitation and negotiations for the site. Metro is working with the City to create a strong pedestrian connection between the Station and surrounding community and to explore the opportunities for public open space.

## > LINE

Metro Crenshaw/LAX and Expo Lines

## > CITY/COMMUNITY

City of Los Angeles/South LA, City of Inglewood

## > SUPERVISORIAL DISTRICT

Supervisorial District 2 - Ridley Thomas

City of LA: Directors Garcetti, Bonin, DuPont Walker, Krekorian  
Director Butts



(1) Expo/Crenshaw



(2) Leimert Park Station



(3) Fairview Heights Station

## Duarte Station

With funds from Round 1 of the TOD Planning Grant, the City of Duarte created and adopted the Gold Line Station Area Development Specific Plan. Included in the station area is the City of Hope, a major employment center interested in expansion.

One of the opportunity sites identified in that plan is a Metro parcel that will be used for transit parking upon opening of the Gold Line. The City of Duarte has had preliminary discussions with neighboring property owners regarding their interest in selling and/or redeveloping their properties. Metro will work with the City to identify opportunities to partner with adjacent property owners to create development opportunities.

### > LINE

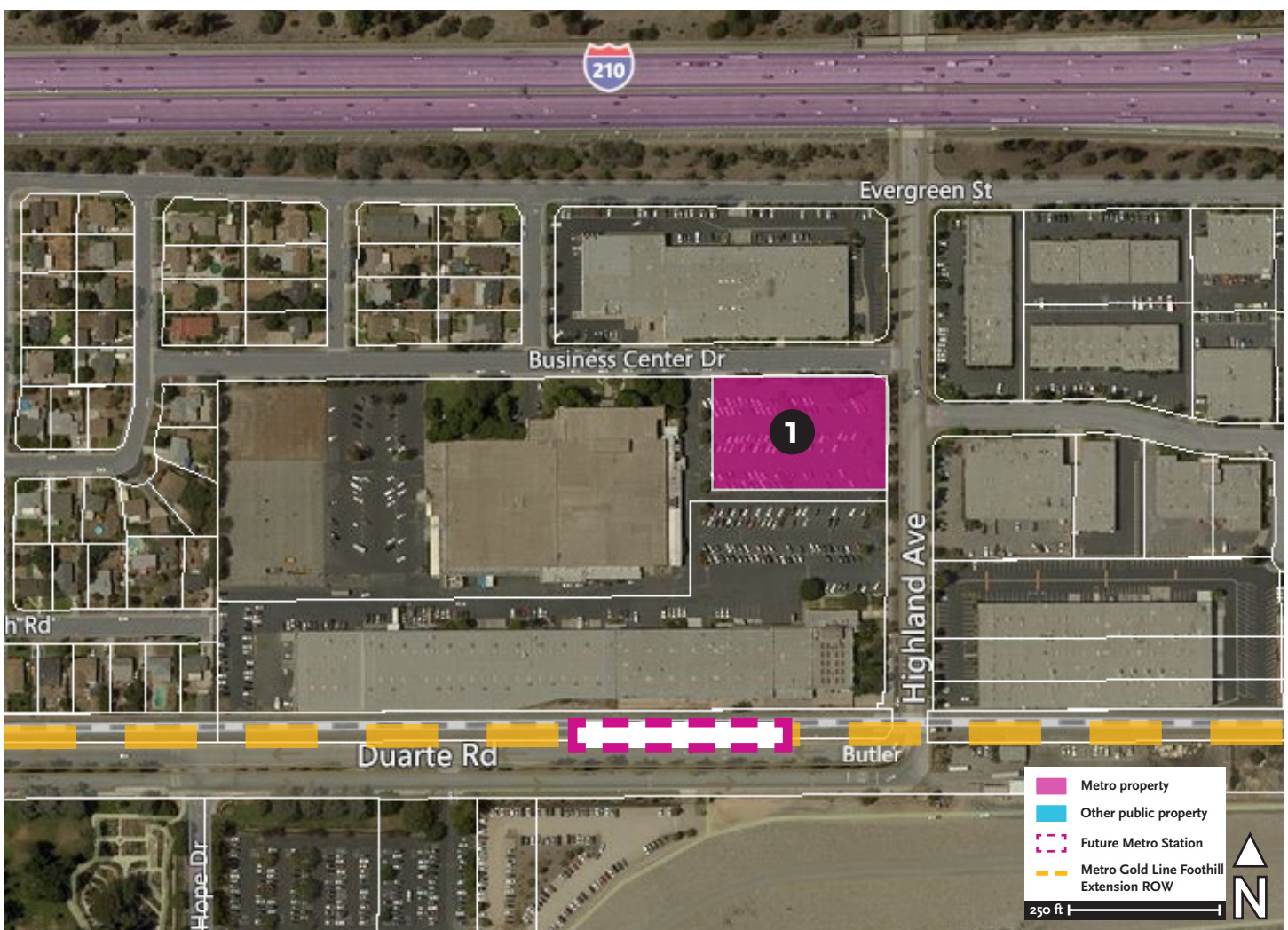
Metro Gold Line (Foothill Extension)

### > CITY/COMMUNITY

City of Duarte

### > SUPERVISORIAL DISTRICT

Supervisorial District 5 - Antonovich  
Director Fasana



## El Monte Station

The El Monte Station, a recently completed state-of-the-art regional bus facility, is the largest of its kind on the west coast, serving approximately 22,000 passengers daily. The El Monte Gateway Specific Plan envisions a vibrant, mixed-use urban activity center around the Station connecting to the City's downtown commercial core.

Metro and Caltrans own a significant amount of land currently used as Station-supporting park-and-ride lots. Working with public sector partners, including Caltrans and the City, Metro intends to solicit developer interest in transit-oriented infill development to complement existing transit infrastructure at the site.

### > LINE

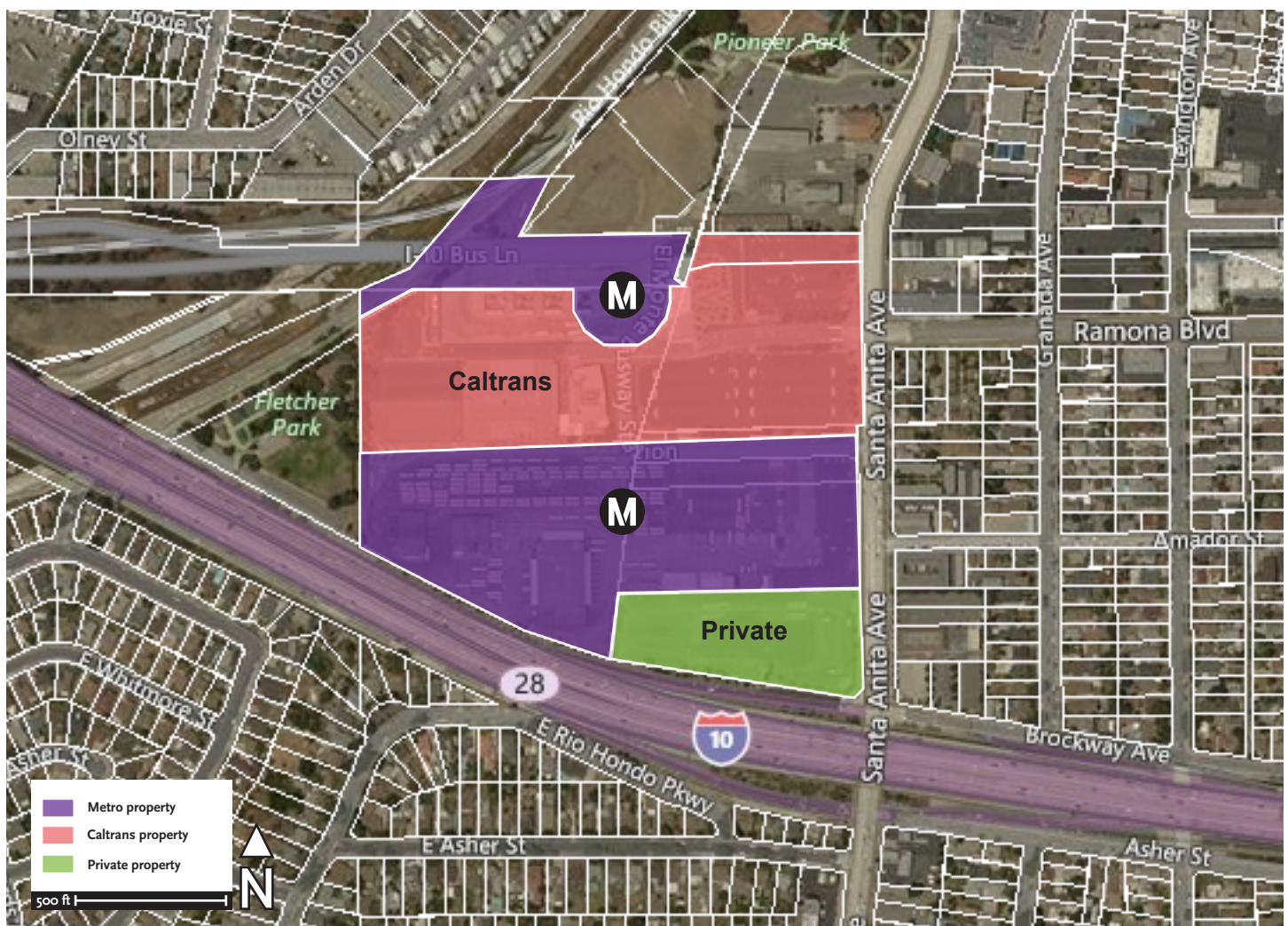
Metro Silver Line (Bus Rapid Transit)

### > CITY/COMMUNITY

City of El Monte

### > SUPERVISORIAL DISTRICT

Supervisorial District 1 - Solis  
Director Fasana



# North Hollywood Station

The North Hollywood (NoHo) Station is a major transit hub in the San Fernando Valley, with over 24,000 daily boardings. Metro owns 15.6 acres that include the termini of the Red Line subway and the Orange Line bus rapid transit, along with 957 transit parking spaces. At the heart of the rapidly developing NoHo Arts District, the site has the potential to be a transformative center for the area and an iconic example of the TOC approach to development.

The JD Program began a two-phased competitive solicitation process for the site in March 2015 and is starting Development Guidelines in September 2015.

## > LINE

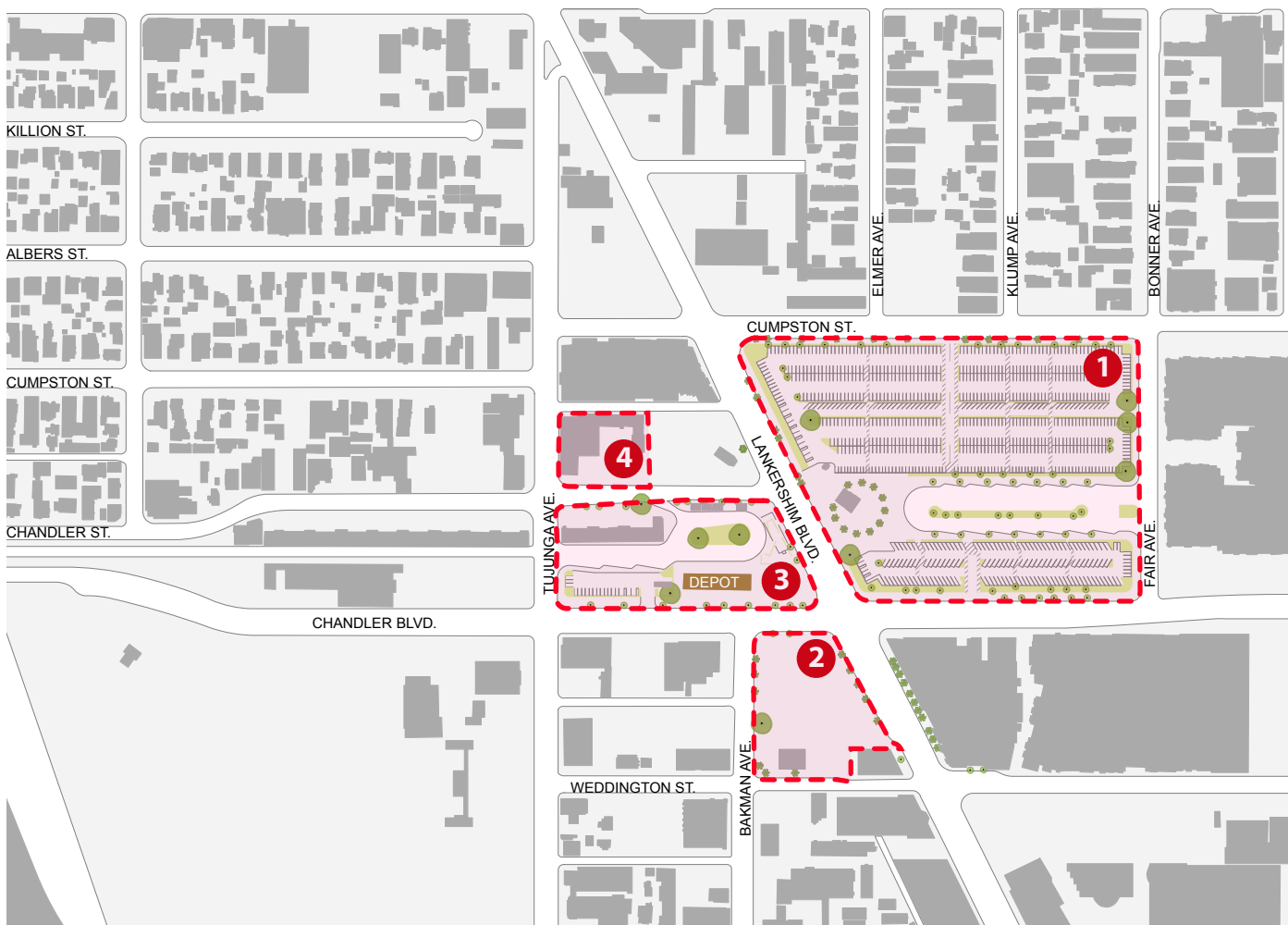
Metro Orange and Red Lines

## > CITY/COMMUNITY

City of Los Angeles/San Fernando Valley

## > SUPERVISORIAL DISTRICT

Supervisorial District 3 - Kuehl  
City of LA: Directors Garcetti, Bonin,  
DuPont Walker, Krekorian



## Connect US Action Plan

Concurrent with the Union Station Master Plan, and in response to feedback from stakeholders, Metro partnered with SCAG and the City of Los Angeles to develop the Connect US Action Plan. Connect US is a community-driven public improvement plan that identifies and prioritizes bicycle and pedestrian linkages connecting Union Station and the Regional Connector 1st and Central Station and the surrounding cultural and historic communities. The final plan offers a vision for a network of improvements that link housing, employment and tourist destinations to the regional transit hub, broken down into 16 projects.

Metro is taking the lead on implementation, in close partnership with the City of Los Angeles and other local jurisdictions/agencies, including Caltrans and El Pueblo State Historic Park, as well as community partners. Implementation is focused on (1) adoption of the Connect US Plan through the Department of City Planning and (2) identifying and securing funding for implementation of projects.

### > LINE

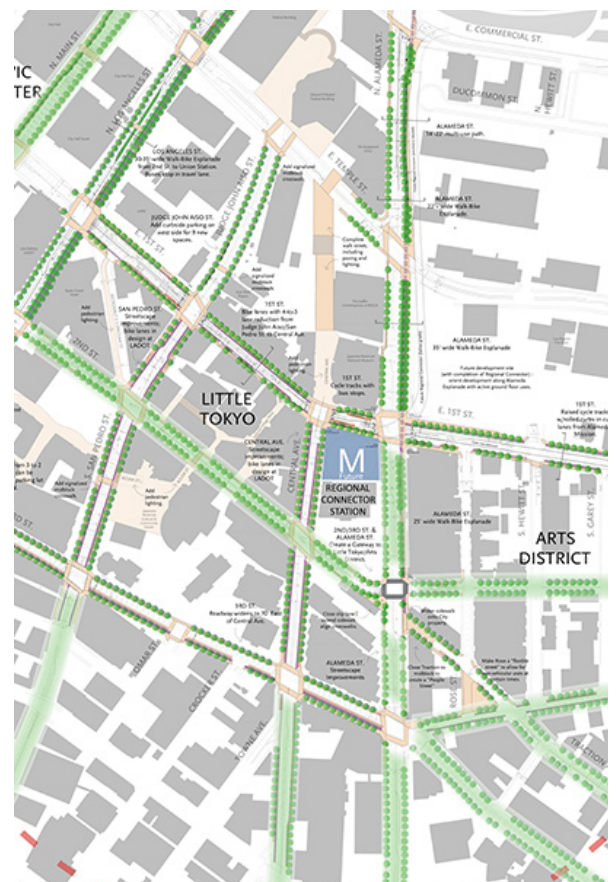
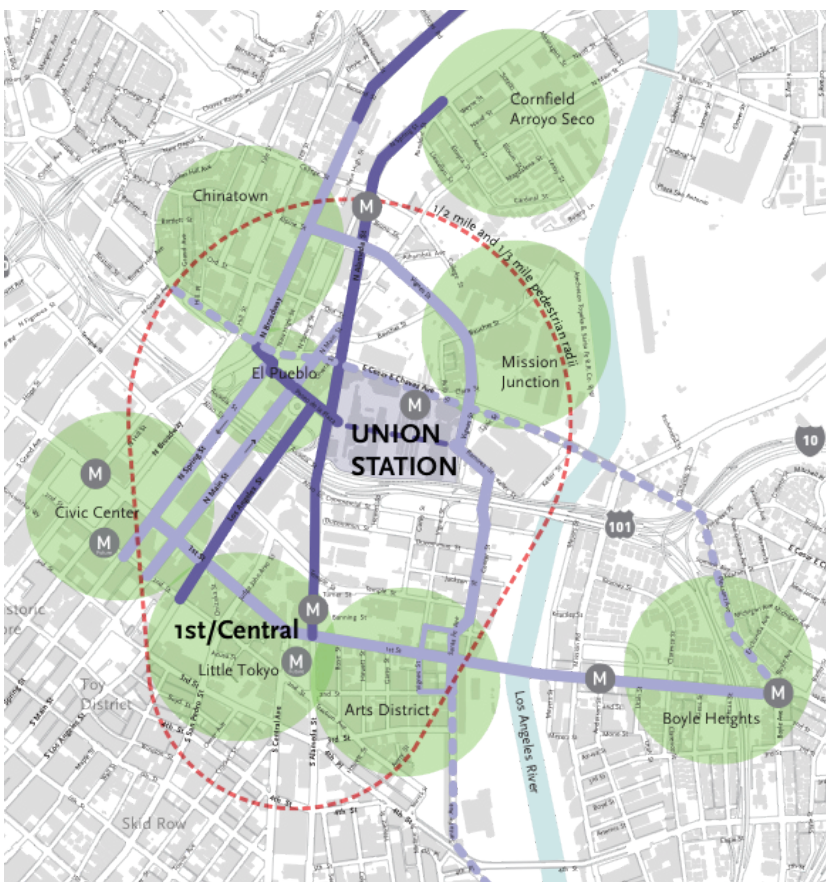
Regional Connector (Expo and Blue Lines), Metro Red, Purple, Silver and Gold Lines, Metrolink, Amtrak, future High Speed Rail

### > CITY/COMMUNITY

City of Los Angeles: Chinatown, Little Tokyo, Boyle Heights, Arts District, Civic Center

### > SUPERVISORIAL DISTRICT

Supervisorial District 1 - Solis  
City of LA: Directors Garcetti, Bonin, DuPont Walker, Krekorian





# Willowbrook/Rosa Parks Station Improvement Project

Metro is embarking on a \$67 million investment in the revitalization of the Willowbrook/Rosa Parks Station, a major regional hub that connects the Metro Blue and Green Lines with numerous Metro and municipal bus lines and community shuttles. The Project is being completed in partnership with Los Angeles County which is contributing a portion of the adjacent shopping center land to the Project.

Metro's investment in this Station leverages ongoing public and private investments in the area to revitalize this economically distressed community. The Station improvements are complementary to the County's Willowbrook TOD Specific Plan (funded in Round 3 of the TOD Planning Grant Program) and streetscape improvement plans to enhance pedestrian and bicycle connections between the Station and the surrounding area, including the nearby Martin Luther King, Jr. Medical Center Campus and other medical, educational and cultural assets in the community which are experiencing a renaissance.

## > LINE

Metro Blue and Green Lines

## > CITY/COMMUNITY

Unincorporated LA County/Willowbrook

## > SUPERVISORIAL DISTRICT

Supervisorial District 2 - Ridley Thomas

