COMPASS BLUEPRINT
new directions for growth

MULTI-JURISDICTIONAL PLANNING IN CORRIDORS

A Recommendations Report for the Arrow Highway Corridor in the San Gabriel Valley

A VISION. A PLAN. A COURSE.

Developed on behalf of SCAG as part of the Compass Blueprint Program

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Compass Blueprint Program

This project was funded by the Southern California Association of Governments' (SCAG) Compass Blueprint Demonstration Project Program. Compass Blueprint assists Southern California cities and other organizations in evaluating planning options and stimulating development consistent with the region's goals. Compass Blueprint tools support visioning efforts, infill analyses, economic and policy analyses, and marketing and communication programs.

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The contents of this report reflect the views of the author who is responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of SCAG or DOT. This report does not constitute a standard, specification or regulation.

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- SCAG
- SGVCOG
- City of Azusa
- City of Baldwin Park
- City of Covina
- City of Glendora
- City of Irwindale
- County of Los Angeles

This report is the product of their efforts and interests to make Arrow Highway, the San Gabriel Valley, and the surrounding communities a better place to live.

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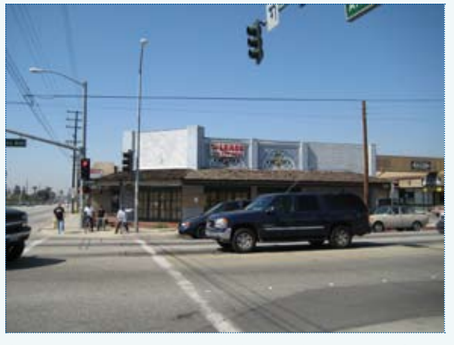


A vacant commercial building at the corner of Arrow Highway and Citrus Avenue

Existing corridor housing along Arrow Highway between Lake Ellen and Azusa Avenues

Existing streetscape along Arrow Highway near Irwindale Avenue

A new CVS along Arrow Highway between Citrus and Grand Avenues

Introduction

Southern California offers an abundance of recreational, entertainment, and economic opportunities set in an attractive living environment that continues to draw new residents and new jobs. The San Gabriel Valley subregion is expected to be a major recipient of this growth, adding nearly 400,000 residents, over 100,000 households, and over 80,000 jobs between 2010 and 2035.[1]

Approximately one-third of this population and housing growth is projected to take place in the unincorporated portions of the Valley subregion. Over 85 percent of the job growth is projected to take place inside city boundaries, reflecting the residential nature of the unincorporated areas.

This growth is the equivalent of adding between 5,000–10,000 acres of new residential land[2] or 2,000 acres of employment-generating land.[3] Questions of how and where to put this growth arise quickly in a subregion that is currently 99 percent built out.[4]

The corridors[5] that criss-cross our urbanized lands present one of the best options for accommodating the coming growth. Corridors often host public transit lines, a mixture of medium- and high-density housing—both along and behind commercial uses—and a large portion of a jurisdiction's commercial and retail stores. Adding new growth into corridors not only helps preserve the lower density lifestyles of surrounding development, it also supports and facilitates greater use of mass transit.

In 2004, the San Gabriel Valley Council of Governments (SGVCOG) led a visioning effort to evaluate how and where the subregion should grow. The results identified over 40 opportunity sites within corridors in San Gabriel Valley. Some corridors present opportunities to accommodate new housing, some offer a chance for new commercial, retail, or office uses, while others demonstrated a potential for a mix of residential and non-residential uses.

Compass Blueprint Strategy

In 2001, the Southern California Association of Governments (SCAG) started a visioning process that culminated in a regional strategy to accommodate the coming growth. This strategy, called "Compass Blueprint" promotes a stronger link between region wide transportation and land use planning and encourages creative, forward-thinking, and sustainable development solutions that fit local needs and support shared regional values. The strategy is broadly based on the following four key "Compass Principles."

- Principle 1: Improve Mobility
- Principle 2: Foster Livability in All Communities
- Principle 3: Enable Prosperity for All People
- Principle 4: Promote Sustainability for Future Generations

Beginning in 2005, SCAG initiated the implementation phase of Compass Blueprint and began partnering with jurisdictions in Southern California to realize this growth vision on the ground. To date, over 40 demonstration projects have been conducted that exemplify the goals shared by the Compass Blueprint and local communities.

Arrow Highway Corridor

To provide the basis for a multi-jurisdictional demonstration project, the jurisdictions within the San Gabriel Valley Council of Governments[6] selected an east–west corridor running from the City of San Dimas to the City of Irwindale known as the Arrow Highway Corridor.

Located at the edge of several cities, and often functioning as a jurisdictional boundary, the north and south sides of Arrow Highway are often subject to different policies concerning zoning and streetscape design. This complicates planning efforts and impedes the development of a consistent plan for the corridor, particularly one that embraces an improved connection between transportation and land use.

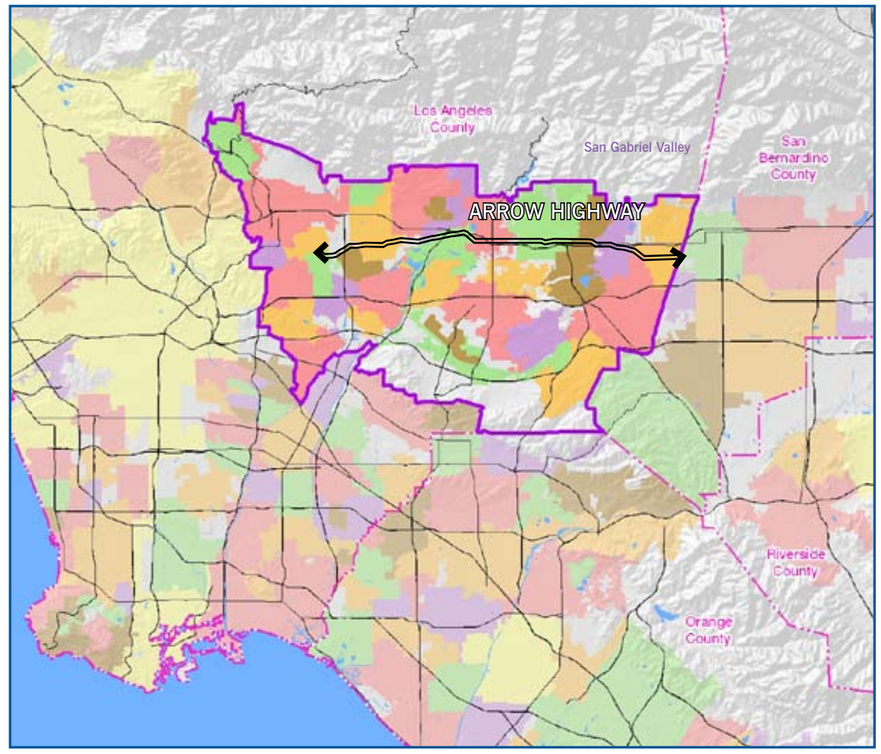
Because it is at the edge of many jurisdictions, the planning and development of properties along Arrow Highway are considered a low priority within each jurisdiction, including some of the unincorporated islands. For this reason, the land along Arrow Highway is largely underutilized and suffers from a high level of blight.

Six jurisdictions chose to participate in the Arrow Highway demonstration project: the cities of Azusa, Baldwin Park, Covina, Glendora, and Irwindale, and the County of Los Angeles. Together, these jurisdictions formed the Arrow Highway Working Group. Many other jurisdictions in San Gabriel contributed to the scoping of this study and enabled Arrow Highway to be the first corridor project so that all jurisdictions may benefit.

Project Goals

The Arrow Highway Corridor Demonstration Project provides land use, economic, design, and implementation strategies that can improve the overall corridor and the connection between land use and transportation. In addition to the Compass Principles, the Demonstration Project is driven by five specific project goals:

Regional Location

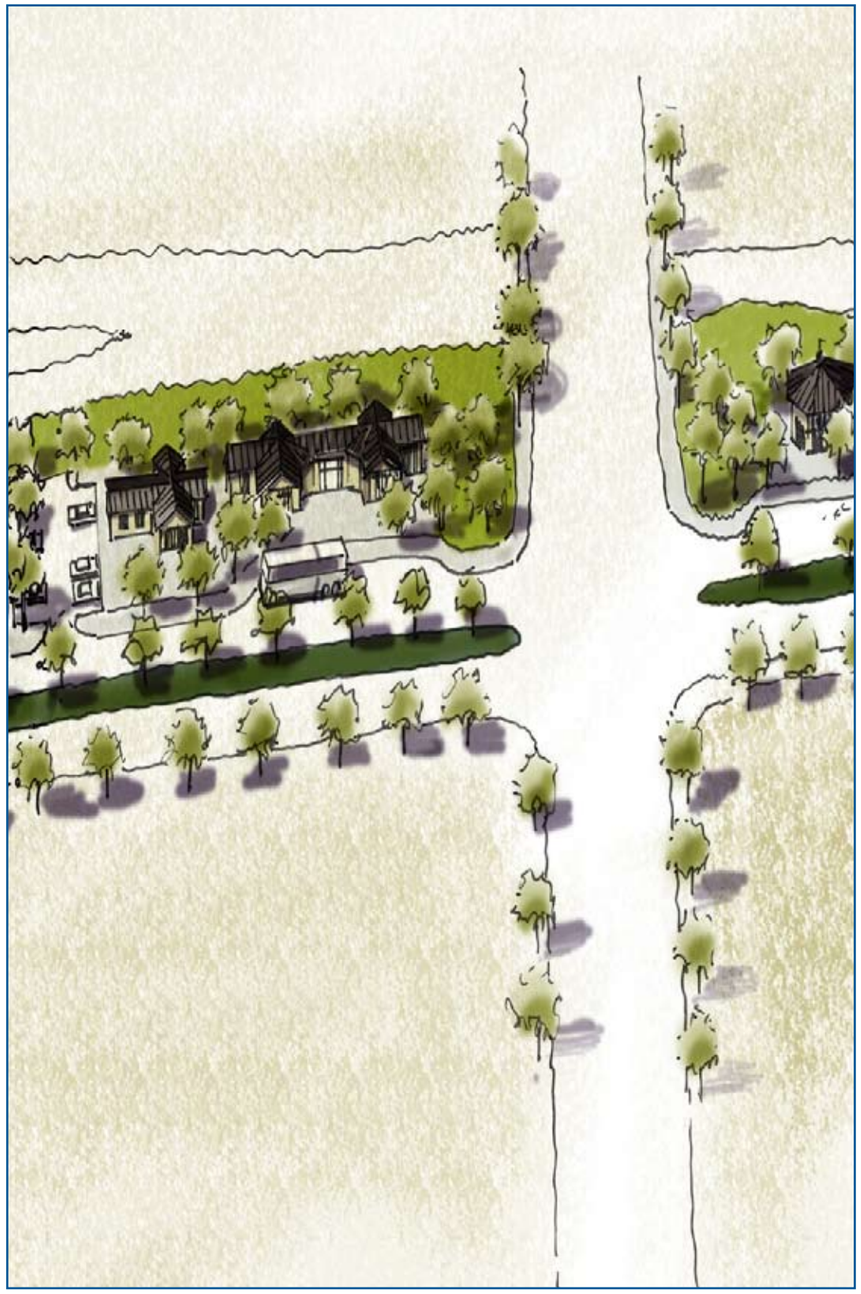


1. **Establish and define a corridor role**
2. **Improve the visual appearance**
3. **Improve economic performance**
4. **Improve traffic flow and links to transportation**
5. **Establish multi-jurisdictional coordination**

Ultimately, this demonstration project is intended to yield tangible results for the public and private sectors and serve as catalytic models of development and planning. The project and its findings should be implementation oriented and replicable for others in the San Gabriel Valley.

Located at the edge of several cities, and often functioning as a jurisdictional boundary, the north and south sides of Arrow Highway are often subject to different policies concerning zoning and streetscape design.

This complicates planning efforts and impedes the development of a consistent plan for the corridor, particularly one that embraces an improved connection between transportation and land use.



Demonstration Project Summary

The Arrow Highway Corridor Demonstration Project was conducted to provide land use, economic, design, and implementation strategies that can improve the overall corridor while also creating greater connections between land use and transportation. This demonstration project is a first step in evaluating the corridor and making a series of recommendations for next steps.

The portion of Arrow Highway studied in this project runs 8.5 miles, starting at the I-605 and traveling through six different jurisdictions to end at the western border of the City of San Dimas.

Located at the edge of several cities, and often functioning as a jurisdictional boundary, the north and south sides of Arrow Highway are often subject to different policies concerning zoning and streetscape design. This complicates planning efforts and impedes the development of a consistent plan for the corridor, particularly one that embraces an improved connection between transportation and land use.

Because it is at the edge of many jurisdictions, the planning and development of properties along Arrow Highway are considered low priorities within each jurisdiction. For this reason, the land along Arrow Highway is underutilized and suffers from a high level of blight.

Although home to approximately 60,000 residents, a wide range of non-residential uses can also be found in the corridor, ranging from retail to industrial parks to schools to major flood control facilities.

The corridor suffers from a lack of cohesive design and planning, functioning primarily as a major east–west thoroughfare for automobiles and trucks. A large amount of auto service uses seems to indicate that the corridor may serve as a regional center for auto-related uses.

The corridor also suffers from an oversupply of general retail development and a collection of marginal parcels created by a system of storm drainage channels. Together, these issues have prevented the corridor from evolving in a focused manner, retarding potential economic growth and prosperity.

However, the corridor benefits from a high level of mass transit activity, both along and connected to Arrow Highway. A number of Foothill Transit bus lines stop at or connect through the corridor to reach nearby rail stations or transit centers.

A large amount of vacant and underutilized land dots the corridor and could host new housing, commercial, open space, and mixed-use development. Finally, an untapped system of open space and pedestrian/bicycle highways is available in the form of the drainage channels.

Through coordinated improvements, the Arrow Highway corridor could be refined into three distinct districts. These districts, listed below, would help define the corridor and provide a basic framework to guide redevelopment activities and new development projects.

- An industrial district that reflects the nature of nearby businesses and the redevelopment of Baldwin Park
- A retail district that capitalizes on the volume of traffic and activity that takes place on the major north–south roads
- A residential district that recognizes the lower traffic volumes and residential character of lands within the City of Glendora and the community of Charter Oak

Additionally, the following land use, circulation, and design strategies could provide catalytic improvements to the corridor.

1. Identify nodes and districts
2. Redevelop and/or redesignate key parcels within the corridor
3. Concentrate and relocate auto service uses
4. Introduce corridor housing
5. Create green highways for pedestrians and bicyclists
6. Enhance transit operations and connections along Arrow Highway
7. Beautify the corridor's right-of-way

To comprehensively and sustainably improve the corridor, however, the jurisdictions will need to collectively leverage their political, regulatory, financial, and physical resources. The jurisdictions within the corridor should create a task force within the SGVCOG or as a separate entity to continue study on the corridor and create a multi-jurisdictional planning effort.

The task force should include staff from both planning and public works departments as well as representatives from the County Supervisorial Districts. Other members should include Foothill Transit, SCAG, SGVCOG, and the LACFCD. The County appears to be best positioned to take the lead as a project champion.

Additional implementation mechanisms and steps are explored in the concluding chapter of this report, which is intended as a beginning guide for the long-term improvement of the Arrow Highway Corridor. The process, analysis, and findings of this report should also provide a replicable model for other jurisdictions and corridors in the San Gabriel Valley.

Outreach and Workshops

Purpose

Multiple outreach efforts and workshops were conducted during the opportunities and constraints process of this project. These efforts assisted in developing the project's scope and the input collected from these efforts ultimately resulted in recommendations that addressed the real needs of participating jurisdictions.

A brief summary of the outreach and workshops is presented to demonstrate the variety of feedback and input collected throughout the process and how this information influenced the final recommendations presented in this report. Two efforts conducted outside of this demonstration project are also included to provide additional context.

San Gabriel Valley Growth Visioning Effort

2003–2004 (Separate Effort)

The SGVCOG developed a collaborative process to engage the Valley communities in developing strategies to preserve and enhance the quality of life of their individual communities while balancing the needs related to growth throughout the region. The process to shape the vision for the SGV started in 2003 and culminated on March 20, 2004, when the SGVCOG convened a Summit on Growth.

The Summit brought together elected officials, policy makers, planners, and other members of the SGV communities to discuss the concerns and challenges associated with the continued growth in the Valley and to shape a shared vision to address these issues. The discussion was dynamic and generated a number of ideas and opportunities that could address some of the local concerns associated with the projected growth.

The SGVCOG continued the discussion in 2004 in a planning process that was designed to develop strategic solutions to address the challenges associated with projected growth in the Valley. In this follow-up study, planning director/city manager meetings and subarea workshops were the primary forums for discussion.

The purpose of these subarea workshops was to document each city's expectations of the continuing regional visioning process, confirm the shared vision identified during the Summit on Growth, and identify existing and potential "centers" and "connection corridors" that can link the centers. Cities expressed the strong desire to continue to work cooperatively with neighboring cities to develop strategies that will have a positive effect on the housing and transportation planning decisions in the Valley communities.

As a result of the collective discussions with members of the five subareas, a San Gabriel Valley Growth Vision was developed: "the recognition that the Valley's greatest potential will come from the protection and enhancement of each city's unique and distinct identity; the realization that the Valley's greatest opportunities will come from each city contributing, collaborating, and cooperating within the region; thereby, making the Valley stronger than the sum of its parts."

Initial Meeting with SGVCOG

3/27/07

Conducted at the outset of the demonstration project, the purpose of this meeting was to talk about Compass Blueprint and identify potential demonstration projects in the San Gabriel Valley with the Executive Director of the SGVCOG and attending city representatives. Two multi-jurisdictional corridors in the southwest subarea were identified as possible locations for demonstration projects that would build on the results of earlier Growth Visioning efforts undertaken by SGVCOG.

The first opportunity corridor, Rosemead Boulevard (SR-19), provides north–south access to the rest of the region for SGV cities. The Corridor begins in the north at Foothill Boulevard/I-210 and continues to Long Beach, connecting Rosemead, El Monte, South El Monte, Temple City, and unincorporated areas of Los Angeles County to Pasadena. At the time of the meeting, Caltrans was relinquishing SR-19 to adjacent jurisdictions and the route was in danger of losing its function as a major regional corridor.

The second opportunity corridor, Valley Boulevard, is becoming a regional draw fueled by dining and restaurant opportunities and connects San Gabriel with Rosemead, Alhambra, and other cities in the surrounding region. Coordinated redevelopment could provide an opportunity to create a consistent, high-quality, higher density mixed-use corridor that ties together a number of SGV cities.

SGVCOG Ad Hoc Housing Trust Fund Committee Meeting on JPA

4/02/07 (Separate Effort)

The San Gabriel Valley Housing Trust Fund reviewed a draft joint powers authority (JPA) based on San Mateo County's JPA for its Housing and Regional Trust (HEART-SMC). The HEART-SMC JPA was selected both because of its success and its similarities to the SGVCOG. HEART-SMC is a public/private partnership and as of 2007 had received $5 million in funding gifts and pledges and invested $4 million in the construction of three new developments that will be used to construct nearly 400 rental homes. HEART-SMC serves as a potential model for the San Gabriel Valley because, like the COG, it includes multiple cities and a county. It also demonstrates how multiple jurisdictions could officially join together to improve the Arrow Highway corridor.

Outreach and Workshop Timeline

- **2003–2004** — San Gabriel Valley Growth Visioning Effort *(previous effort completed by SGVCOG outside of this project)*
- **3/27/07** — Meeting with SGVCOG for Project Introduction
- **4/02/07** — SGVCOG Ad Hoc Housing Trust Fund Committee Meeting on Draft JPA for Housing Trust Fund *(separate effort conducted by SGVCOG outside of this project)*
- **4/10/07** — SGVCOG Introduction Planners Technical Advisory Committee (TAC) Meeting
- **4/25/07** — Internal Scoping Meetings for Three Corridor Options
- **4/26/07** — SGVCOG Corridor Scoping Examples and Corridor Selection
- **5/08/07** — SGVCOG Final Corridor Selection and Identification of Corridor Working Group
- **6/25/07** — Scoping Meeting with Corridor Working Group
- **7/07-2/08** — Corridor Analysis and Jurisdiction Interviews
- **3/08/08** — Corridor Visioning and Design Workshop with Corridor Working Group
- **6/08** — Interviews on Multi-Jurisdictional Implementation Strategies
- **6/08** — Recommendations Report Distributed

Demonstration Project Introductory Meeting with SGVCOG Planners TAC

4/10/07

This introductory meeting presented the background on SCAG's Compass Blueprint program, the 2% Strategy, and how the program relates to the San Gabriel Valley to the SGVCOG Planners Technical Advisory Committee (TAC), which is comprised of planning and community development department representatives from all member cities, staff from the County's Department of Regional Planning, and representatives from the Offices of the County Board of Supervisors.

Fourteen cities attended the meeting and supported the creation of a multi-jurisdictional corridor demonstration project.

While Rosemead and Valley Boulevards were offered as two previously identified opportunity sites, a number of attendees offered Arrow Highway as a potential corridor. Regardless of the corridor selected, the meeting attendees emphasized the importance of completing a project that would produce recommendations applicable to numerous areas throughout SGV and provide options on how to implement the proposed recommendations.

Internal SGVCOG Planners TAC Meetings

4/25/07

Rosemead Boulevard

Three sub-groups were formed within the SGVCOG Planners TAC to discuss each potential corridor. Rosemead Boulevard is the primary north–south corridor in western SGV. As a State Route, Rosemead Boulevard has been under the jurisdiction of the California Department of Transportation (Caltrans). Due to the cost and responsibility of maintaining the corridor, CalTrans has sought to relinquish Rosemead Boulevard to local jurisdictions.

While some jurisdictions welcome gaining control over the corridor, some have opposed this move due to the costs and liability associated with it. The meeting discussed the process of relinquishing Rosemead Boulevard to local jurisdictions, including the legislative process and Caltrans' repair responsibilities. Historically, cities have not sought out relinquishment of Rosemead Boulevard due to three outstanding issues:

- Assessment: High cost of road assessments/ studies can be prohibitive.
- Maintenance: After initial lump-sum payment for repairs (from Caltrans), cities are responsible for all improvements and maintenance.
- Liability: Once a jurisdiction accepts relinquishment from Caltrans, they also must accept all liability associated with that portion of the roadway.

Despite these impediments, Los Angeles County and Temple City have initiated the relinquishment process. In Los Angeles County the process took two years and $1 million to complete (includes preparation of the project plans for the proposed improvements). The Los Angeles County Department of Public Works developed short- and long-term improvements along their portions of the corridor:

- Interim upgrades: Road and graffiti cleanup and pavement repair work.
- Undergrounding of utilities: Removal of utility poles and placing utility lines underground.
- Permanent improvements: Roadway rehabilitation and beautification work.

At the time of the meeting, Temple City had initiated relinquishment through an expedited process to begin an extensive series of projects they had planned along the corridor. Temple City developed an extensive proposal to re-purpose Rosemead Boulevard as a "Main Street/Downtown"; this proposal includes left-turn lanes, additional pedestrian crossings, and decreased speed limits.

Either Caltrans or the jurisdictions may initiate the relinquishment process, with each option presenting potential benefits and drawbacks for funding options, the planning process, and existing projects. A multi-jurisdictional effort towards relinquishment seems especially well positioned due to its ability to minimize assessment costs and develop a coordinated planning process.

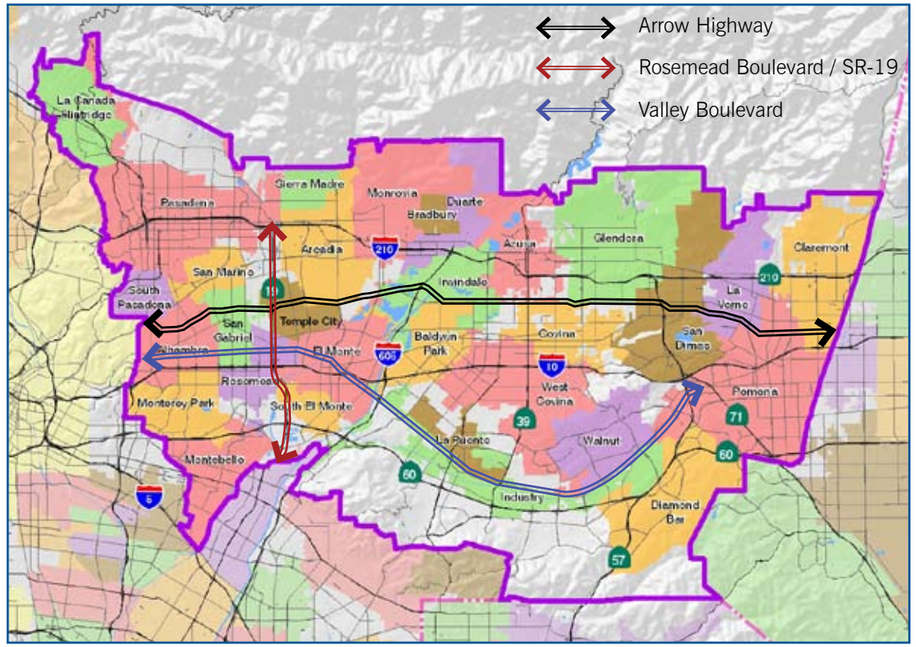
Valley Boulevard

Hosted by the SGVCOG, the meeting was attended by representatives from Alhambra, San Gabriel, Industry, Los Angeles County Supervisor District #5 (representing portions of Valley Boulevard in unincorporated County land), and the Los Angeles County Department of Public Works. The jurisdictions identified four key issues facing Valley Boulevard:

- Different types of development: There are two distinct development patterns along Valley Boulevard which tend to be divided by I-605. The western portion of the boulevard has more commercial uses and potential for mixed-use development, while the eastern end tends to be heavily industrial, making mixed-use an unlikely option.
- Cost of land and size of lots: The high cost of land along Valley Boulevard may be an impediment to corridor planning activities. In addition, many of the lots tend to be shallow, which could prevent large-scale projects.
- Limits on redevelopment areas: Cities may be limited in their ability to plan projects because Valley Boulevard does not fall within several cities' redevelopment areas.
- Availability of funding for projects: How could jurisdictions access funding, particularly Proposition 1C (housing funds), to aid in planning projects along the corridor.

Based on discussions with the representatives it was recommended that if Valley Boulevard was selected as the demonstration project, it should be "broken" into two discreet project areas (east and west of I-605). Several recommendations were developed for these two areas:

Potential Corridor Demonstration Projects from Internal SGVCOG TAC Meetings



- Western Valley Boulevard: Focus on developing a "toolbox" to guide the cities of Alhambra, San Gabriel, Rosemead, and El Monte through the process of developing the corridor. The toolbox would also provide information on accessing grant opportunities, with a focus on affordable housing and mixed-use development.
- Eastern Valley Boulevard: Focus on beautification and maintenance issues for the cities of Industry and La Puente and the County of Los Angeles. Additionally, it would address jurisdictional issues, as some portions of Valley Boulevard in this project area abut property owned by Union Pacific Railroad.

Arrow Highway

Representatives from Claremont, Covina, Glendora, Irwindale, Pomona, and the Los Angeles County Department of Public Works met to discuss possible projects along Arrow Highway. The role Arrow Highway plays as a boundary between several cities and the County has had a significant impact on development along the corridor. The representatives identified two primary issues related to corridor planning along Arrow Highway:

- Land use policy incongruence: As a jurisdictional boundary, the north and south sides of Arrow Highway are often subject to different policies relating to zoning and other issues.
- Underutilization of land: Because Arrow Highway is at the edge of many jurisdictions, representatives indicated that the corridor is often not a high priority within their respective cities. For this reason, there tends to be an underutilization of land along Arrow Highway and a higher level of blight.

Representatives indicated that there are many potential directions for planning projects along Arrow Highway. Three recommendations emerged from this scoping session:

- Project scope: as of the meeting, Azusa, Baldwin Park, Covina, Glendora, Irwindale, and the County had expressed interest in participating in potential planning projects.
- Land use: representatives indicated that they favored projects that analyzed current and future land use patterns and context.
- Implementation: Given the multi-jurisdictional issues Arrow Highway faces, representatives stated that any potential project would need to focus significant effort on implementation strategies.

Corridor Selection and Scoping Options
4/26/07

A majority of SGVCOG Planners TAC representatives involved in selecting the final demonstration project location chose Arrow Highway. In previous meetings, jurisdictions had requested that scoping options be provided to them in order to make an accurate determination of the work they would like to see completed.

The project team presented two scoping options utilizing different levels of analysis. Option 1 provided basic corridor context and prototypes while option 2 provided more advanced corridor planning and implementation strategies. The sample scopes also provided a variety of optional tasks ranging from mini-charrettes to video production. With these options, the jurisdictions were better suited to develop a final scope of work for the Arrow Highway demonstration project.

Final Corridor Selection and Identification of Corridor Working Group
5/08/07

Through a vote, members of the SGVCOG Planners TAC approved the selection of Arrow Highway as a demonstration project. The Corridor Working Group was established and included representatives from Azusa, Baldwin Park, Covina, Glendora, Irwindale, Los Angeles County, and representatives from SCAG and the consultant team.

Scoping Meeting with Corridor Working Group
6/25/07

The meeting was attended by four jurisdictions and the project's consultants. Two necessary levels of corridor analysis were identified. First, the project will consider the overall corridor and subregional issues, including the regional transportation role of the corridor. In addition to the broad-based level of analysis, the second level would look at specific issues and areas along the corridor and identify solutions and opportunities at unique locations. Existing conditions, opportunities for Arrow Highway, and opportunities for the demonstration project were identified.

Corridor Analysis and Jurisdiction Interviews
7/07–2/08

An extensive analysis of the opportunities and constraints facing the corridor was conducted. This effort included analyzing current and future demographics, land use, development, transportation, and economic patterns for Arrow Highway and understanding how these patterns create opportunities along the corridor. This analysis was supplemented by interviews with the Corridor Working Group representatives.

Corridor Visioning and Design Workshop with Corridor Working Group
3/08/08

After completing a through analysis of the corridor a visioning and design workshop was held with the Corridor Working Group, SCAG, and the consultant team. The consultant team presented potential opportunity sites along the corridor and solicited feedback from the jurisdictions.

Interviews on Multi-Jurisdictional Implementation Strategies
6/08

A series of interviews was conducted with the following individuals from the Corridor Working Group to assess previous and possible future joint planning efforts to improve the corridor.

City of Azusa
- Conal McNamara, Assistant Director of Community Development

City of Baldwin Park
- Amy Harbin, City Planner

City of Covina
- Robert Nibor, Community Development Director
- Shelby Williams, City Planner

City of Glendora
- Jeff Kugel, Director of Planning and Redevelopment
- David Chantarangsu, Assistant Director of Planning

City of Irwindale
- Ray Hamada, Director of Planning

County of Los Angeles
- Mark Herwick, Senior Planner
- Nicole Englund, Planning Deputy (First District)
- Paul Novak, Planning Deputy (Fifth District)
- Lari Sheehan, Deputy Chief Executive Officer of the Community and Municipal Service Cluster (Chief Executive Office)

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Site Context

Regional Location and Project Boundaries

Arrow Highway represents a major east–west corridor that traverses 53 miles of Los Angeles and San Bernardino counties (under several names), running from the City of Alhambra in the west to the City of Rialto in the east.

This demonstration project focuses on the eight-mile stretch of Arrow Highway within the San Gabriel Valley, traveling through the cities of Baldwin Park, Irwindale, Azusa, Covina, and Glendora, and the Los Angeles County communities of Charter Oak, the Covina Islands, and East Irwindale. The project boundaries run from the San Gabriel Freeway in the west to South Valley Center Avenue in the east, approximately one-quarter mile north and south of Arrow Highway (see map).

To understand the project context, the demonstration project analyzed the land uses, transportation systems, and economic functions within three miles north and south of the corridor. The analysis and strategies also considered jurisdictions and systems outside of this study area when appropriate or desirable.

Existing Conditions

Arrow Highway at Bleeker Street

I-605 TO VINCENT AVENUE

The Arrow Highway Corridor contains a wide variety of uses and amenities in various states of condition and success. From the San Gabriel River Freeway (I-605), one either exits along Live Oak Avenue or directly onto Arrow Highway and travels over the San Gabriel River and past well-landscaped light industrial buildings.

Live Oak Avenue and Arrow Highway merge just past Baldwin Park Boulevard and become Arrow Highway. At this intersection, a nursery fronts the northern edge of Arrow Highway and acts as a buffer for the rising wall of the Santa Fe Dam Recreation Area.

Along the south side in Baldwin Park, heavy industrial uses dominate the roadway and consist largely of storage, salvage, or heavy equipment businesses. Although the City of Irwindale constructed and landscaped the median, the majority of businesses are either unscreened or screened by block walls with little landscaping, creating an unfriendly streetscape that conveys a message of blight and deterioration.

Traveling east, one passes by light and heavy industrial uses as well as Irwindale's civic center. While some underutilized parcels exist, businesses appear healthy and the roadway is improved with a landscaped right-of-way, including the landscaped median that terminates at Vincent Avenue.

Arrow Highway just east of Vincent Avenue

VINCENT AVENUE TO CITRUS AVENUE

At the intersection of Vincent Avenue and Arrow Highway, the northwest and southwest corners fall within Irwindale, the northeast corner in Azusa, and the southeast corner in the County of Los Angeles. This intersection marks the beginning of the commercial and residential uses in the corridor.

Between Vincent Avenue and Citrus, Arrow Highway is shared by the cities of Azusa and Covina as well as the County. The County lands consist of single-family residences separated by a frontage road and non-landscaped concrete parkway. The majority of homes appear to be in good condition, with some exhibiting a need for minor rehabilitation or maintenance.

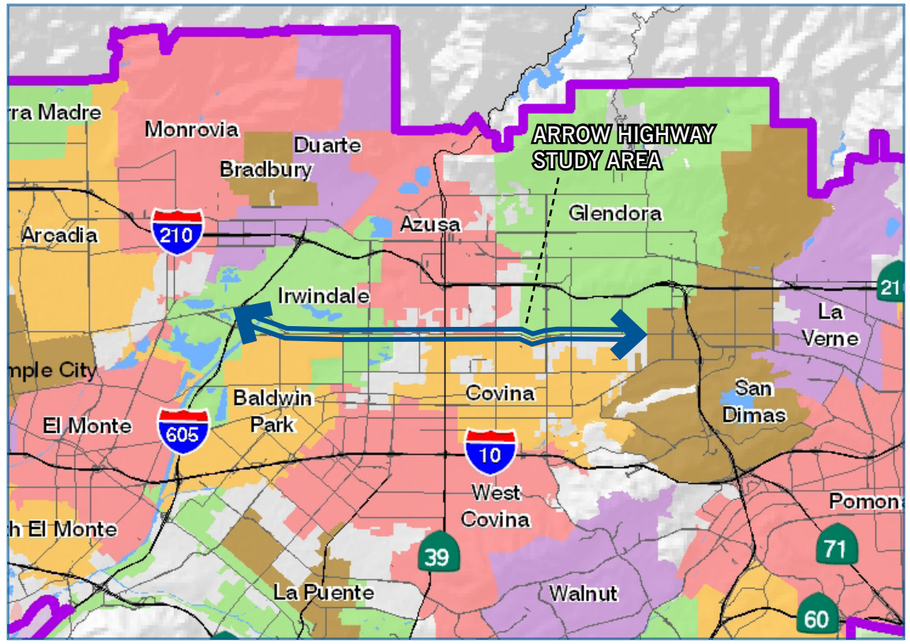
The same assessment can be made for the residential units along the south side of Arrow Highway in Covina. In addition to residential uses, however, Covina offers major and minor retails centers such as the Covina Marketplace and Covina Town Square. In the Town Square development, the Home Depot has moved to another location in the city, leaving a large space unoccupied. These two projects, which fall within a redevelopment project area (est. 1983), provide the city with a significant percentage of its annual sales and property tax revenue.

The fingers of Azusa reach out and touch the edge of Arrow Highway, swapping jurisdictional boundaries with the County along the northern edge of Arrow Highway. Azusa contains a blend of medium density residential, auto service uses, minor retail/food uses, and vacant or underutilized parcels. Reflecting the marginal condition of some uses, a portion of Arrow Highway is within a redevelopment project area. Just behind a string of auto service uses sits a retention basin controlled by the Los Angeles County Flood Control District (LACFCD).

Arrow Highway just west of Grand Avenue

CITRUS AVENUE TO GLENDORA AVENUE

Project Location



While a key corner building at the intersection of Citrus Avenue and Arrow Highway sits vacant, other retail, single family, and multifamily uses look to be in good condition. Additionally, new office development is located at the intersection of Arrow Highway and Grand Avenue.

The condition of Arrow Highway between Citrus and Glendora Avenues is heavily influenced by the presence of the San Dimas Wash, a storm drain channel that travels in a northeasterly direction, and a large set of retention basins controlled by the LACFCD. The channel's location creates over a dozen parcels with lot depths of 60–70 feet that contain small auto service, retail, or food establishments. These uses have little parking and appear to be marginally functional.

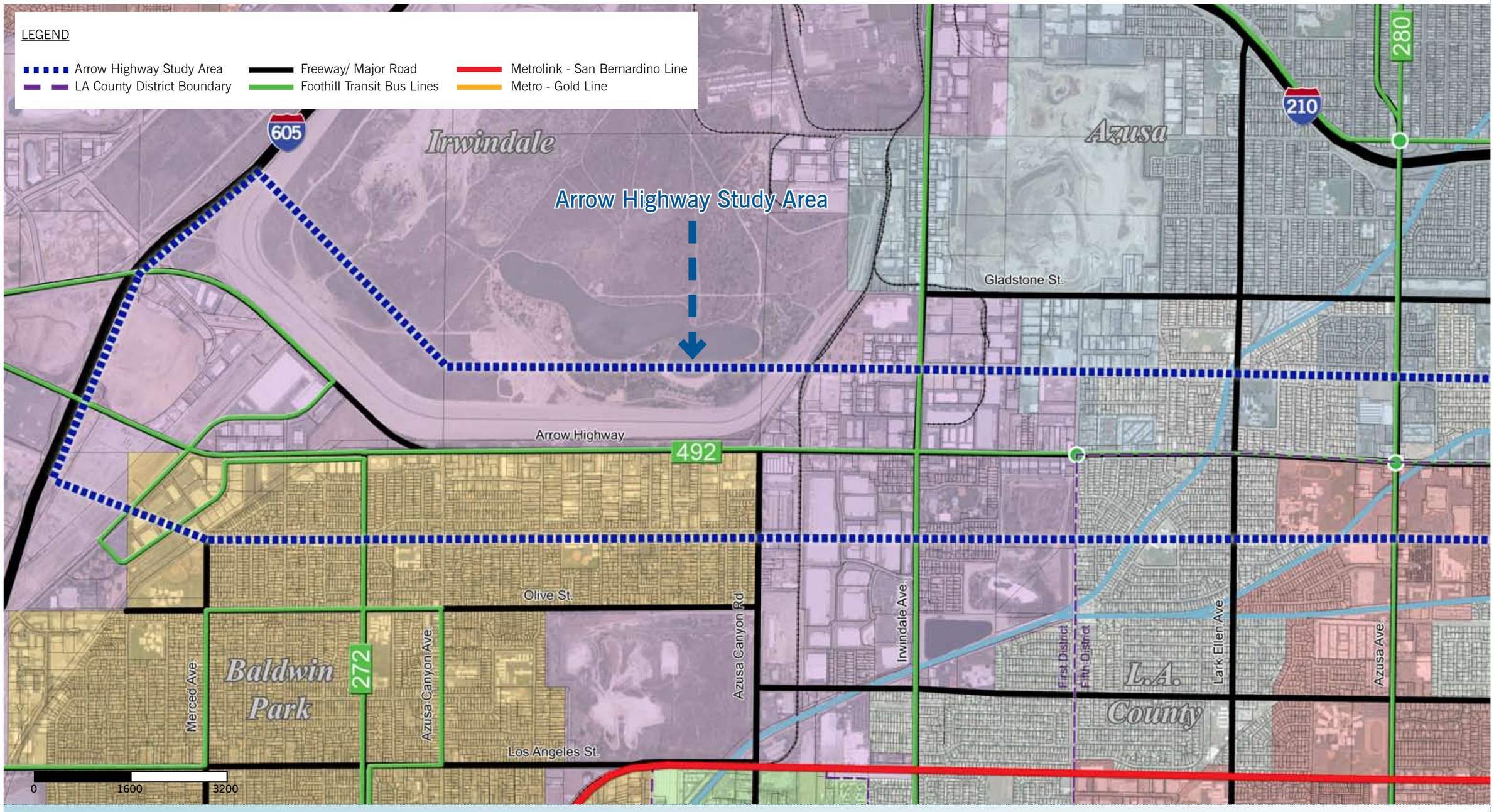
The storm drain channel combines with the bend in the road to create two large triangular groupings of parcels that contain a variety of auto-related uses, many of which are unscreened and poorly maintained. A large vacant parcel owned by the adjacent Oakdale Memorial Park lies approximately 800 feet back from the northern edge of Arrow Highway.

Arrow Highway just east of Glendora Avenue

GLENDORA AVENUE TO VALLEY CENTER AVENUE

The Arrow Highway Corridor consists largely of well-maintained single family and multifamily uses and small retail establishments from

Project Boundaries and Aerial, West



Project Boundaries and Aerial, East

Glendora Avenue to the eastern project boundary. A large number of mobile home parks can be found in this stretch of Arrow Highway. Some businesses appear to be underutilized and a vacant parcel is located at the intersection of Arrow Highway and Sunflower Avenue.

Other key uses found throughout the corridor include a number of schools (primary and secondary) and churches.

Strategic Plan and General Plan Policies

The SGVCOG maintains a Strategic Plan to guide coordinated goals and actions for member jurisdictions. The SGVCOG also helped to create the San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy (RMC) for open space and habitat preservation and development. In 2001, the RMC prepared a watershed and open space plan for the San Gabriel and Los Angeles Rivers—*Common Ground: from the Mountains to the Sea*.

The general plans from the participating jurisdictions provide additional context for the Arrow Highway Corridor Demonstration Project area. While all provide general policy direction for the corridor, a few contain specific policies on the land use and design vision for Arrow Highway.

The following excerpts from these plans reinforce the goals and strategies promoted by this demonstration project.

2008 SGVCOG STRATEGIC PLAN
Vision Statement

By 2012, the San Gabriel Valley Council of Governments will be recognized as the leader in advocating and achieving sustainable solutions for transportation, housing, economic growth, and the environment.

Three-Year Goals (2006–2009)

- Obtain additional local, state, and federal funding to ensure our fair share
- Improve regional transportation
- Strengthen the long-term financial position of the COG and internal and external working relationships
- Improve the environment
- Assist members to meet a full spectrum of housing needs and economic growth

COMMON GROUND: FROM THE MOUNTAINS TO THE SEA (2001)
Chapter 3: A Vision for the Future

LAND: Grow a Greener Southern California

- Create, expand, and improve public open space throughout the region
- Improve access to open space and recreation for all communities
- Improve habitat quality, quantity, and connectivity
- Connect open space with a network of trails
- Promote stewardship of the landscape
- Encourage sustainable growth to balance environmental, social, and economic benefits

WATER: Enhance Waters and Waterways

- Maintain and improve flood protection
- Establish riverfront greenways to cleanse water, hold floodwaters, and extend open space
- Improve quality of surface water and groundwater
- Improve flood safety through restoration of river and creek ecosystems
- Optimize water resources to reduce dependence on imported water

PLANNING: Plan Together to Make It Happen

- Coordinate watershed planning across jurisdictions and boundaries
- Encourage multi-objective planning and projects
- Use science as a basis for planning
- Involve the public through education and outreach programs
- Utilize the plan in an ongoing management process

2004 CITY OF AZUSA GENERAL PLAN
Chapter 3: The Built Environment

Policy 2.4. To simplify traffic flow, improve the following intersections and or road segments: ... Azusa Avenue extension to Newburgh Street (between Arrow Highway and Newburgh Street).

Policy 3.1. Strengthen the four corridors (Azusa Avenue South, San Gabriel Avenue, Foothill Boulevard, and Arrow Highway) through:

Arrow Highway – shall be a mix of residential and commercial uses in single use structures as well as mixed-use structures. Heightened design awareness is necessary, given the corridor is the southern edge of the City.

GLENDORA COMMUNITY PLAN 2025
Land Use Element

Policy LU-8.3. Consider land use policy modifications along the Arrow Highway corridor to enhance retail, commercial, and other employment uses.

Policy LU-10.3. Evaluate the potential for developing a Specific Plan for the Arrow Highway Corridor to maximize infill development opportunities.

BALDWIN PARK 2020 GENERAL PLAN
Urban Design Element

Policy 1.1. Provide new City monument signs at primary gateways: ... Maine Ave at Arrow Hwy, and Arrow Hwy (east City limits).

Goal 4.0. Encourage development of commercial uses along Arrow Highway to support industrial uses and to serve travelers. Establish programs to improve the appearance and overall function of the area, including potential incorporation within a Redevelopment Project Area.

Policy 4.1. Redesignate properties fronting on Arrow Highway from General Industrial to Commercial/Industrial. Encourage the development of support retail and service commercial uses such as restaurants (including fast-food restaurants), service stations, personal service businesses, and the like.

Policy 4.2. Pursue establishment of a redevelopment project area to facilitate a lot consolidation and to provide opportunities for larger-scale industrial users.

Policy 4.3. Improve infrastructure within the area to create better circulation and access, to upgrade utilities, and to attract new users.

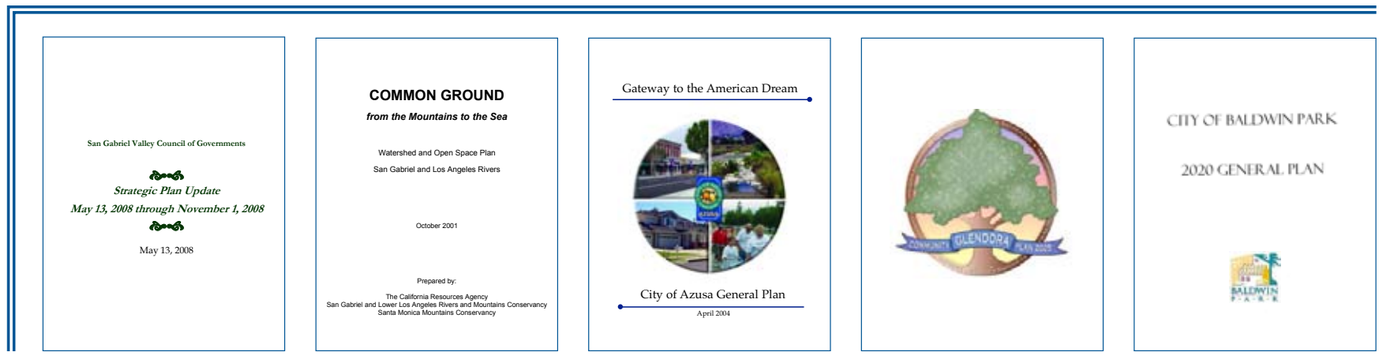
Policy 4.4. Develop zoning regulations that ensure adjacent residential neighborhoods are adequately buffered from potentially incompatible industrial uses.

Policy 4.5. Coordinate with the City of Irwindale on a streetscape program, including signage, to improve the appearance of the street. Pursue potential joint funding opportunities.

Circulation and Transit Systems

The San Gabriel Valley is unique in Southern California in that it is the only area that has six major freeways that cut through its geographic boundaries. These freeways have reached their capacity at peak hours. Better solutions for carrying San Gabriel Valley residents to their jobs and employees to their homes need to be found. Moreover, there is a strong need to develop affordable housing opportunities that locate people closer to their jobs, develop more convenient transit options, and reduce traffic congestion.

The Valley's transit needs are served by various agencies from the Los Angeles County Metropolitan Transportation Agency (Metro),



Metrolink, Foothill Transit, and Montebello Transit (not listed below).

Arterial Network

The existing arterial street network in and around the Arrow Highway corridor is laid out in a grid pattern, providing excellent traffic capacity and convenience to serve existing traffic volumes. A majority of the streets in and near the corridor operate at an acceptable level of service based on existing daily traffic volumes, with some areas of congestion for daily and peak-period traffic.

Traffic patterns in the Arrow Highway corridor mirror the regional traffic flows observed in the San Gabriel Valley. During the AM peak period, the majority of traffic flows from east to west, traveling from the residential areas of the Valley and the Inland Empire to job centers in central Los Angeles County.

This traffic pattern is reversed in the PM peak period, with commuters returning to the San Gabriel Valley and Inland Empire. Arrow Highway is the primary regional east–west street between the I-10 and I-210 freeways, serving both local and regional traffic accessing destinations along the corridor.

Arrow Highway currently operates at level of service (LOS) "A" based on existing average daily trip (ADT) volumes. This condition suggests that Arrow Highway could accommodate increased traffic volumes that might result from redevelopment in the corridor.

The primary north–south streets in the study area (Citrus Avenue, Grand Avenue, and Azusa Avenue) serve as regional connections between I-10 and I-210, as well as serving local destinations in Covina, Glendora, and Azusa. Most of the north–south streets currently (2007) operate at an acceptable level of service in the existing condition, with the exception of short segments of Citrus Avenue near downtown Covina and Barranca Avenue south of Arrow Highway approaching the I-10 freeway.

Table 1: ADT and LOS for Arterial Streets (2007)

Roadway	Lanes	ADT	PM Peak Flow	LOS
Arrow Highway	4–6	26,000	East	A
Azusa Avenue	4–6	31,700		C
Barranca Avenue	4	19,800	North	E
Baseline Road	4	12,100		B
Cerritos Avenue	4	13,100	North	A
Citrus Avenue	4–6	20,600	South	s/o Arrow F n/o Arrow A
Cienega Street	2	3,500		A
Cypress Street	4	12,000	East	B
Covina Boulevard	4	10,700		A
Gladstone Street	4	13,200	East	B
Grand Avenue	4–6	29,000	South	B
Irwindale Avenue	6	20,400		C

Note: ADT data collected from cities and county for 2003–2007. A growth factor of 1 percent was applied to bring all segments to year 2007.

Foothill Transit

In the San Gabriel Valley, 22 of the 31 cities are provided public bus transportation services under a joint powers agreement with the Foothill Transit Agency.

Foothill Transit operates 36 fixed-route local, express, and rail-feeder lines; covers 327 square miles; and serves 15 million customers each year, making it the second largest fixed-route public transit provider in Southern California.

The Arrow Highway Corridor is served by eight local bus routes and the Silver Streak (bus rapid transit (BRT)), and two transit centers (Eastland Center and The Plaza at West Covina) operate south of the corridor. The 492 line operates directly on Arrow Highway and travels from the Montclair Plaza to the El Monte Transit Center. In 2007, the 492 line served over 900,000 boardings.

The Silver Streak travels from the Montclair TransCenter to Downtown Los Angeles via the San Bernardino Freeway (I-10) and El Monte Busway for its entire length. The service is more frequent compared with other area mass transit—15-minute headways during much of the day—and operates around the clock. In 2007, the Silver Streak served over 500,000 boardings.

Metro Light Rail

Besides operating over 2,000 peak-hour buses on an average weekday, Metro also operates 73 miles of rail service. The Metro Light Rail system consists of the Red Line subway system, Blue Line, Green Line, and Gold Line (62 total rail stations).

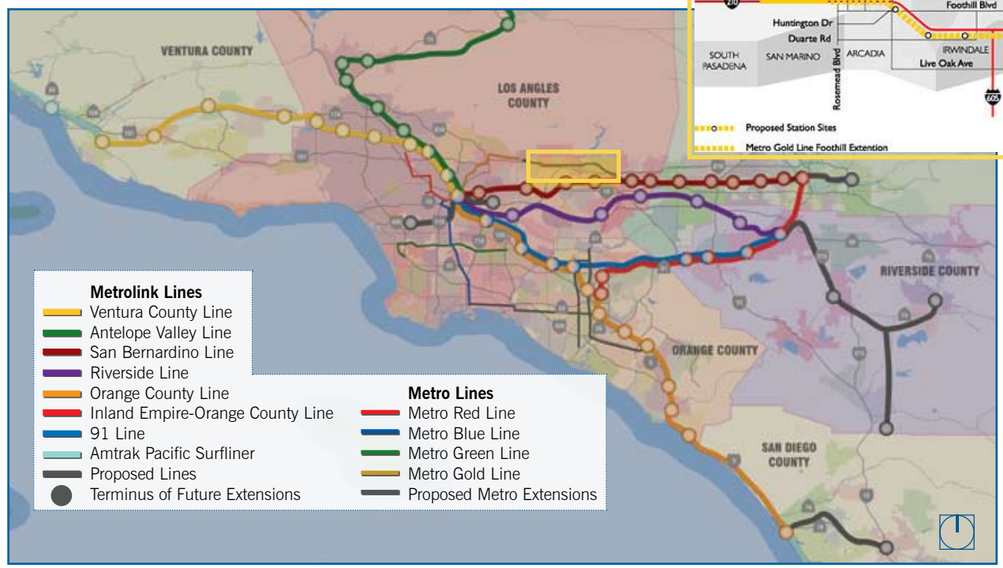
The proposed Metro Gold Line Foothill Extension will continue the Metro Gold Line from its current terminus in East Pasadena through the cities of Arcadia, Monrovia, Duarte, Irwindale, Azusa, Glendora, San Dimas, La Verne, Pomona, Claremont, and Montclair. It is projected that trains will stop at stations every 10 minutes during rush hour and every 20 minutes during off-peak hours.

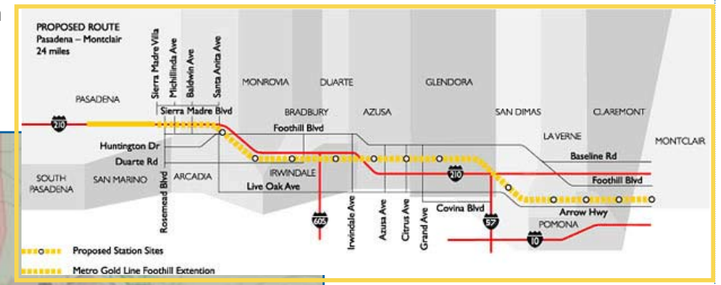
Four proposed stations could serve those living or working in the Arrow Highway Corridor. The Duarte Station will be located just northwest of the Santa Fe Recreation Dam Area at Duarte Road and Highland Avenue.

The City of Azusa hosts two future station sites: Alameda Station and Citrus Station. The Alameda Station will be located off of Alameda Avenue, adjacent to the historic Santa Fe Depot. The Citrus Station will be located at the site of the Monrovia Nursery development on the eastern border of the City. Both stations would be directly accessible by traveling approximately two miles north from Arrow Highway along either Azusa or Citrus Avenues. The fourth station will be just south of historic downtown Glendora, which is 180 feet east of Vermont Avenue. This station would be directly accessible by traveling approximately 1.5 miles north from Arrow Highway along Glendora Avenue.

Metrolink

Metrolink provides regional transit service through seven rail lines and 54 stations serving over 40,000 annual passengers. Two Metrolink Stations offer service to those in and around the Arrow Highway Corridor. The Baldwin Park station is located on Downing Avenue next to Baldwin Park City Hall and the Covina Station is located just off of Citrus Avenue just one block north of the Covina Civic Center. Both stations are within 1–1.5 miles of Arrow Highway.





The Covina Station can also be reached by the 281 bus line, which operates along Citrus Avenue and also stops at Arrow Highway.

Socioeconomic Conditions

Over 100 different demographic and economic data points were gathered from the Census, Claritas,[7] and individual jurisdictions to assess the existing conditions in the corridor and surrounding cities. The data categories addressed population count and density, age breakdown, income status, household type and size, housing condition and age, transportation patterns, employment status, employer stability, wage distribution, and job location.

Based on the data, the corridor represents a blend of the participating jurisdictions and the overall County of Los Angeles. The corridor is not particularly unique or different from any of the participating jurisdictions. This indicates that although the corridor often acts as a jurisdiction's edge, it does not contain an overconcentration of renters or owners, affluent or destitute, single family or multifamily.

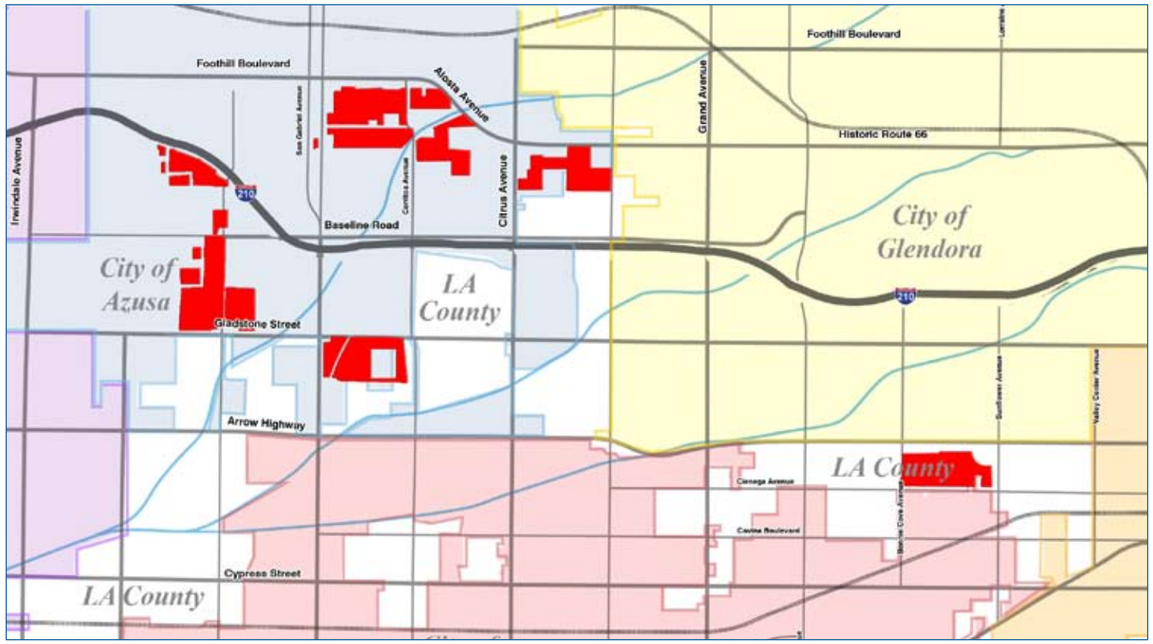
Of particular note, however, is the large percentage of residents in the corridor and throughout Los Angeles County who do not own a private vehicle. When combined with residents who take public transit, carpool, and have commutes longer than 60 minutes, the number of residents who are either dependent on or may be willing to take public transit increases to represent over 10 percent of households in the corridor.

Table 2: Sample Socioeconomic Characteristics (2000)

Area/Jurisdiction	Population	Housing Units	% Ownership	Renter Household Size	Median Income	% Commute >60 Minutes	% with no Private Vehicle
Arrow Highway Corridor	59,000	17,000	69%	3.60	$51,000	14%	8%
Los Angeles County	9,500,00	3,300,00	48%	2.84	$42,000	11%	13%
East San Gabriel Valley	934,000	270,000	69%	3.40	$52,000	14%	7%
Azusa	44,000	13,000	50%	3.47	$39,000	9%	12%
Baldwin Park	76,000	17,000	61%	4.50	$42,000	11%	8%
Covina	47,000	16,000	59%	2.75	$48,000	13%	7%
Glendora	50,000	17,000	74%	2.48	$60,000	13%	4%
Irwindale	1,500	400	66%	2.88	$45,000	6%	10%

Note: For socioeconomic analysis, Arrow Highway Corridor defined as one-half mile north and south of Arrow Highway; figures subject to rounding.

Transit Dependent Areas in and adjacent to the Arrow Highway Corridor



Opportunities and Constraints

Governmental

Opportunity: Multiple Jurisdictions

"Many hands make light work" is an appropriate proverb for the improvement of Arrow Highway. The presence of multiple jurisdictions along the corridor allows all parties to share in the cost and labor of changing the corridor. When a corridor is contained within a single jurisdiction, monies must be diverted from the general fund, redevelopment budgets, or other targeted programs.

With many jurisdictions already facing a general fund deficit, the decision to focus on improving the look and feel of a corridor can be difficult. Several jurisdictions within the Arrow Highway corridor have been concentrating on creating more vibrant, livable, and economically successful downtowns, leaving little money and attention for Arrow Highway.

Large, costly improvements are not, however, required to bring about meaningful change along the corridor. Small, incremental actions by each jurisdiction can alter the corridor's image. For example, at the intersection of Azusa Avenue and Arrow Highway, the improvement of one corner by two or three individual jurisdictions can create a dramatically improved intersection that functions as a gateway to Azusa's downtown and other major retail centers.

Constraint: Jurisdictional and District Boundaries

The multijurisdictional nature of the corridor also represents its biggest weakness. The corridor's existing condition can be partially attributed to the fractured jurisdictional boundaries that often place the north side of Arrow Highway in one jurisdiction and the south side in another. At some intersections, land can be governed by up to three different jurisdictions. Arrow Highway is also split between the First and Fifth supervisorial districts of Los Angeles County. The City of Irwindale's city boundary actually extends 25–75 feet beyond the Arrow Highway right-of-way and onto portions of parcels. As a result, Baldwin Park has little control over the streetscape.

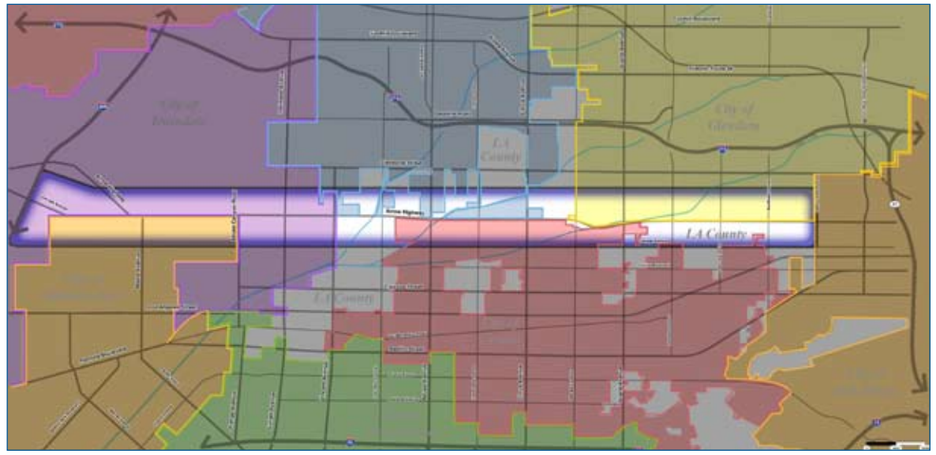
The disjointed jurisdictional and district boundaries make effective planning and public investment more difficult because a jurisdiction does not control both sides of the corridor. Areas with split control require greater effort; jurisdictions must coordinate, consider, and appease multiple resident populations, public agencies, planning commissions, and city councils (and the board of supervisors if applicable). Jurisdictions often decide to focus planning and investment efforts in other parts of the city/county where they retain sole land use, design, and regulatory control.

The difficulty in creating a consistent and complementary look, feel, and function is compounded by the dozens of different general plan land use and zoning designations and hundreds of different development standards and design guidelines that govern the lands along Arrow Highway.

Additionally, the general fund deficits mean that revenue is seen as more important than ever. Jurisdictions are hesitant to give up or rezone any revenue-generating land, even if it might improve the performance of the corridor as a whole. The recent downturn in the housing market has not helped housing's image as a revenue loser and makes it increasingly difficult to argue for the replacement of marginal commercial uses with new infill residential.

Finally, Arrow Highway is controlled by all but championed by none. Sustained interest in and improvement to the corridor will only come about with the long-term dedication of at least one jurisdiction or entity. The County of Los Angeles may be best positioned to maintain interest in and support for the corridor. The SGVCOG is another entity that may be well suited to activate local planners and leaders over multiple planning periods and election cycles.

Jurisdictional Boundaries within Project Area



Circulation and Transit

Opportunity: Existing Transit Systems

The concept of public transit is not a new concept for residents living along and around the Arrow Highway corridor. A system of local bus, BRT, and light rail serves the area. Foothill Transit's 492 line operates directly along Arrow Highway while another seven bus lines cross and stop at Arrow Highway. Two existing Metrolink stations, two future Gold Line stations, and the Silver Streak BRT complement the local bus lines.

A large pocket of transit dependent residents can be found in Azusa just north of the corridor along Azusa Avenue and in the Charter Oak community of the County near Bonnie Cove Avenue. The existing systems and support for mass transit enable the corridor to expand its role as a transit provider and connection point.

Opportunity: Good Level of Service

Much of the existing street network operates at a high level of service (LOS) and has the capacity to accommodate even more growth while retaining LOS C or better. The capacity of the street network allows some roadways to be narrowed in key areas (such as around a downtown) without crippling alternate routes. The high capacity also means that retail businesses along the corridor can be exposed to a large volume of automobiles and transit riders.

Opportunity: Frontage Roads

A system of frontage roads runs along the corridor where single family residential units front onto Arrow Highway. These roadways facilitate residential access and increase the efficiency of traffic along Arrow Highway by eliminating numerous curb cuts. The frontage roadway system could also be introduced into commercial uses to increase safety and efficiency.

Constraint: Curb Cuts

From Azusa Canyon Road to South Valley Center Avenue (approximately six miles), over 300 curb cuts provide access to the various businesses and frontage roads along Arrow Highway (both north and south sides).

This equates to approximately one curb cut every 200 feet on either side of Arrow Highway. Vehicles traveling 45 miles per hour cover 200 feet every 3.5 seconds. Each curb cut represents a potential point of conflict—a chance for an accident or decrease in traffic flow or speed. There are 42 curb cuts between Grand and Glendora Avenue alone (1/2 mile), providing a potential conflict point every 2.2 seconds on each side of Arrow Highway.

The number of curb cuts reflects the development pattern that provides each individual parcel fronting Arrow Highway with its own separate access point. Such a pattern is not only inefficient, it can be dangerous. Greater efficiency in land use and transportation can be found by consolidating existing businesses or requiring new development to share points of access.

Constraint: Transit Connections and Headways

The existing transit network does not offer a direct link from the majority of the Arrow Highway corridor to the Covina Metrolink station. A shuttle service should be explored; however, it if does not work or cannot be justified then modifications to the 281 bus route could be considered.

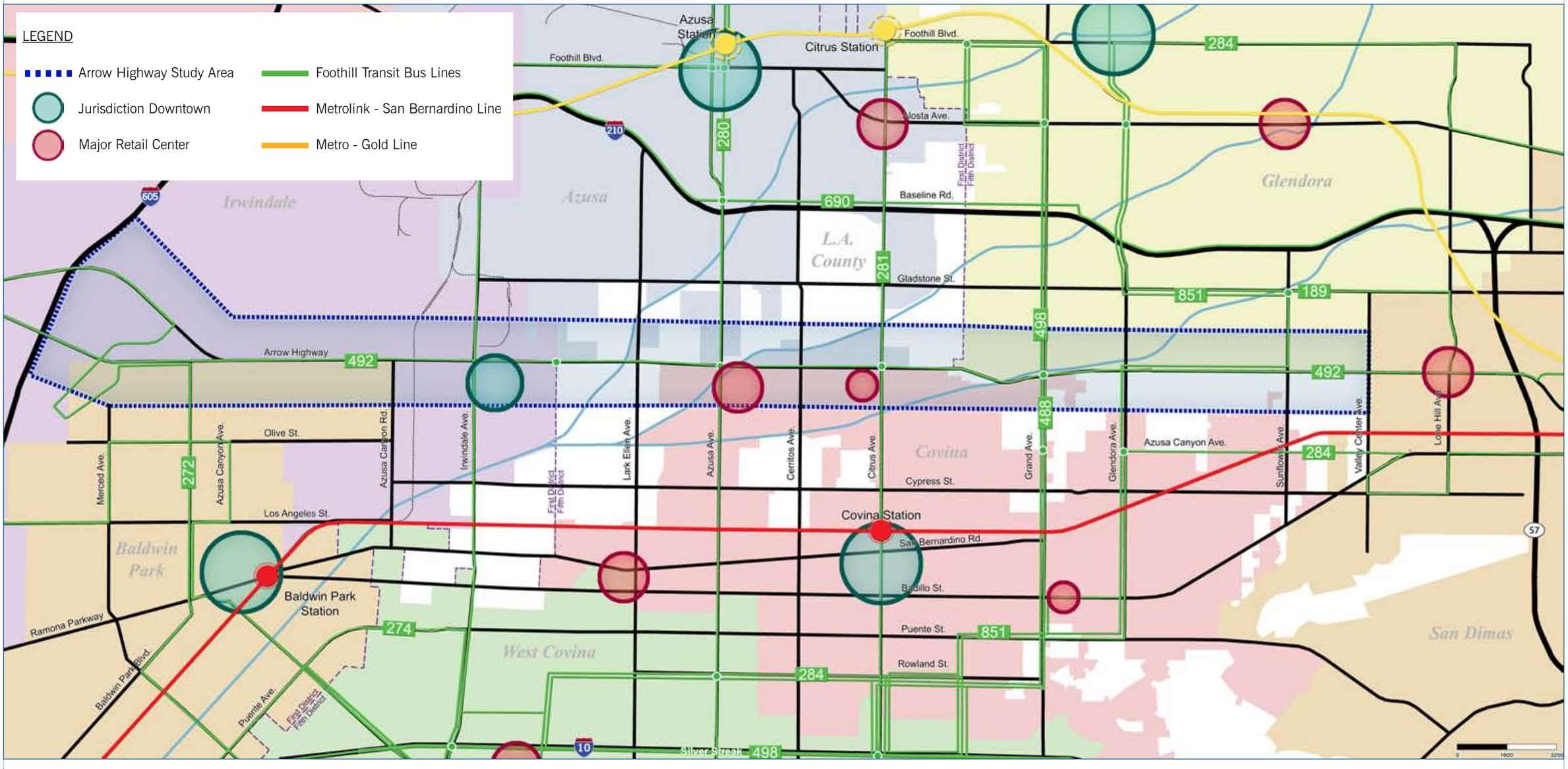
Outside of Metrolink, there are limited regional transit opportunities in the study area. An expansion of Metrolink service (shorter headways), improved connections to Metrolink (shuttle or local bus lines), and the addition of BRT routes should be explored—particularly during peak periods such as commuting hours.

Headways for local bus lines should also be decreased, as most existing bus headways are relatively long (30 minutes or more). Such headways discourage transit use.

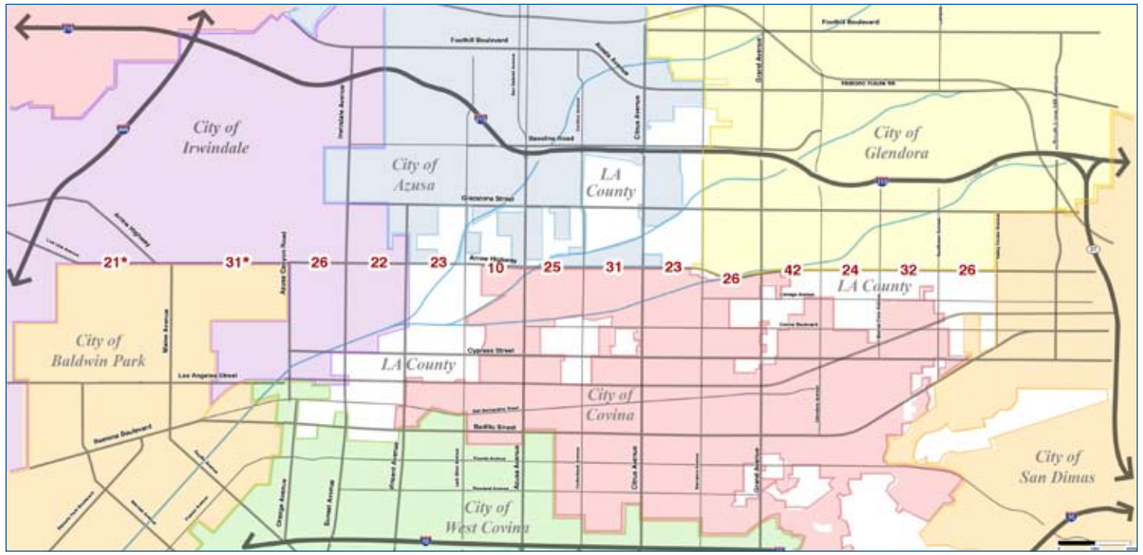
Constraint: Traffic Volumes

Existing traffic volumes on Arrow Highway (as high as 30,000 ADT) reduce the potential for downsizing intersections or narrowing the roadway. Alternative strategies to improve the

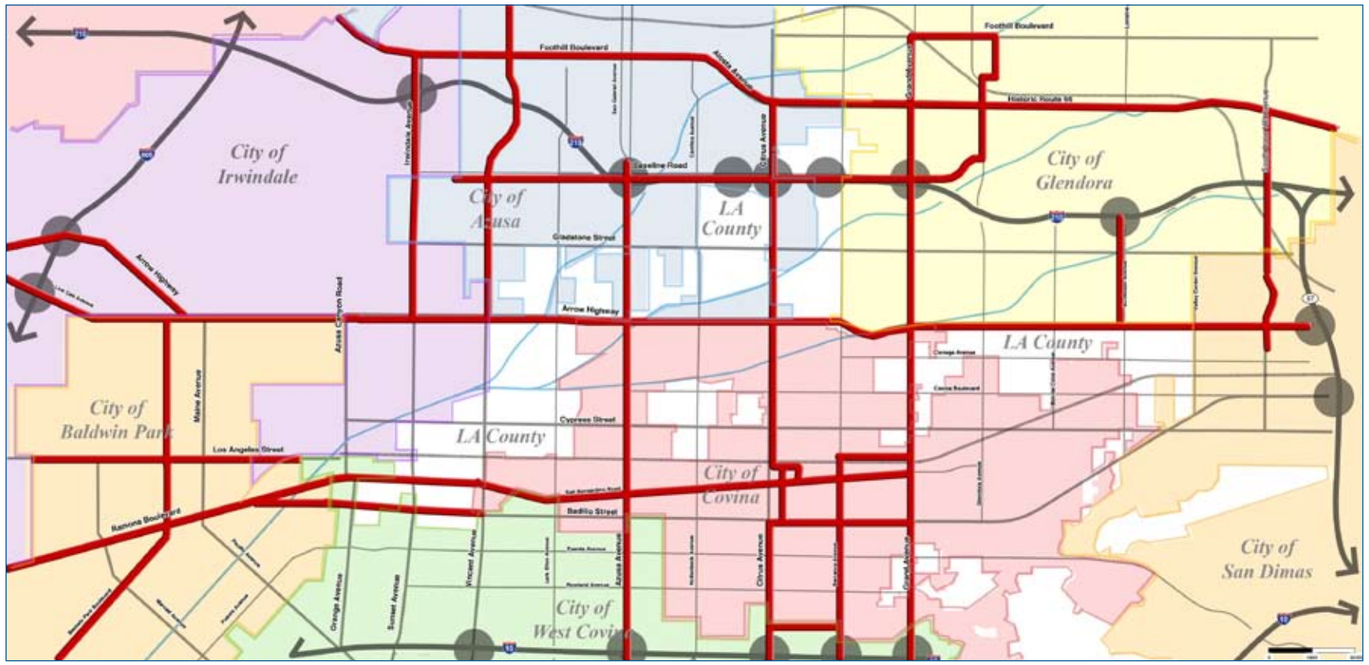
Existing Major Centers and Transit Systems



Existing Number of Curb Cuts (both north and south side of Arrow Highway)



Existing Designated Truck Routes and Freeway Access



transit and pedestrian environment need to be explored while maintaining the existing roadway lane geometry on Arrow Highway. One option is to use the storm drain channels as trails.

Along a few streets, traffic volumes have created LOS F conditions, such as along Citrus Avenue from Arrow Highway to the Metrolink corridor and along Barranca Avenue from Cypress Street to San Bernardino Road. This condition limits opportunities for new development and improvements to the streetscape.

Constraint: Trucks and Regional Traffic

Because of its function as a regional street, Arrow Highway serves as an alternative corridor for commuters and trucks looking to avoid traffic congestion on the I-10 and I-210 freeways. In the absence of improvements to these two freeways, it is difficult to avoid or discourage this regional pass-through traffic.

Traffic calming measures could be explored by the local jurisdictions; however, these measures would need to be balanced with local resident and business access needs, as reducing traffic volumes in the corridor could hurt retail uses in the corridor that depend on the regional traffic for a portion of their business.

Additionally, it is not feasible to remove truck traffic from Arrow Highway. Doing so would only push trucks onto adjacent smaller, local streets that are not designed or suited for such vehicles. Designated truck routes should be emphasized (improved signage) to discourage trucks from using local streets.

Land Use

Opportunity: Accommodating Residential Uses

The existing residential pattern within the Arrow Highway corridor reflects a blend of medium density single family and higher density multifamily housing. Additionally, nearly one-third of units within the corridor contain rental households. Moreover, even in areas where non-residential fronts Arrow Highway, residential uses are generally as close as the next parcel.

Accordingly, the introduction of new medium and high density residential units would be compatible throughout much of the corridor. In many cases, new residential development would be easily integrated into an existing neighborhood.

The introduction of additional residential units would provide greater support for public transit service and help jurisdictions accommodate projected housing demand. Many areas along the corridor offer sites suitable for affordable housing—one of the most difficult tasks facing the San Gabriel Valley. The presence of significant transit systems also creates opportunities to introduce mixed-use and transit-oriented residential development.

Due to the high traffic volumes along Arrow Highway, access for new residential projects would require the creation of frontage roads or alleys. Infill projects should be adequately buffered from less compatible uses such as auto service centers. When placed next to retail, office, or other residential uses, the projects should not be separated by walls. Instead, landscaping should be used to adequately separate and buffer while still allowing access from the residential to other uses to encourage walking.

Existing residential development in the northeast corner of Arrow Highway and Bonnie Cove demonstrates the potential for pedestrian connections to the corridor.

Opportunity: Dual Use Facilities for Flood Control and Open Space

The storm drain channels and flood control basins that criss-cross Arrow Highway could represent much more than fenced-off infrastructure. By coordinating with the Los Angeles County Flood Control District, the jurisdictions within the corridor could create a system of open spaces and trails that provides off-road pedestrian and bicycle access to schools and colleges, local parks and regional open spaces, and bus stops and rail stations.

As fuel prices rise, people will increasingly seek out alternative means of transportation. The flood control system represents an alternative transportation highway system that stretches throughout the region.

Additionally, the storm drain channels frequently pass through single family neighborhoods and function as unsightly barriers or divisions between homes. Opening the channel areas to pedestrian and bicycle access would increase property values and residents' quality of life.

Providing adequate open space is cited by the SGVCOG as one of the Valley's critical issues: "Access to parks is documented to increase frequency of exercise, and exposure to nature and greenery makes people healthier. Furthermore, parks relieve the environmental and social stresses that are inherent in city life, and, as a developing urban environment, the San Gabriel Valley faces many of these challenges.... It is imperative that communities in the San Gabriel Valley work together to focus on accommodating open space needs in a built out environment."[8]

The cities of Baldwin Park and Covina have already experienced success transforming storm drain channel areas into parks with Central Park West and Wingate Park.

There are also many small parcels between storm drain channels and roadways. Such parcels are of marginal value and not suitable for successful

Wingate Park, Covina

Central Park West, Baldwin Park

commercial development. In place of businesses that suffer the effects of shallow parcel depths (inadequate parking, circulation, landscaping, etc.), small parks or open spaces could beautify the corridor and gateways to the surrounding jurisdictions.

Opportunity: Vacant and Underutilized Parcels

A large number of vacant or underutilized parcels dot the corridor. Many parcels were identified by the jurisdictions (some through the latest housing element update) while others were identified through a combination of visual surveys and improvement-to-land value ratios (I/L) calculated using tax assessor data.

A commercial parcel is potentially underutilized when the value of improvements is less than twice the value of the land—an I/L value less than 2.0. Potentially underutilized industrial properties have an I/L value of less than 1.5. Residential properties are much more difficult to calculate given the high land values in Southern California and the effects of Proposition 13. A residential property may be underutilized if its I/L value is less than 0.5.

Though insufficient on their own, a combination of jurisdictional knowledge, visual assessment, and an analysis of tax assessor data can provide a good starting point in identifying parcels ripe for change or redevelopment.

Surprisingly, a number of vacant and underutilized parcels are located at key intersections. These parcels would be best positioned for new retail or mixed-use development. Midblock areas are best suited for new infill residential or mixed-use development consisting of a small amount of office or non-retail commercial tenants. In redeveloping midblock parcels, jurisdictions should strive to reduce and eliminate curb cuts.

Constraint: Resistance to Change on Underutilized Parcels

In addition to the potential resistance to and cost of changing land use designations on underutilized parcels, landowners may be unwilling or unmotivated to redevelop their land. Property owners have owned the land for a long time and receive a continuous stream of income with little cost for maintenance or property tax. Such property owners would want to be convinced that it is in their financial interest to risk losing guaranteed, hassle-free income for a new land use or redevelopment of existing uses.

In some cases, while it may be in the best interest of the public and jurisdictions, there may be little financial benefit to the property owner. Jurisdictions would be best served by acquiring these properties and landbanking them for future redevelopment. The existence or establishment of a redevelopment project area will facilitate acquisition activities and reap greater long term benefits.

Existing small parcels at Grand Avenue and Arrow Highway

Constraint: Irregular and Shallow Parcels

One of the greatest opportunities for the Arrow Highway corridor, the system of storm drain channels and flood control basins, also represents one of the greatest constraints to successful development.

These facilities cross Arrow Highway at angles and locations that often create up to a half-mile long segment of parcels measuring 35–75 feet in depth. The generally accepted minimum parcel depth for commercial development is approximately 130 feet.

Even more importantly, many of these conditions occur at key intersections. Irregularly shaped and shallow parcels can significantly diminish the development potential and commercial value of a corner, creating parcels and corners that sit empty for years. In some instances, the storm drain channels have been placed underground through a box culvert system.

Undergrounding the channels may be the best option at key intersections. In midblock locations, however, the resulting shallow parcels may be best used for residential uses or open space.

Constraint: Liability, Safety, and Critical Mass Issues for Flood Control Facilities

The storm drain channels and flood control basins play an important role in protecting our communities. Concerns over liability and safety may inhibit a willingness to open up these facilities to the general public.

Additionally, the storm drain channels must be improved to connect to other existing trail systems before they can offer alternative access. Incremental improvements to segments of the channel system may still provide valuable open space and recreation resources for the surrounding neighborhood, but some may balk at improving the system unless a master plan of improvements is created and funded.

Design

Opportunity: Extend Streetscape Improvements

The simplest and most direct way of improving the look of the corridor is to enhance the public right-of-way.

The City of Irwindale implemented streetscape improvements from the intersection of Live Oak Avenue and Arrow Highway to the eastern city limits. The improvements consisted of a landscaped median, left-turn pockets, and enhanced parkway/sidewalk treatment in key areas. East of Irwindale, the right-of-way of Arrow Highway contains a paved and striped median area that would accommodate an extension of the landscaped median.

Throughout the corridor, Arrow Highway generally enjoys 10 feet of space for a sidewalk and/or parkway. The parkway along frontage roads, however, is asphalted over and could be significantly improved through the installation of landscaping without any detrimental effects on circulation or access. The parkway in other areas should be improved with street trees and smaller landscape installations to soften the edge while respecting the needs of commercial development.

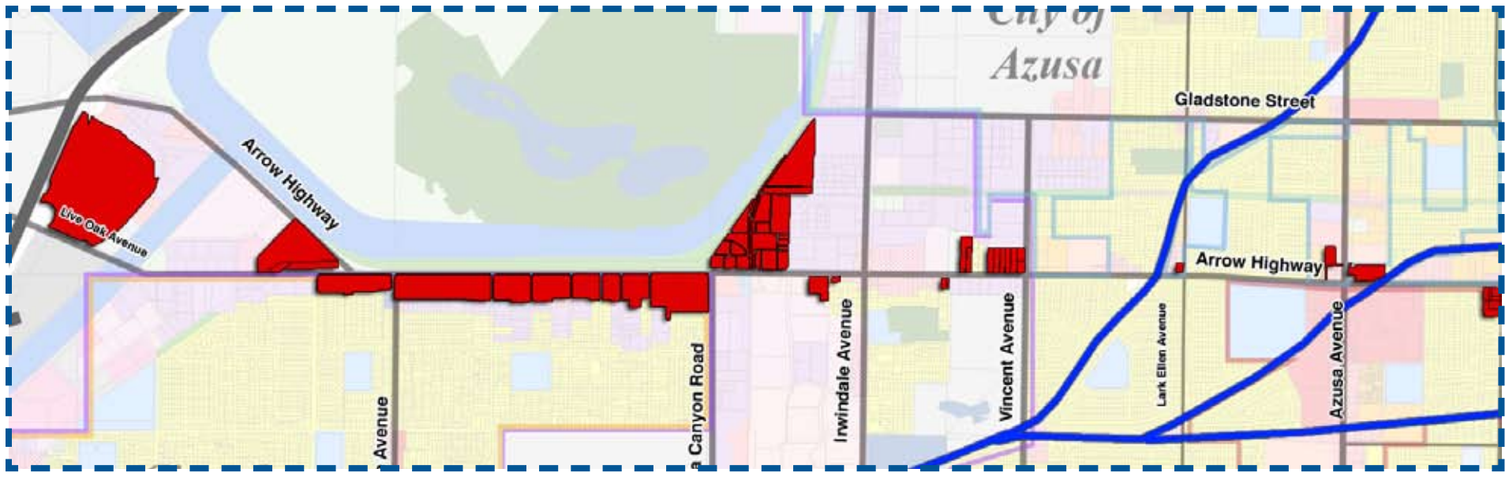
Existing landscape improvements along Arrow Highway in the City of Irwindale

Significant Vacant and Underutilized Parcels within the Arrow Highway Corridor

LEGEND

Underutilized or Vacant Parcel

Flood Control Property



The parkway can be extended in areas where off-street parking is eliminated due to a change in use.

Constraint: Industrial and Autos Uses
While the presence of attractive landscaping and landscaped medians can improve the overall look of the corridor, the nature of industrial and auto service uses may limit the ability to create an attractive streetscape. Such uses generally rely upon walls to shield the public right-of-way from the less attractive aspects of their business.

Additionally, these businesses typically construct the barest of structures that pay little attention to building articulation or attractive fenestration. Funding for such improvements would likely need to come from the jurisdictions or other public sources. If the auto uses are consolidated, however, the jurisdictions may be able to require a higher degree of design and streetscape.

Economic

Opportunity: Redevelopment Project Areas
While the majority of redevelopment (RDA) project areas for each jurisdiction are located outside of the Arrow Highway corridor, the cities of Azusa and Covina maintain RDA project areas at the intersections of Azusa Avenue, Citrus Avenue, Grand Avenue, and Arrow Highway. These project areas could facilitate improvements and redevelopment of key parcels and intersections. They may also be expanded or even merged into a multi-jurisdictional redevelopment area—although this is not a simple process.

The City of Baldwin Park has long desired to place the properties facing Arrow Highway into a RDA project area and facilitate the improvement of marginal industrial uses and introduce to active commercial uses. This demonstration project and any resulting master planning efforts may help the City establish a RDA project area. The land facing Arrow Highway will likely be able to satisfy both economic and physical blight requirements of State Redevelopment Law.

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Retail Market Analysis

A brief market analysis was conducted to evaluate market demand for retail building space throughout the Arrow Highway Corridor. The market analysis was also designed to identify the corridor's commercial role in the local market area and the overall subregion.

Understanding Retail Markets

Convenience Goods and Services

Generally, retailers provide the goods and services that most people need on a regular basis (convenience goods and services) at locations close to where people live. For these regular purchases, most consumers have built up knowledge of where to go to get what they want, whether their discriminator is price, convenience, or quality.

Groceries, medicines, and hair care are typical convenience goods and services. Because convenience goods and services usually have low cost margins and high sales volumes, convenience-goods retailers are located throughout an area, close to concentrations of households.

Convenience-scale retail centers range from a single store to a small retail center of about 20,000 square feet. Convenience-scale retail centers typically have a convenience store as an anchor and draw from a trade area with about a half-mile radius.

Neighborhood-scale retail centers range from about 20,000 to 150,000 square feet in size. Pharmacies and supermarkets typically anchor neighborhood-scale shopping centers. The neighborhood trade area encompasses a 1½-mile radius, serving a population of up to 40,000 people within a 5- to 10-minute drive.

Comparison Goods

Consumers tend to compare goods across brands and across retailers for items they purchase infrequently or rarely. This habit of comparing induces retailers to locate near each other. It also promotes larger-scale retailers who can stock many different brands of similar products.

Clothing, electronics, and furniture are quintessential comparison goods. Because comparison goods have higher cost margins and lower sales volumes and because consumers purchase these goods infrequently, comparison goods retailers tend to locate close to major transportation corridors that give access to a greater number of consumers. Table 3 shows the sizes and trade areas for shopping center types that provide comparison goods.

Implications for Corridor Retail

Under the township-section grid pattern established by the Northwest Ordinance, rights-of-way usually were platted along section lines and, consequently, corridors developed along these rights-of-way at one-mile intervals. Convenience-scale retailers quickly located along these corridors, particularly at the intersections where they formed nodes of activity.

Not every corridor and not every node, however, can support grocery- and pharmacy-anchored retail centers. Nodes for comparison goods retailers function most effectively and profitably when located fairly far apart, with locations determined more by access to major arterials and freeways than by conditions related to the immediate corridor neighborhood.

Retail Support in Arrow Highway

Supportable Retail Space

Household consumer spending in the trade area determines the supportable amount of retail building space. Consumer spending support for convenience goods and comparison goods is calculated separately. Corridor retailers are assumed to capture all of the corridor's spending on convenience goods, while the corridor retailers are assumed to capture only 11.5 percent of the corridor's spending for comparison goods.[9, 10] Comparison-goods retailers tend to attract spending from a larger 3-, 5-, or 8-mile radius area and therefore capture only a portion of the spending in the surrounding households. Table 4 summarizes the total amount of retail building space that spending by the corridor's households will support.

Inventory of Existing Retail Space

To determine the amount of retail building space, we used detailed parcel data from the Los Angeles County Assessor (adjusted by site visit verification). Using this data as our base, the corridor was estimated to contain 2.2 million square feet of existing retail. Table 5 categorizes the amount of existing retail by type.

Table 3: Shopping Centers by Type and Trade Area

Shopping Center Type	Building Size (SF)	Trade Area	
		Radius (miles)	Population Range
Community	100,000–450,000	3–5	40,000–150,000
Regional	300,000–900,000	8	150,000 or more
Super-Regional	500,000–2 million	12	300,000 or more

Source: Beyard, Michael D. et al., *Shopping Center Development Handbook*, 3rd edition, Washington D.C.: Urban Land Institute, 1999.

Table 4: Supportable Retail Space, Arrow Highway Corridor, 2008

Type of Retail	Supportable Retail Building Space (SF)
Comparison Goods	115,118
Convenience Goods	599,052
TOTAL	**714,170**
Auto Retail Total	**75,014**

Source: The Planning Center, 2008.

Table 5: Existing Retail Space, Arrow Highway Corridor, 2008

Type of Retail	Existing Retail Building Space (SF)
Local	625,580
Community/Regional	776,539
Grocery	136,039
Restaurant/Bar	49,474
Auto	643,851
TOTAL	**2,231,483**
Non-Auto Retail Total	**1,587,632**

Source: The Planning Center, 2008, using data from the Los Angeles County Assessor.

Market Analysis Findings

The corridor currently contains 1.5 million square feet (or 215 percent) more retail building space than existing consumer spending can support. Even if auto uses are removed from the equation (leaving 1,587,632 total square feet), the corridor still provides 950,000 square feet (or 150 percent) excess retail building space.

Retail Market Findings

The corridor currently contains 1.5 million square feet (or 215 percent) more retail building space than existing consumer spending can support. Even if auto uses are removed from the equation (leaving 1,587,632 total square feet), the corridor still provides approximately 950,000 square feet (or 150 percent) excess retail building space.

The corridor contains approximately 569,000 square feet (or 758 percent) more auto service building space than can be supported. This substantial surplus suggests that the Arrow Highway corridor has evolved into a regional center for auto-related uses. The surplus is so great, however, that the corridor could redevelop 100–200,000 square feet of auto service uses and retain its role while creating significant opportunities for residential and targeted retail development.

Consequences of Over-Retailing

Economics' supply and demand model suggests that when a market provides too much of a good, the price will decline to induce more consumers to purchase the product. In a trade area with too much retail space, the market forces property owners to reduce their asking rental rates to lease their property. This generally lower level of rental rates can affect the trade area in different ways.

Lack of Reinvestment

When property owners receive less rent, they respond by cutting their costs. They usually cannot escape debt service, insurance, taxes, and other fixed costs, so cost cutting often affects maintenance, upkeep, and reinvestment. Near-blight conditions, aging and obsolete buildings, and weeds and debris often plague corridors with too much retail. Low retail rental rates prohibit owners from fixing these problems and discourage the market from providing redevelopment. The situation's economics can trump a will to change and a code-enforcement order to change.

Disinvestment

In the worst situations, the deteriorating built environment attracts crime and pathological social behavior. Market rental rates can fall below the level required for debt service and

fixed costs, driving property owners to abandon their property and leaving a trail of structural vacancies.

Marginal Businesses
Low rental rates attract marginal businesses—from used-goods shops and check-cashing businesses, to auto repair and adult businesses—that can not afford regional market rates. Low rental rates also attract new entrepreneurs starting their first business. Lacking business experience and savvy, new merchants can flock to poor business locations, lured by the low start-up cost, only to be challenged or overwhelmed by a lack of customer flow.

Decreased Business Returns
When a trade area has too many businesses in a particular field, those businesses face an increased level of competition. Such competition might lead to some differentiation in quality of goods or services, but most businesses respond by lowering prices. Lower prices will eventually force some businesses to close and others to relocate to better locations with less intense competition.

Discouraged to New Businesses
New chain businesses tend to shy away from over-retailed trade areas because a simple market analysis will usually show that there is little unmet or underserved demand. New businesses in new retail space also have to pay higher rents, putting them at a competitive disadvantage when existing retailers are paying very low rents.

Discouraged Redevelopment
Developers shy away from putting new or redeveloped retail space on the market when the trade area is over-retailed. In a typical project, a developer will sign one or more anchor tenants and then try to fill the smaller in-line shops with individual shops and small chain retailers, who tend to pay top rent because they benefit from the anchors ability to draw customers to the center. In over-retailed trade areas, though, developers can face difficulties finding enough tenants to fill the in-line space.

Developers seeking financing for redevelopment projects present their development pro formas and financial feasibility analyses to potential partners, investors, and financial institutions. These documents must reflect prevailing rental rates. Even when developers can make a persuasive case that their projects will garner higher rents, the lower prevailing rents present a risk and uncertainty that can raise borrowing costs. Difficulty finding tenants and financing challenges discourage redevelopment in over-retailed trade areas.

Retail Opportunities

More People, not More Stores
The total amount of household disposable income determines the amount of retail sales. Adding more stores beyond the supportable amount does not increase the total amount of sales; it just dilutes the level of sales among more stores. Arrow Highway communities desiring to increase retail sales should focus their efforts on increasing the trade area's total amount of disposable income. Better jobs and higher wages can increase disposable income, but increasing the trade area's number of households provides the quickest and most direct route to more retail sales.

Concentrating Retail at Nodes
Most retail business types, but especially convenience goods retailers, rely on visibility to trade area households. Increasing area households' awareness and familiarity with an individual business increases the likelihood that area residents will patronize that business. Visibility can make heavily traveled corridors seem desirable as business locations, but it makes intersections of corridors lucrative business locations.

Although Arrow Highway has an average of 26,000 vehicles per day, its intersection with Azusa Avenue adds another 31,700 vehicles to the mix (Citrus Avenue adds 20,600 and Grand Avenue adds 29,000). Many of these vehicles are forced to stop for red lights at the intersection, leaving the drivers with little to do but look around and take notice of nearby businesses.

Retail Opportunities
Even with the extent of over-retailing, the market study suggests that some sectors offer the potential for attracting new businesses. Although this potential exists statistically, the extent of over-retailing will limit the ability of corridor communities to attract new retailers. Any efforts to lure new retailers must coincide with or follow efforts to reduce the oversupply of retail building space in the corridor.

Grocery/Supermarket
The market study suggests that corridor residents' spending could support up to 227,000 square feet of grocery/supermarket, yet the corridor provides only 136,000 square feet. The gap of 91,000 square feet warrants additional market analysis, but it does suggest that it might be possible to develop a grocery store–anchored center at a primary corridor node as part of reallocating retail use along the corridor.

Restaurants and Bars
The market study found a gap of 68,000 square feet in restaurant and bars, with residents' spending able to support 118,000 square feet and the corridor providing only 49,000 square feet. This finding suggests that redevelopment for mixed-use projects at primary nodes could consider restaurants and bars for first-floor retail space, but such projects will still need sufficient parking because most corridor residents would still drive to new restaurants and bars.

Auto Parts and Service
The market study found that the corridor provides 569,000 square feet (or 758 percent) too much space for auto parts and services. This substantial surplus suggests that the Arrow Highway corridor has evolved into a regional center for auto-related uses, attracting consumer spending from the larger region. Because residents often perceive auto-related uses as unsightly and because these uses generate noise and have the potential to create environmental contamination, communities often steer them to out-of-the-way locations, such as a corridor that forms the boundary with other communities.

Phasing out many of these auto-related uses would be a legitimate policy response to the surplus. At the same time, the corridor is what it is; Arrow Highway communities could also embrace this regional auto parts and service destination as a legitimate policy response. Communities could capitalize on this sector's attraction of regional spending by coordinating their policies for:

- Planning and financing assistance for aesthetic, façade, and landscaping upgrades
- Establishment of auto-service nodes and districts
- Lot consolidation, coordinated access, and interior circulation
- Coordinated oil collection and environmental protection
- Business management training and assistance
- Targeted workforce development
- Unified signage, marketing, and promotion

Design Concepts and Strategies

This report recommends several land use, circulation, and design strategies to improve the image, function, and economic performance of the Arrow Highway Corridor.

Strategy #1: Identify Nodes and Districts

The 8.5-mile corridor is a multifaceted collection of residents, businesses, open spaces, and infrastructure. Although the corridor may function as a major east–west thoroughfare throughout all of the six jurisdictions, segments of the corridor play different roles and are in part defined by their nodes of activity.

Nodes can center around a single significant building or can be formed by a cluster of activities. Often located at an intersection, nodes tend to define the surrounding area and create a district. By identifying the corridor's nodes and districts, jurisdictions can plan land uses that complement and build upon one another and create more efficient and effective circulation systems. Additionally, jurisdictions are better equipped to provide detailed design guidance that creates more attractive streetscapes through understanding the nature of and desired land uses within each district.

Understanding Existing Land Use Patterns

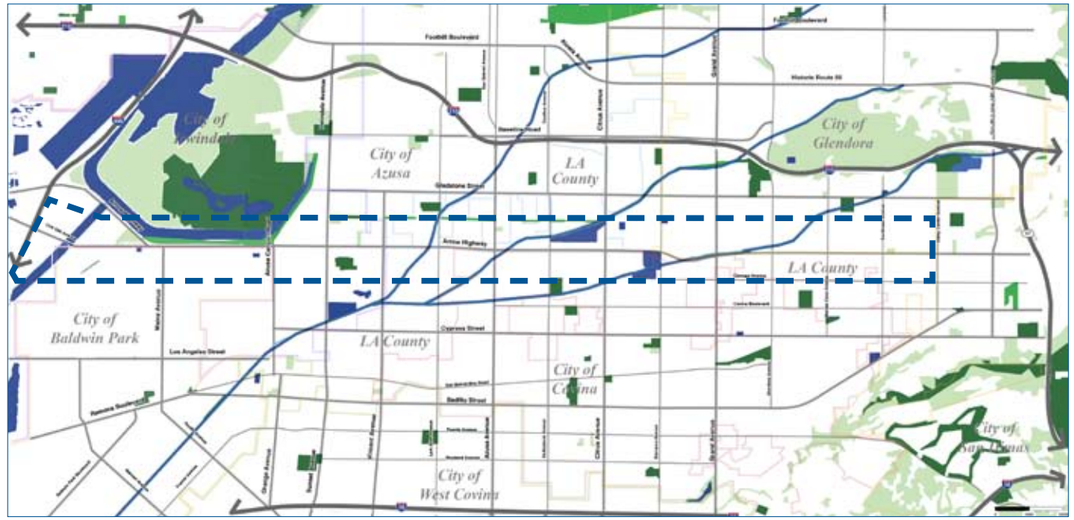
The first step in identifying the nodes and districts within a corridor is to map and assess the existing land use patterns. Few corridors require wholesale change, and improvements should be based upon a foundation of existing businesses, residents, and systems.

A large amount of residential uses currently sit along the corridor, with a number of medium and high density pockets fronting Arrow Highway. The far eastern half of the corridor contains the greatest amount of residential uses and relatively few non-residential uses. The far western half of the corridor is largely devoid of residential uses due to the industrial nature of the City of Irwindale and the industrial sector of Baldwin Park.

The central part of the corridor contains a mix of residential and commercial uses, with the greatest concentration of medium and high density residential uses located at the major intersections of Arrow Highway and Azusa Avenue, Citrus Avenue, and Grand Avenue contain. Outside of the each jurisdiction's downtown, Arrow Highway represents the most popular location for single family attached and multifamily homes.

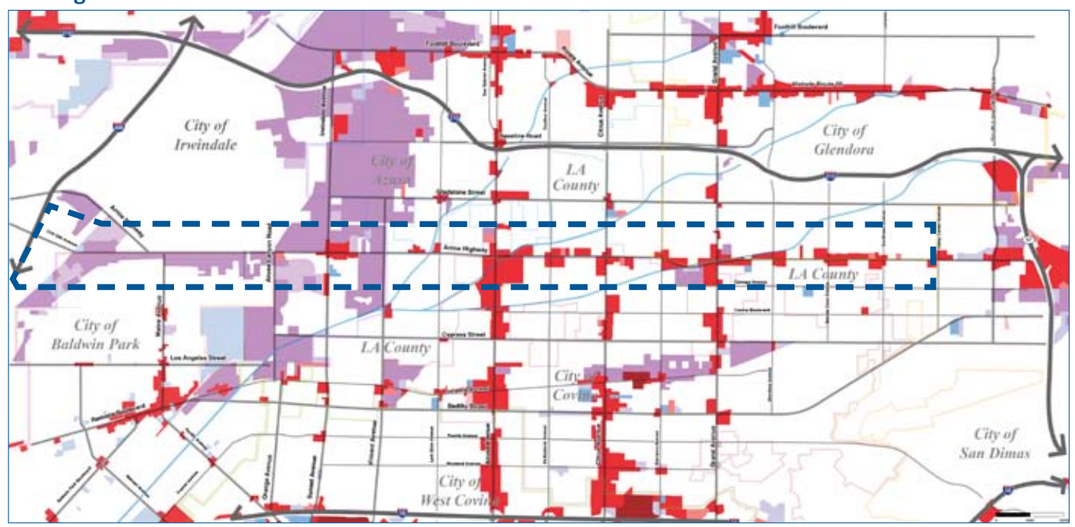
The existing commercial land use patterns reflect the traditional strip commercial development patterns that have been built for decades. As stated in the market analysis, the amount of retail is approximately twice what is needed to adequately serve the existing population. Commercial development should generally be located at key nodes in the corridor where traffic volume is the highest, and developed so as not to compete with itself or with commercial development inside the associated trade area. Three large

Existing Pattern of Open Space and Drainage Facilities in and around the Corridor



Existing Pattern of Residential and School Land Uses in and around the Corridor

Existing Pattern of Commercial and Industrial Land Uses in and around the Corridor



commercial nodes are present at the same three intersections where medium and high density housing is present. The remaining commercial largely consists of auto-service and small retail stores. Sit-down restaurants are largely limited to the downtown areas. Food establishments in the corridor are generally limited to fast food establishments.

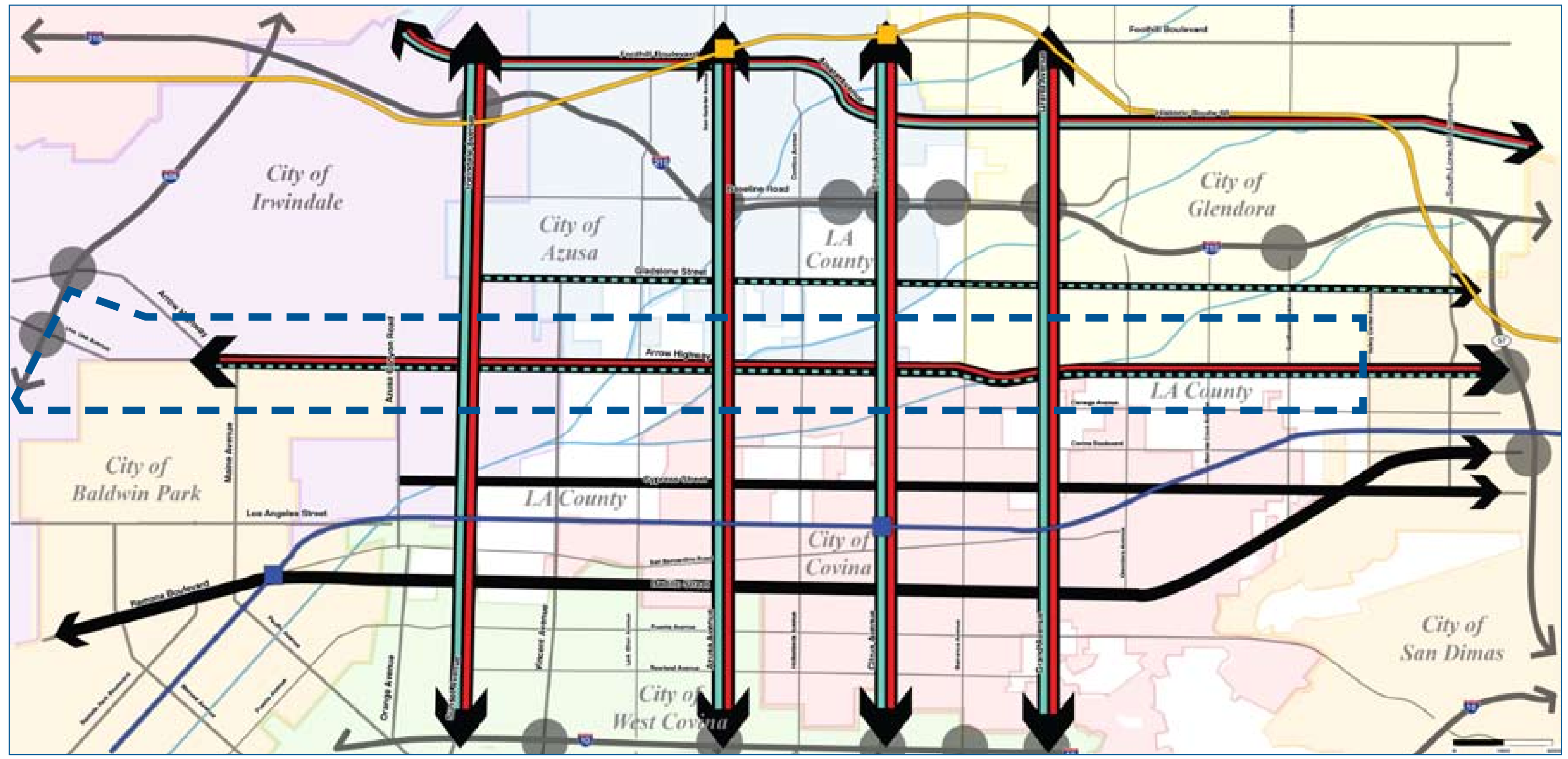
Industrial uses are almost exclusively located west of Vincent Avenue. As this demonstration project did not include an industrial market analysis, it cannot be said whether the amount of industrial development is appropriate. However, the industrial uses located within the corridor in Baldwin Park are generally considered to be underperforming. The City's General Plan calls for the area to redevelop into improved industrial and new commercial uses. Moreover, Baldwin Park is developing a master plan to concentrate residential uses in the downtown. Some industrial and manufacturing businesses that would be displaced by the redevelopment of the downtown could be relocated onto Arrow Highway.

Open spaces are more limited and are largely found in the numerous schools spread throughout the corridor. With the exception of the Santa Fe Dam Recreation Facility, very few opportunities for recreation are available in or around the corridor. The drainage channels criss-cross throughout the corridor and could be improved as trails for pedestrians and bicyclists. Two large retention facilities sit along the corridor at the intersections of Arrow Highway at Citrus and Barranca Avenues. This land is presently being used only for these stormwater facilities, although it could be developed into an accessible open space resource without hindering its primary function.

Roadway Functions

Another step in identifying the nodes and districts within a corridor is to evaluate the role and performance of the roadways. Some roadways may be suitable for a focus on pedestrian activity while others may need to be designed to carry large volumes of auto and truck traffic.

Street Typology of Roadways in and around the Corridor



LEGEND

Arrow Highway Study Area

Roadway (width increases with higher ADT)

Transit Route

Truck Route

Freeway Interchange

The map shown on this page categorizes the major roadways within and around the Arrow Highway corridor according to their function and traffic volume. Arrow Highway serves a multitude of functions, carrying over 26,000 cars and trucks per day as well as operating as the primary route for the Foothill Transit 492 bus line—one of the busiest lines in the transit system. Traffic volume decreases significantly past Glendora Avenue as the uses transition to a residential character.

The four primary north–south routes of Irwindale, Azusa, Citrus, and Grande Avenues also carry tremendous volumes of auto and truck traffic in addition to multiple transit stations and the Silver Streak (BRT). The three eastern streets also offer direct access to existing or future rail stations. Irwindale Avenue is largely used to carry industrial and truck traffic to and from Irwindale and the surrounding freeways. The other three roadways carry primarily automobile traffic.

The secondary roadways are smaller and carry lower volumes of traffic. These roadways also travel through residential neighborhoods. Accordingly, re-routing truck traffic from the primary roadways to these secondary roadways would not be appropriate. The largest volumes of traffic occur at the intersections of the four primary north–south roadways and Arrow Highway as well as the freeway interchanges.

Nodes and Districts

The combination of existing land use patterns, the results of the market analysis, and identification of roadway functions creates the framework to identify the corridor's key nodes and districts.

Industrial District

With the predominance of industrial development and proximity to the freeway, the area of the corridor west of Vincent Avenue to the I-605 has been planned for and should continue to function as an Industrial District. Both Baldwin Park and Irwindale have plans for redeveloping vacant and underutilized parcels within the corridor into new or improved industrial and manufacturing businesses.

The City of Irwindale plans on introducing a large industrial use at the intersection of Arrow Highway, Live Oak Avenue, and Baldwin Park Boulevard. The City of Baldwin Park anticipates the possibility of relocating manufacturing businesses displaced by the redevelopment of the downtown area along Arrow Highway.

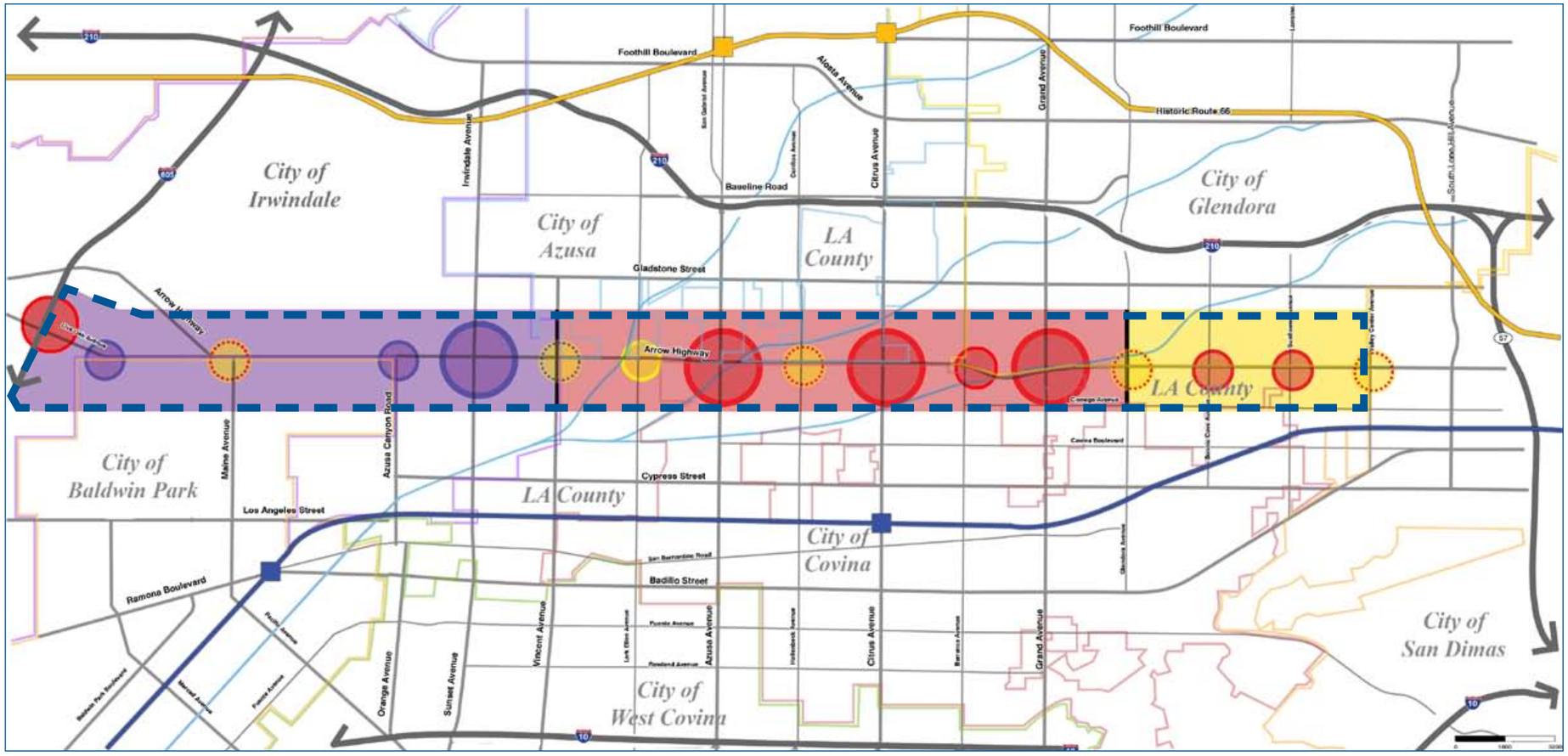
In addition to the industrial uses, two commercial nodes could also be appropriate. Irwindale has already introduced several successful commercial businesses along the corridor and is planning a power retail center just east of the I-605. In Baldwin Park, a neighborhood commercial node would be ideally placed at the intersection of Arrow Highway, Live Oak Avenue, and Maine Avenue (south side). At this location, there are parcels that could be redeveloped to host a small neighborhood shopping center anchored by a supermarket. The closest supermarket for the residents of northern Baldwin Park is approximately 3–4 miles away in the City of Duarte. The retail analysis indicates that a supermarket could be introduced at this node and (if desired) in the power center by the I-605.

While some streetscape improvements have already taken place, further improvements should be made to the parkway and sidewalk area on the southern edge of the Arrow Highway right-of-way.

Retail District

The central portion of the corridor (between Vincent Avenue and Glendora Avenue) should operate as the primary Retail District with commercial nodes at the intersections of Arrow

Proposed Nodes and Districts for the Arrow Highway Corridor



- Major/Minor Industrial Node
- Major/Minor Commercial Node
- Minor Mixed-Use Node
- Minor Residential Node
- Minor Residential/Industrial Node
- Industrial District
- Retail District
- Residential District

Highway at Azusa, Citrus, and Grand Avenues. Over 100,000 vehicles per day pass through these intersections, providing commercial businesses with the largest exposure to potential customers in the corridor.

Smaller, secondary nodes should be created through the introduction of mixed-use retail and a consolidation and redevelopment of auto service uses at the intersections of Arrow Highway at Hollenbeck and Barranca Avenues.

Due to the over-retailed nature of the corridor, it will be important to concentrate and improve existing retail into this district while removing marginal commercial development elsewhere in the corridor. Other neighborhood-serving commercial nodes are appropriate in the other two districts; however, the majority of auto service uses retained should be relocated and concentrated in the retail district. The concentration of uses also benefits the retailers, who benefit from exposure to customers from other businesses and those shoppers seeking to compare prices and goods.

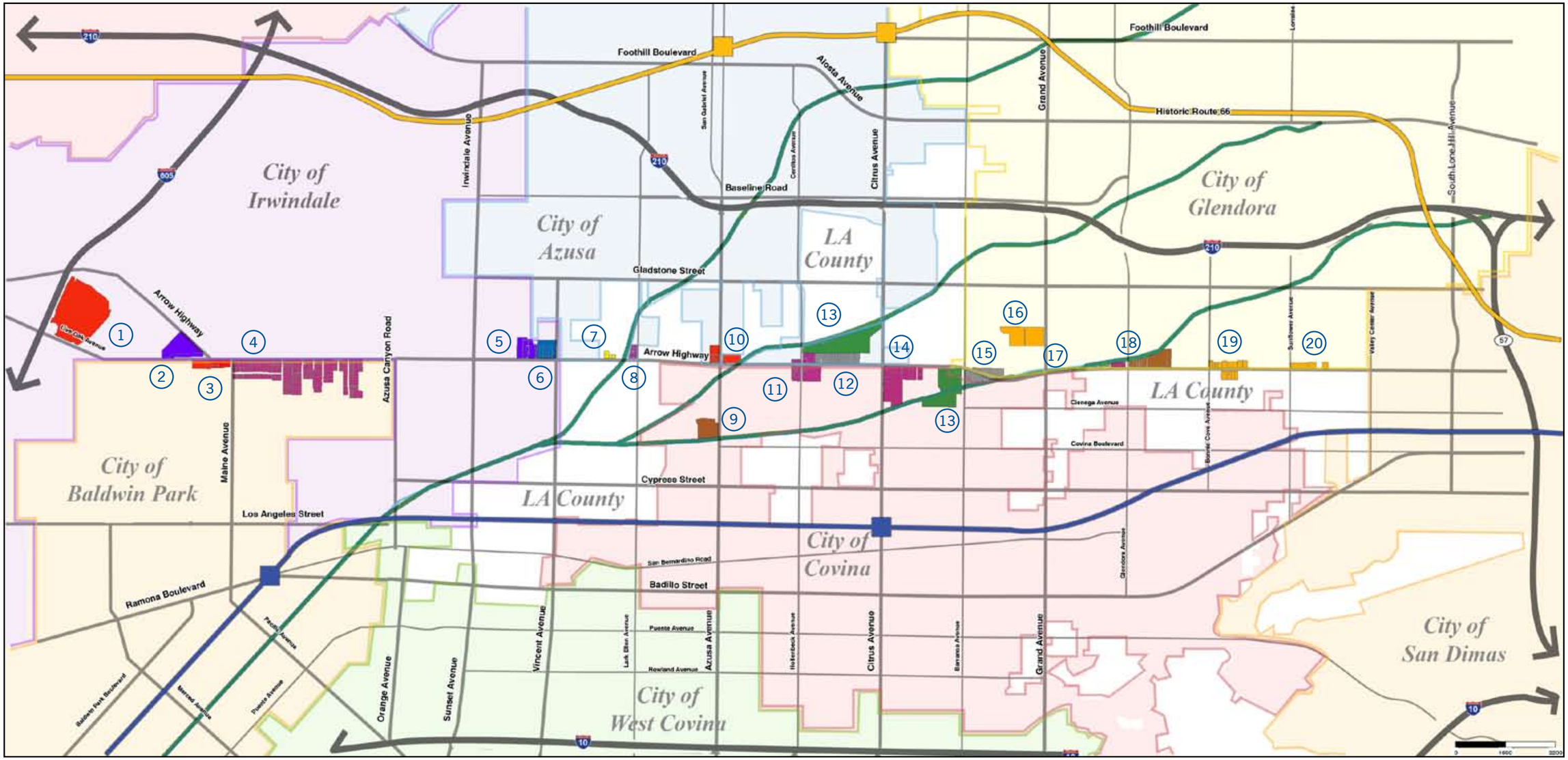
Additional medium and high density housing should be introduced along the primary north–south roadways away from the intersections and along Arrow Highway at midblock locations. This housing will help cities to accommodate the future growth and introduce new product types that can attract a variety of household types. The housing can also provide some retail support, although the amount of housing—estimated to be up to 700–1,000 throughout the corridor—is not substantial enough to justify the retention of the existing surplus of retail establishments. Instead, this new housing would help ensure the success of the retail establishments concentrated in the Retail District.

Residential District

The Residential District applies to the eastern portion of the corridor from Glendora Avenue to the western border of the City of San Dimas. This area of the corridor experiences much lower traffic volumes and contains the largest proportion of housing. Marginal commercial establishments should be replaced by high quality corridor housing to support the retail in the adjacent district and offer opportunities for accommodating new growth.

The character of Arrow Highway could be changed in this district to slow down traffic. The existing on-street parking spaces could, for example, be replaced by extended landscaped parkways that act as traffic calming devices

Recommended Changes on Key Parcels in the Corridor



Strategy #2: Redevelop and/or Redesignate Key Parcels within the Corridor

This report contains many recommendations that broadly address the overall corridor. During the analysis of the corridor, however, a number of parcels (shown on the map, left) demonstrated a specific potential or need for change and/or redevelopment. Unless otherwise noted, all streets intersect with Arrow Highway. Additional detail is provided on some recommended changes throughout the remainder of this report.

1. I-605 and Live Oak Avenue: Develop vacant land into retail power center to take advantage of freeway proximity. The power center should be developed so as not to compete with the retail created in the Retail District or potential retail development along Arrow Highway in Baldwin Park. Restaurant uses could be especially appropriate and serve a gap in the market.

2. Live Oak Avenue and Arrow Highway: Introduce a high quality large-scale industrial use. This may require a change in the general plan land use designation

3. Maine Avenue: Replace industrial with neighborhood shopping center anchored by supermarket. There is sufficient demand in the corridor to support a national chain supermarket.

4. Maine Avenue: Replace existing industrial with manufacturing and industrial uses displaced by the downtown redevelopment, as well as smaller mixed-use developments. The majority of the existing industrial uses are old and present problems either in performance or code enforcement, or both. If mixed-use is introduced, it should be located on the southeast corner of Arrow Highway and Maine Avenue across from the shopping center. The introduction of other smaller retail uses, particularly a cluster of restaurant uses, could serve a gap in the local market (unless already developed in the future power center).

5. Vincent Avenue: Relocate residential units and develop along with adjacent vacant parcels into high quality industrial or small retail uses. Residential uses are more appropriate on the southern side of Arrow Highway, where the City of Irwindale is building new residential uses.

6. Vincent Avenue: Redevelop existing businesses into mixed office/retail space to better utilize the land and create a transition to Retail District.

7. Lark Ellen Avenue: Replace dilapidated auto and other retail uses with small lot single family residential, possibly a motorcourt product that takes access from North Clydenbank Avenue. The uses farther to the west and across the street could also be converted to residential use and extend the well-maintained corridor residential already in existence.

8. Lark Ellen Avenue: Redevelop retail center into a small mixed-use node with 5–10,000 square feet of retail and 80–120 units of residential. The site is approximately 2 acres in size and would need to be developed at an FAR of approximately 1.5–2.0.

9. Azusa Avenue at West Grondahl Street: Redevelop large retail building and smaller retail across the street into medium and high density residential. The retail businesses will not perform as well so far back from the intersection (indicated by the temporary use occupying the large building). Such residential uses would be highly compatible with the surrounding uses and enhance activity around a major retail node.

10. Azusa Avenue: Redevelop existing commercial uses (including furniture store and car wash) and vacant lands into strong commercial node. The Azusa Discovery Center could be integrated into a larger commercial center. A new site plan should be developed on either side that emphasizes shared access and attractive landscaping.

11. Hollenbeck Avenue: Redevelop existing retail stores into mixed-use node with up to 30–40,000 total square feet of retail along with 250–300 dwelling units.

12. Hollenbeck Avenue: Either consolidate and improve auto service uses or replace with corridor residential uses. If auto service uses are reconfigured to more efficiently share access and land, the existing square footage can be placed on approximately one-half of the existing sites. The remaining half could be used for corridor residential farther inward toward the midblock location.

13. Storm Drain Channels and Retention Basins: Develop channels and basins into pedestrian and bicycle pathways throughout the corridor. The channels ultimately connect to the San Gabriel River channel, South Hills Park, and the Angeles National Forest. Examples of parks have already been developed in Baldwin Park and Covina. Jurisdictions must coordinate with the Los Angeles County Flood Control District.

14. Citrus Avenue: Investigate converting existing mobile home park and commercial uses into a larger multi- or mixed-use center with 20–30,000 square feet of retail and 300–400 homes. Alternatively, the corner commercial parcels should be reconfigured to avoid blocking retail buildings with a corner building (currently a vacant Conroy's). Eastern parcels should be redeveloped into medium density residential if more comprehensive redevelopment is not possible.

15. Barranca Avenue: Reconfigure existing uses, relocate other uses, and consolidate auto service uses into the two triangular collections of parcels that flank Arrow Highway. This site is underutilized and could accommodate the entire square footage of auto services supportable by the corridor (70–90,000 square feet).

The site enjoys good exposure and multiple points of access. The assemblage of businesses could generate enough demand and resources to incorporate attractive landscaping and signage and create an auto-service node.

16. Grand Avenue at West Laxford Street: Develop primarily vacant parcel owned by the Oakdale Memorial Park into medium density residential. Approximately 300 townhomes could be placed on the site.

17. Grand Avenue: Convert marginal commercial parcels into open space and incorporate small transit substation for Foothill Transit bus lines. These parcels adjacent to the storm drain channels are too shallow to support successful commercial businesses and should be developed into parks to improve the aesthetics of the corridor and possibly integrate into the channel improvements.

The transit substation should be located on the northwest corner of the intersection and the open space should extend eastward to the flood control facility.

18. Glendora Avenue: Convert existing retail into mixed-use development (if gas station moves) on western side of Glendora Avenue and high density residential on eastern side. Relocate RV storage to Barranca Avenue (see #14). If residents of mobile homes can be relocated, extend high density development eastward to and including the RV storage parcel.

19. Bonnie Cove Avenue: Convert auto and boat service and other retail uses to medium density residential. The corner retail center should be retained and improved. If the entire area can be redeveloped as one project, it could accommodate a horizontal and/or vertical mix of uses, with up to 30–40,000 square feet of commercial to form a small neighborhood retail node.

20. Sunflower Avenue: Redevelop abandoned and vacant parcels and auto service shop into medium density residential uses. Approximately 100–125 units could be constructed on these sites and would integrate well into the surrounding neighborhood, which contains a large amount of medium and high density housing.

Conceptual Illustrative of Consolidated Auto Service Uses and Midblock Corridor Residential Development That Could Be Constructed on Remaining Land

without reducing the roadway capacity. The relocation of marginal commercial businesses would minimize the need for the on-street parking, creating a more pedestrian-friendly character in the Residential District. Special attention should be paid to the access to and orientation of small, neighborhood-serving commercial nodes, which would be appropriate at Bonnie Cove and Sunflower Avenues.

The streetscape has been improved through the introduction of a landscaped median; however, additional improvements would be required—particularly along the southern edge—to create a streetscape more welcoming and attractive for a residential and commercial area.

Strategy #3: Concentrate and Relocate Auto Service Uses

The corridor contains a substantial amount of auto service retail, approximately 569,000 more square feet than can be supported. The corridor may have developed into a regional center for auto service businesses, but, there remain a large number of businesses that are severely dilapidated and/or located on extremely marginal or underutilized parcels. Some of these uses mar the image and performance of the corridor.

The majority of existing auto service uses reflects a one business–one parcel–one curb cut pattern of development. As a result, Arrow Highway is inundated with curb cuts, which can slow down traffic and create hazardous driving conditions.

Auto service uses benefit from locating near each other and operate out of buildings that can be easily constructed in a variety of configurations to serve multiple tenants. By consolidating several businesses onto one parcel, the amount of land needed can be cut by a third and access can be shared. This reduces the number of curb cuts and can improve visibility for businesses.

The aerial at the bottom of the page shows the existing conditions at the intersection of Arrow Highway and Cerritos Avenue. With a street frontage of approximately 1,200 linear feet, a curb cut occurs an average of every 100 feet.

A conceptual illustrative on the opposite page demonstrates what could be achieved by redesigning, reconfiguring, and consolidating auto service uses into a single area. The amount of square footage provided in the conceptual buildings is approximately two-thirds of what is currently on the ground in the aerial. The conceptual buildings, however, occupy less than half of the current land area.

Additionally, access is reduced from 12 curb cuts to 2 by using a frontage road system. The frontage road allows easy access, quickly taking cars off of Arrow Highway and allowing customers to navigate to the individual businesses without other vehicles bearing down at 45–55 miles per hour. The frontage system also provides a space where customers can park in front of the stores without creating a giant bay of parking. The building is brought forward to the street and designed to showcase more like a retail store than an industrial use.

Conceptual illustration of consolidation of auto service businesses east of the intersection of Arrow Highway and Barranca Avenue

Aerial of Existing Conditions at the Intersection of Arrow Highway and Cerritos Avenue. Note the 12 curb cuts.

The concept of consolidating auto service (or other businesses) can be applied to the two triangular collections of parcels that flank Arrow Highway. These sites are underutilized and could accommodate the entire square footage of auto services supportable by the corridor (70–90,000 square feet). The site enjoys good exposure and multiple points of access. The assemblage of businesses could generate enough demand and resources to incorporate attractive landscaping and signage and create an auto-service node.

Strategy #4: Introduce Corridor Housing

The illustrative on the opposite page demonstrates what could be developed in the areas formerly used as auto service facilities. The illustrative shows approximately 80–90 townhomes constructed at 20 units per acre. The townhomes (or flats if desired) would be compatible with the adjacent multifamily housing and could benefit from an improvement to the adjacent flood control facility as either a large open space or system of trails.

Corridor housing—also referred to as boulevard housing—usually consists of medium or high density housing developed on its own or as part of a mixed-use development. Depending upon the location and context, densities range from 12–50 units per acre with building heights of 2–5 stories. More heavily urbanized settings can see higher densities and heights as land values can support the additional costs associated

with structured parking and construction requirements.

Replacing commercial lands with residential is often seen as a lose–lose concept, particularly on a corridor. The jurisdiction loses potential sales tax revenue and must absorb the cost of servicing new housing. As discussed in the market analysis, however, there is a cost to retaining marginal commercial. Preserving marginal commercial can depress the retail market and actually decrease the total sales tax revenue generated in a community.

By replacing marginal commercial properties, corridor housing can actually generate revenue for the jurisdiction. Some communities analyze the break-even point for housing to determine what housing prices need to be to generate sufficient property tax revenue to cover the costs of servicing the new housing. Not all of these analyses, however, consider the sales tax revenue generated by new housing.

In a market that is already over-retailed, the quickest and easiest way to create new sales is to introduce new households. With a potential to introduce up to 1,000 new households, the new housing in the corridor could generate up to $188,000 in annual sales tax revenue. The communities immediately surrounding the new housing could expect to share in up to $58,000 in revenue generated through convenience shopping. The communities could also receive a portion of the remaining revenues generated through comparison goods shopping.

When combined with property tax revenue (assuming an average sales price of $400,000), 1,000 new homes could generate a total of $600–800,000 in annual revenue for the corridor jurisdictions. This amount would offset a large portion of the cost of servicing new housing (depending upon the jurisdiction and their allocation).

Corridor housing can also help accommodate new growth. Much of the San Gabriel Valley is already built out, with the majority developed at lower density levels unsuitable for intensification. Corridors provide a bank of land that can be very appropriate for residential development. Arrow Highway already plays host to a large amount of low, medium, and high density housing. New residential would easily join the neighborhood fabric of those homes fronting Arrow Highway or located immediately behind commercial parcels.

The current level of mass transit on Arrow Highway provides a valuable amenity to new housing, both in the long term for residents to use in place of a private automobile and in the short term, as an increasing number of financing packages and grants favor residential developments located near transit systems with frequent headways.

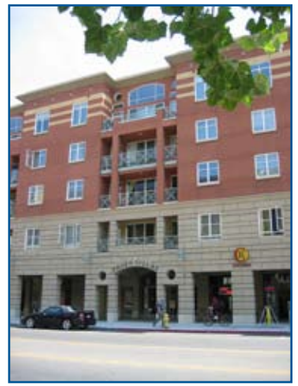
Corridor housing can be placed on parcels as shallow as 150 feet in depth. The 150 feet depth allows for rear access through an alley to minimize direct access from the primary roadway. On corner parcels, direct access from the primary roadway may not be necessary. Live/work products and corridor retail uses can also be placed on such lots, though slightly deeper lots may be desired to provide sufficient parking for customers. Several sketches and photographs are provided to the right to illustrate how corridor housing and commercial can work.

Strategy #5: Create Green Highways for Pedestrians and Bicyclists

Beyond the appeal of changing a concrete-lined drainage channel into a landscaped recreation amenity is the potential to offer access through and between communities for pedestrians and bicyclists. The three storm drainage channels that pass through the corridor extend from the San Gabriel River to the Walnut Creek Wash and become the Big Dalton Wash, Little Dalton Wash, and San Dimas Wash.

215 S. Brea Boulevard, Brea, CA

Senior Artist Lofts, Burbank, CA

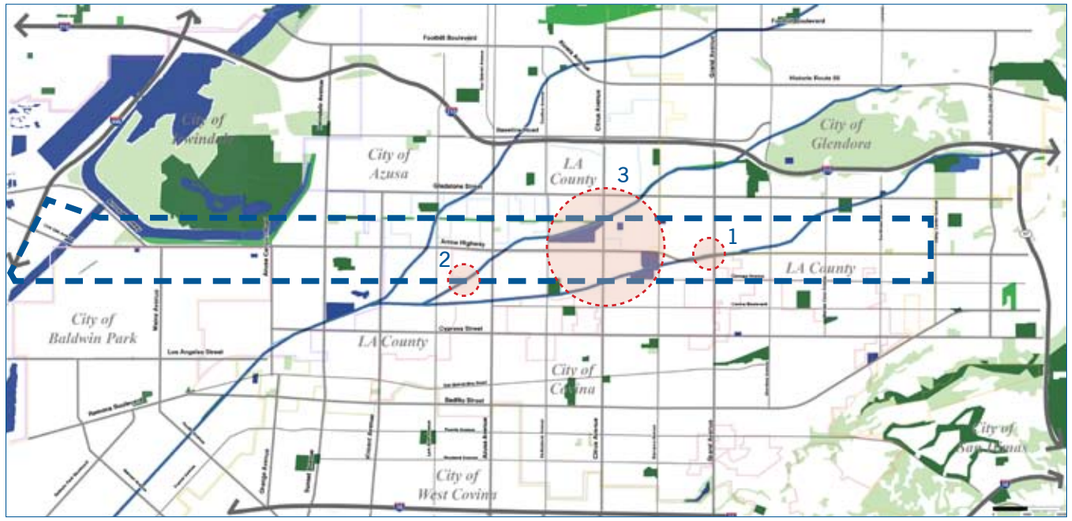


Paseo Villas, San Jose, CA

Wilshire Vermont Station, Los Angeles, CA

Wilshire Vermont Station TOD, Los Angeles, CA

Existing Pattern of Open Space and Drainage Facilities in and around the Corridor



The channels primarily travel through residential areas behind hundreds of back yard walls. The channels are occasionally placed underground through culvert systems, such as when passing under a roadway or retail center. At some locations, however, the channels remain uncovered and can divide and isolate parcels fronting Arrow Highway.

At the intersection of Arrow Highway and Grand Avenue, a string of parcels as shallow as 35 feet try to support small commercial businesses. Unimproved and inaccessible to the general public, the channels create swaths of no-man's-lands that are fenced off and forgotten.

When combined with potential linear parks along Arrow Highway (see Design Strategy #1), school facilities, and other community/regional parks, the channel pathways could allow individuals to travel to school, work, or even the nearby mountains separated from the congestion, pollutants, and costs associated with auto travel.

Not only do the channels connect with the San Gabriel River (see the RMC watershed and open space plan for the San Gabriel and Los Angeles River—*Common Ground: from the Mountains to the Sea*), the channels also pass by larger parks, such as South Hills Park in Glendora, and ultimately terminate at the Angeles National Forest. The map on the following page shows the relationship of the current rights-of-way for the channels and nearby schools and parks, illustrating the channels' potential as pathways.

The channel rights-of-way range from approximately 50–75 feet with the actual channel measuring 25–30 feet across. Access roads run along both sides of the channel and measure approximately 10–30 feet in width. These access roads could be improved to allow pedestrians and bicyclists to travel alongside the channels without impeding access for official flood control access or activity. The three channels run a combined 5.8 miles in length through the corridor. The total acreage of the potential pathways, calculated as 10 feet in width on both sides of the channels, is approximately 14 acres—equal to the combined size of Hollenbeck and Gladstone Parks.

The two retention facilities located along the corridor offer additional pathways and open space. Each facility is approximately 18 acres in size and could offer a system of paths or a larger system of active open space. While stormwater would occasionally cover the ground and the facilities would need to be closed to the public, uses such as athletic fields and playgrounds tolerate flooded conditions well and could be used soon after the waters have receded.

Additionally, a collaborative effort between residents, schools, and nonprofit organizations could be developed to form community gardens along the drainage channels. The potential benefits of community gardens strategically located along the channels include beautification of the channels, restoration of native plants, fostering community involvement, educational outreach, and the opportunity for community members to grow their own produce.

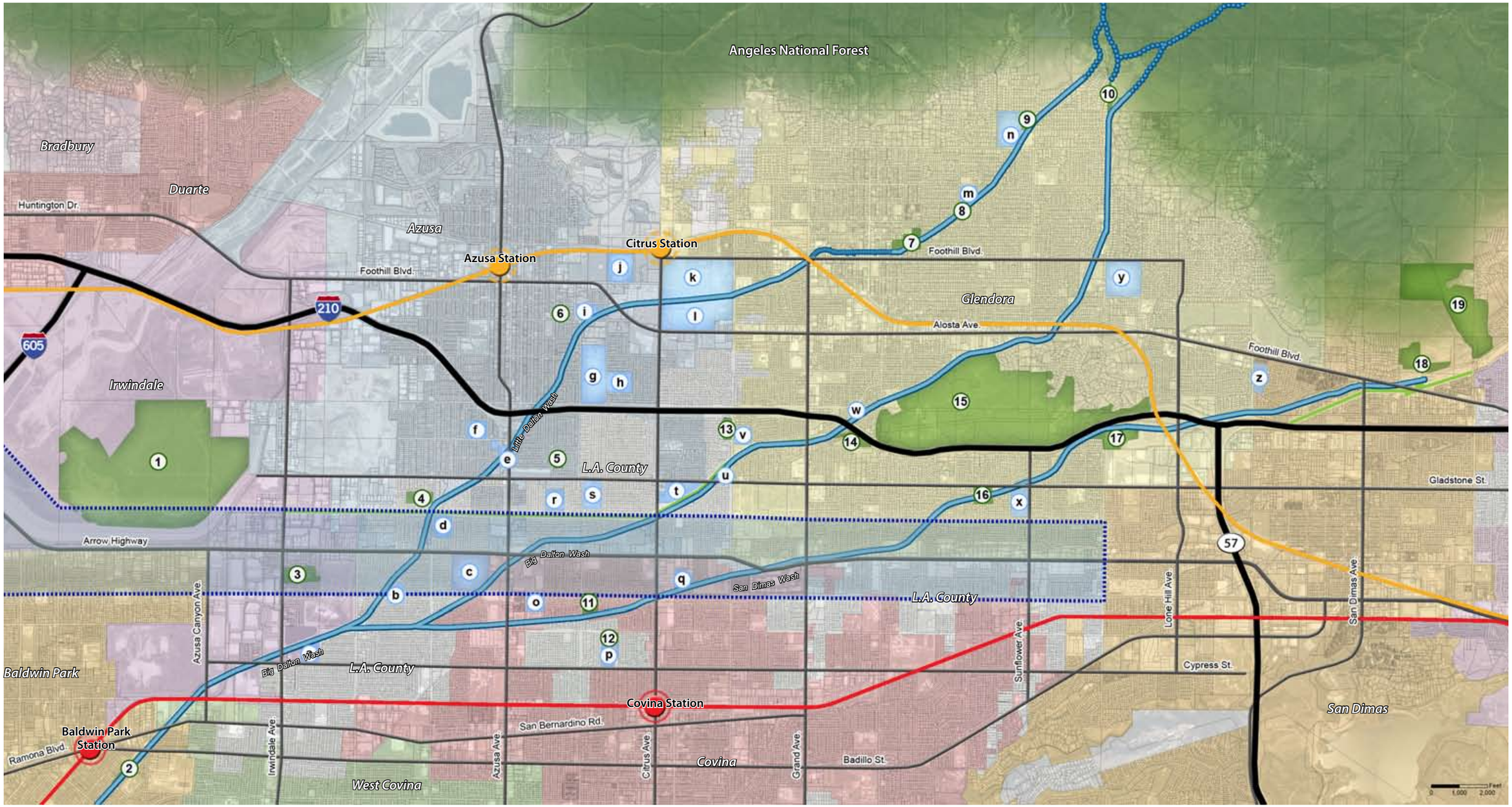
1. Existing channel configuration at Arrow Highway and Grand Avenue

2. Existing channel configuration just south of Gladstone High School and the intersection of Arrow Highway and Azusa Avenue

3. The two large retention basins could provide open space and recreation areas that could connect to a system of pedestrian and bicycle paths along the channels.

Community gardens provide places for people to learn and socialize, oftentimes in locations previously considered unusable.

Storm Drainage Facilities and their Proximity to Local Schools and Parks, Illustrating their Potential Use as an Interconnected System of Pathways



LEGEND

- Channel
- Channel Path Extension
- Utility Easement
- Freeway
- Major Road
- Metrolink - San Bernardino Line
- Metrolink - Gold Line
- Existing Metrolink Station
- Proposed Metrolink Station

(a) Schools

a. Merwin Elementary School
b. Alice M. Ellington Elementary School/YMCA
c. Gladstone High School
d. Valleydale Elementary School/CDC Valleydale
e. Christbridge Academy
f. Paramount Elementary School
g. Azusa High School
h. Foothill Middle School
i. Charles H. Lee Elementary School
j. Azusa Pacific University (West)
k. Citrus Community College
l. Azusa Pacific University (East)
m. Cullen Elementary School
n. Goddard Middle School
o. Valencia Elementary School
p. Cypress Elementary School
q. Fairvalley High School
r. Clifford D. Murray Elementary School
s. Center Middle School
t. Gladstone Street School/Azusa USD
u. Rainbow Christian Pre-School
v. Sierra High School Continuation/Azusa Adult Education Center
w. Foothill Christian Pre-School
x. Arrow High School
y. Glendora High School
z. Arma J. Shull Elementary School

(1) Parks

1. Santa Fe Dam Recreation Area
2. Central Park West
3. Irwindale Community Park
4. Valleydale County Park
5. Gladstone Park
6. Slauson Park
7. Finkbiner Park
8. Ole Hammer Park
9. George Manooshian Park
10. C. Linder Equestrian Park
11. Hollenbeck Park
12. Cypress Ball Park
13. Dalton County Park
14. Dawson Park
15. South Hills Park
16. Gladstone Park
17. Louie Pompei Sports Park
18. Horsethief Canyon Park
19. San Dimas Canyon Park

There are a number of areas along the channel system that are large enough to accommodate a community garden. The individual garden plots are generally 10 feet by 20 feet in size, although they could be as small as 10 feet by 10 feet. Together, the system of channels and retention basins could offer a substantial amount of open space so desperately needed in the San Gabriel communities.

Strategy #6: Enhance Transit Operations and Connections Along Arrow Highway

In addition to serving as a major east–west corridor for auto and truck traffic, Arrow Highway provides a critical link for mass transit. The 492 bus line operates directly on Arrow Highway and many other bus lines stop along the corridor, leading to major transit centers including current and future rail stations. In recognition of the growing transit infrastructure and expected population growth, Arrow Highway is well positioned to expand its transit service.

Additionally, while Arrow Highway currently operates at a Level-of-Service A, future growth may apply pressure on the corridor. Small operational and safety improvements to the street could improve traffic flow and make for a better environment for transit services and pedestrians while minimizing congestion at peak hours.

The following is a list of potential improvements to the transit systems and roadway design and operation.

Transit Improvements

- Increase headways from 30 minutes to 10–15 minutes during peak periods on Foothill Transit routes 281 (Glendora–West Covina Mall via Citrus Avenue), 488 (Glendora–West Covina via Grand Avenue) and 492 (Montclair–Arcadia via Arrow Highway). These routes operate on Arrow Highway and/or have connections to the future Gold Line Citrus Station and the Covina Metrolink Station.
- Increase headway from 20 minutes to 10-15 minutes during peak periods on route 280 (Azusa–Puente Hills Mall via Azusa Avenue).
- Coordinate local Foothill Transit bus routes with Gold Line and Metrolink commuter rail services.
- Add weekend services to Route 498 (Citrus College–Downtown Los Angeles via Grand Avenue).
- Explore the feasibility of implementing a bus shuttle type service between the Gold Line Citrus Avenue Station and the Metrolink Covina Station.
- Implement local bus circulators connecting the Covina Metrolink Station to major activity centers within the area (shopping centers, schools, parks, etc). Comparable systems include OCTA's Station Link service or the new "I" Shuttle in the City of Irvine. Some routes run during the midday peak period to take workers to lunch areas while other routes run during the peak periods and take passengers to transit stations.
- Consider the possible implementation of a Bus Rapid Transit (BRT) system on Arrow Highway in the future. This system would operate similar to the Metro Rapid or Foothill Transit Silver Streak between the Montclair Transit Center and the El Monte Transit Center. The Silver Streak serves as a regional system whereas a BRT along Arrow Highway would primarily serve more local destinations.

Roadway Improvements

- Implement traffic signal coordination on Arrow Highway, Grand Avenue, and Citrus Avenue to improve traffic flow. If a BRT system is introduced, the buses would most likely employ a signal prioritization system.
- Construct bus turnouts to minimize traffic delay, positioned after the intersection. The turnouts should be at least 120 feet in total length to fit a 40 foot bus: 40 feet for transition, 40 feet for the stopping area, and 40 feet for transition back into traffic.
- Extend raised medians along Arrow Highway to improve traffic operations, reduce mid-block left turns and improve safety.
- Reduce the number of driveways and curb cuts along Arrow Highway for traffic safety and operational improvements.
- Extend and enhance bike trails/routes and pedestrian friendly intersections.

Strategy #7: Beautify the Corridor's Right-of-Way

The area in which the jurisdictions can exert the greatest amount of influence on the look and feel of the corridor is in the public right-of-way. By improving the parkway, median, and building forms, the jurisdictions will be able to define the corridor's districts, nodes, and gateways.

Extension of Raised Median

The extension of the raised median in the City of Irwindale would enhance the streetscape, reduce the number of left turning vehicles, and improve through traffic flow. The raised median should contain a combination of native, drought tolerant landscaping as well as periodic elements of public art and signage.

Through the industrial and retail districts, the landscaping should be low lying and include taller trees with elevated canopies (or no canopy) to allow businesses to gain exposure to both eastern and western streams of traffic. In the retail district, trees (or a cluster of trees) in the median should be spaced approximately 75–100 feet apart, while trees in the median of the industrial district should be spaced 50–75 feet apart. The median in the residential district should be more lush and the trees—placed every

25–50 feet on-center— should exhibit large, expansive canopies to soften the street edge and acts as a natural buffer.

Transit Substation in Right-of-Way

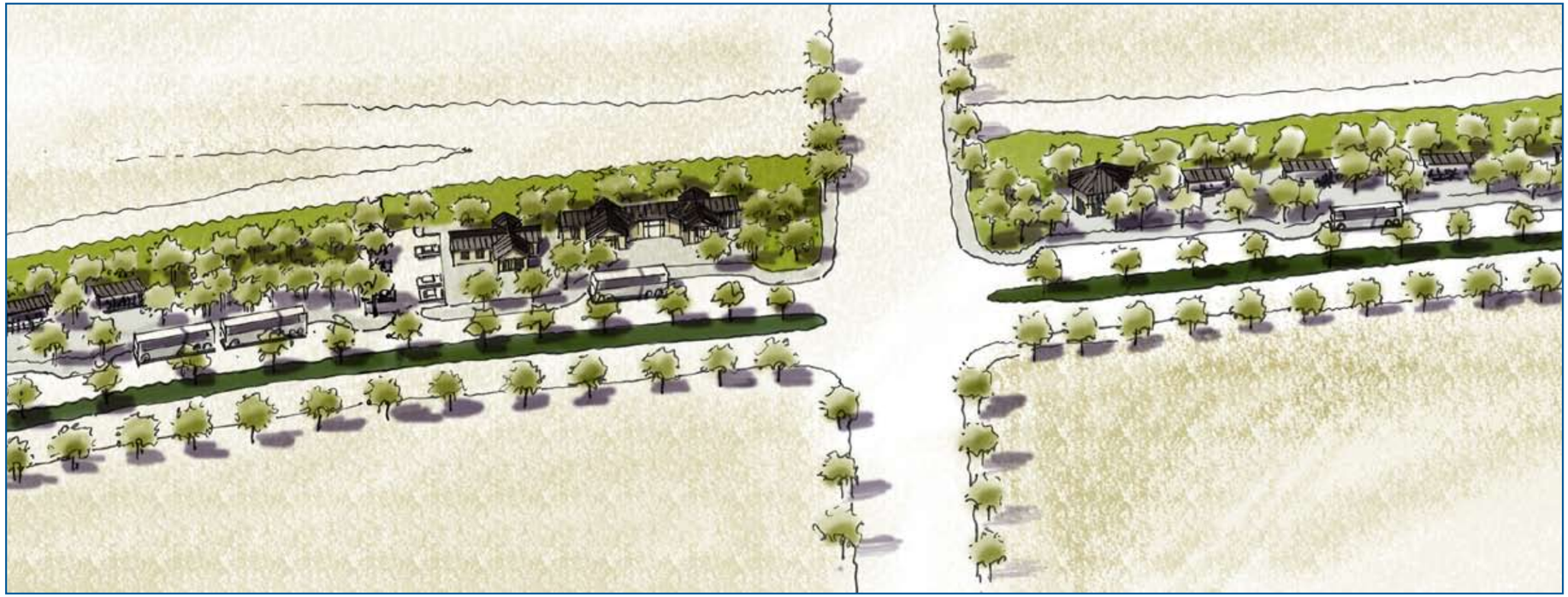
The existing level of transit service, presence of marginal parcels, and excellent level of service along Arrow Highway could allow the treatment of the right-of-way to expand beyond a decorative element and traffic calming device. The right-of-way could help define the corridor by incorporating transit facilities at key intersections. There are three intersections within the corridor where multiple bus lines meet at bus stops on Arrow Highway: Azusa, Citrus, and Grand Avenues. These bus lines carry passengers to local downtowns, employment centers, nearby rail stations, and transit centers.

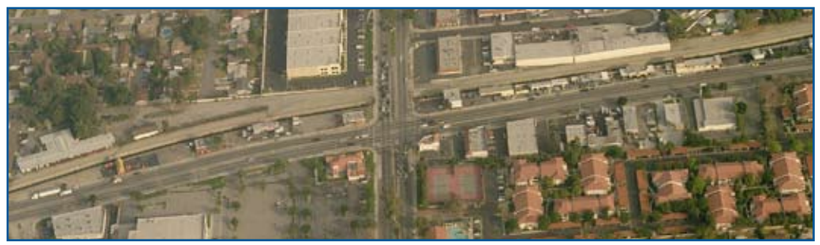
This report provides two illustrations of potential improvements to the right-of-way. The first maintains the existing roadway structure and places a transit substation on the northwest corner of Arrow Highway and Grand Avenue. The parcels at this corner are too shallow to support a number of successful commercial businesses; however, they could offer an excellent location for a bus substation combined with a small food establishment and/or retail establishment.

The idea is to provide an attractive space where transit riders could gather in the morning and grab a quick breakfast (or a quick snack on the way home from work). The small substation would display a real-time electronic timetable of the schedule for local buses, Metrolink, Metro Gold Line, and the Silver Streak. During non-commuting hours, the food or retail establishment would benefit from a corner location and a small but adequate parking area.

The second concept expands the median's role and physical dimensions to incorporate the transit substation in the center of the roadway. The marginal parcels are converted into the new northern travel lanes of Arrow Highway. A transit substation could be located on either or both sides of Grand Avenue and host food or retail establishments as well as open space areas similar to Euclid Avenue in the City of Ontario. At the intersection, left turn pockets would be introduced to facilitate traffic flow.

Conceptual Illustrative #1: Right-of-Way at Arrow Highway and Grand Avenue Improved with a Landscaped Median and Transit Substation/Food/Retail Business on the Northern Edge





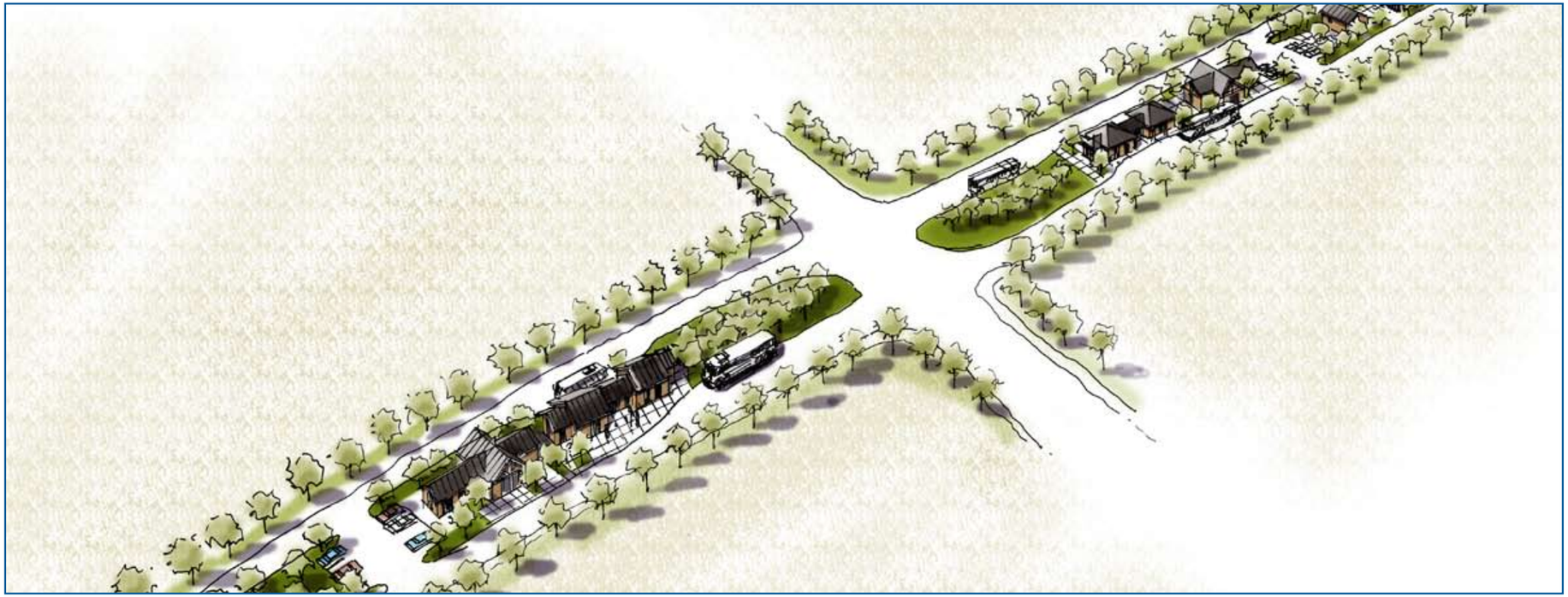
Parkways

Other potential improvements include the creation of wider sidewalks and parkway landscaping to improve the pedestrian environment. These measures could be accomplished by removing on-street parking in the residential district and narrowing the existing curb lane.

The southern side of Arrow Highway at Barranca Avenue has become a place for trucks to stop and rest beside the oleander-screened fence of the retention basin. By improving the retention basin and expanding the parkway, the fence and oleander could be replaced by attractive street trees and a view of trails and wide open spaces.

Additionally, the overhead power and phone lines should be moved underground if at all possible. The parkway areas are generally 10 feet wide, which is wide enough for a very pleasant combination of walkway and landscaping. The powerline poles not only add visual clutter to the streetscape, they also bisect the parkway and create physical obstacles.

Conceptual Illustrative #2: Right-of-Way at Arrow Highway and Grand Avenue Improved with a Transit Substation/Food/Retail Business in an Substantially Expanded Median



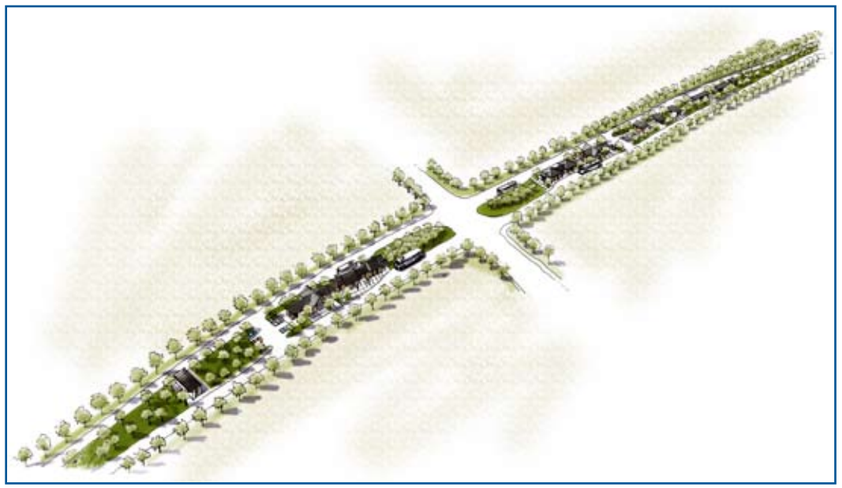
Bus Stops

Bus stops represent highly interactive pieces of street furniture that are used by many and viewed by all who travel the corridor. At a minimum, bus stops should include a sign (with digital schedule if possible), a shade/weather structure, sitting area, and trash can designed to emphasize the identity of the jurisdiction, the corridor, or both.

Building Form

The relationship of the buildings to the street along the corridor is relatively consistent and interacts with the street edge. While the corridor's role as a major east–west thoroughfare for cars and trucks makes it unlikely that Arrow Highway will become a Grand Boulevard for walking and shopping, consideration should be given to the creation of form-based design guidelines or zoning for the corridor.

Not all uses, however, will so easily mold to some of the generic form-based prototypes currently presented in the planning and design field. The auto service uses that dominate the current landscape of the corridor will require



Bus stops can reinforce local identity and improve function. An example from Albuquerque (NM), is shown on the left, while a stop in San Bernardino (CA) is shown on the right.

special attention due to the nature of their work, storage needs, and work area requirements.

Ultimately, the goal is to create a more successful, attractive, and livable corridor. By leveraging the regulatory control jurisdictions hold over the public right-of-way, the image of the corridor can be significantly improved.

Example of an attractively designed auto service business in South Carolina.

Implementation Mechanisms

Overview

The division of Arrow Highway among several jurisdictions complicates efforts to revitalize and enhance the corridor in many ways.

- To create identifiable functional districts, adjacent jurisdictions need to have substantially similar (or at least complementary) land use regulations and design standards in district areas.
- Each jurisdiction can approach the issue of excess auto services differently, but each jurisdiction's treatment of auto services will affect the range of viable uses on adjacent and nearby properties.
- Reducing the excess supply of retail uses and concentrating retail at nodes might affect individual jurisdictions differently; a means to share the burden of forgone taxable sales could increase the likelihood of effectively addressing the over-retailing problem.
- Coordinated landscaping, streetscaping, and medians will require adjacent jurisdictions to coordinate public works activities.

This section describes alternative ways the Arrow Highway jurisdictions could coordinate their efforts to revitalize and enhance the corridor. The first part describes the type of institutional structure that will guide and maintain the cooperation effort. The second part describes the types of projects that the jurisdictions could work on jointly to address corridor-wide or node-specific issues. Finally, the third part recommends some initial steps to start a cooperative planning effort.

Institutional Structures for Corridor Planning

The ways that jurisdictions can cooperate range along a continuum from purely voluntary cooperation to the formal establishment of new legal entities with specified regulatory powers.

Voluntary Cooperation

At the simplest and least formal level of cooperation, two or more jurisdictions could work together to study problems and make recommendations back to their respective planning commissions, councils, and boards. California Government Code Section 65101 (within the local planning chapter) allows two more legislative bodies to:

…authorize their planning agencies, or any components of them, to meet jointly to coordinate their work, conduct studies, develop plans, hold hearings, or jointly exercise any power or perform any duty common to them.

Joint Planning Agency or Commission

Two or more jurisdictions could appoint a joint planning commission or agency to prepare an advisory master plan, general plan, and/or specific plan for the corridor area. The agreement creating a joint planning agency or commission could delegate regulatory authority (e.g., zoning or specific plan) or could retain that power within each underlying jurisdiction. A joint planning agency or commission, however, represents a more formal level of cooperation because it creates a new legal entity. California Government Code Section 65101 specifically allows two or more legislative bodies to:

…create a joint area planning agency, planning commission, or advisory agency for all or prescribed portions of their cities or counties which shall exercise those powers and perform those duties under this title [Title 7, Planning and Land Use] that the legislative bodies delegate to it.

Institutional Cooperation

El Camino Real, San Mateo County, CA
Grand Boulevard Initiative

The Bay Area's El Camino Real—the major arterial running from San Francisco to San Jose—is undergoing transformation overseen by an ad-hoc committee whose intent is to rehabilitate 43 miles of the corridor.

For more than 40 miles between San Francisco and San Jose, El Camino is a traffic-choaked arterial road lined with strip commercial centers, used car lots, fast-food drive-throughs, and suburban bric-a-brac that has grown up over decades. People who live in San Mateo and Santa Clara counties avoid El Camino Real whenever possible.[11]

The Grand Boulevard Initiative includes a 47-member task force with representatives from both San Mateo and Santa Clara Counties, all 19 cities along the corridor, Caltrans, local transit agencies, civic groups, business organizations, and labor unions. To date, 10 cities, the San Mateo County Transit District, and the San Mateo City/County Governments Association have adopted the tasks force's guiding principles.

An El Camino Real Incentive Program Planning Grant has also been established and offers significant financial incentives to the jurisdictions along the El Camino Real if they conduct planning studies to upgrade the appearance of the street, provide more housing and jobs in the corridor, and increase transit usage.

The coordination of this program supports the performance target of ensuring that all projects and programs implement the County's Visioning Commitments and Goals, including redesigning the urban environment to increase vitality, expand variety, and reduce congestion.

Downtown Waterfront, San Diego, CA
North Embarcadero Visionary Plan and JPA

The 1997 North Embarcadero Visionary Plan (NEVP) for the downtown waterfront in San Diego was developed by the city, the Centre City Development Corporation (CCDC), and the Port of San Diego.

In 2003, a Joint Powers Authority was created by the San Diego Unified Port District and the CCDC to bring the schematic design phase and development of the financing/phasing plan for the project to a successful conclusion. The schematic design for the NEVP won the unanimous support of both the Board of Port Commissioners and the CCDC's Board of Directors at a special joint meeting held in October 2005. Both boards adopted a resolution to approve the recommended first phase of the project.

Talega Specific Plan, Orange County, CA
Talega Joint Planning Agreement/Authority

The City of San Clemente and Orange County created the Talega Joint Planning Agreement and Authority in 2005 to regulate the development of approximately 792 acres in the unincorporated portion of the county and partially in the city's Sphere of Influence. As member agencies, the city and the county retain the power to adopt and enforce building, zoning, planning, and other land use regulations in their jurisdictions.

Otay Ranch Development, Chula Vista, CA
Joint Exercise of Powers Agreement

The Otay Ranch development in Chula Vista also involved the creation of a joint exercise of powers agreement (JEPA) between San Diego County and the City of Chula Vista. According to the Local Government Commission, a JEPA—more commonly known as a joint powers agreement—is an alternative way to establish a formal, legal agreement between two or more entities that share a common power and jointly implement programs. This process, however, did not entail creating a new, separate government organization. Instead, the two entities developed a plan for the area and under joint ownership managed the decision-making process, including annexation of county land into Chula Vista to complete the 23,000-acre site.

San Gabriel Valley, CA
Housing Endowment and Regional Trust JPA

The San Gabriel Valley Council of Governments (SGVCOG) proposed the formation of a housing endowment and regional trust (HEART) JPA to oversee a housing trust fund. As proposed, the HEART JPA would consist of all 31 San Gabriel Valley cities and therefore require 16 cities to approve it at the COG level. Requiring a majority of member agencies is customary in forming a JPA; however, a JPA for Arrow Highway could be created by only those jurisdictions wishing to participate. To date, the HEART JPA has not been established.

Joint Powers Authority
Two or more jurisdictions could create a joint powers authority and delegate to the new authority the power to plan and zone all or portions of the corridor, to construct and maintain improvements, and any other local powers. Because a joint powers authority (JPA) would constitute a new legal entity, it could be given bonding and revenue power, and it could be delegated many local powers and responsibilities beyond planning.

The San Gabriel Valley Council of Governments is a joint powers authority created by 31 cities, three county supervisor districts, and three water agencies. A JPA is the most formal level of agreement and cooperation. California Government Code Sections 6500–6536 enable the use of joint powers authority, with Section 6503.5 reading, in part:

Whenever a joint powers agreement provides for the creation of an agency or entity that is separate from the parties to the agreement and is responsible for the administration of the agreement, such agency or entity shall…cause a notice of the agreement or amendment to be prepared and filed with the office of the Secretary of State.

Types of Cooperative Projects for Planning, Implementation, and Finance

A variety of projects can be coordinated and implemented among multiple jurisdictions to address subregional issues or improve lands within two or more jurisdictions.

Joint General Plans
The general plan is California's version of the master or comprehensive plan. Required by Government Code Section 65300, it provides the road map for future development for a city or county.

A joint general plan contains the same mandatory elements as a general plan, but is developed in collaboration between two or more jurisdictions. Government Code 65300 authorizes cities and counties to adopt a general plan for any land outside of their boundaries that comprises the joint planning area.

Joint Specific Plans
Another possible solution to guide future development, and sometimes connect existing pieces of the urban fabric, is a specific plan.

A specific plan is a special set of development standards that apply to a particular geographic area. Under California law, specific plans create a single, coordinated planning process for development and infrastructure. The specific plan is not part of the general plan. Legally, the specific plan functions as a zoning ordinance.

Government Code Sections 65450–65457 state that a local government may "prepare specific plans for the systematic implementation of the general plan for all of or part of the area covered by the general plan." Previously cited Section 65101 allows cooperating jurisdictions to jointly exercise the power to create specific plans or to delegate that power to a joint planning agency or commission.

Specific plans are used in many different contexts, and may be initiated by either the local government or the developer. Specific plans can be policy oriented, regulatory oriented, or both.

A multi-jurisdictional specific plan would address and coordinate development type and intensity, design, infrastructure needs, and implementation and financing mechanisms across jurisdictional boundaries to maintain a certain level of consistency throughout the designated area.

A specific plan for Arrow Highway, or for portions of the corridor, could deal with a variety of joint planning and financial issues that arise if development is shifted among jurisdictions. For example, some cities might end up with more or less retail or housing, which can be redistributed based on an overall strategy for the corridor.

Cooperative Projects

Santa Clarita, CA
Santa Clarita Valleywide Plan

The Santa Clarita Valleywide Plan is a 20-year general plan for the Santa Clarita Valley jointly prepared by Los Angeles County and the City of Santa Clarita. The plan contains all required general plan elements. Policies and programs were developed by other groups involved in the long-range planning process, including public agencies and residents of the valley. The planning area also includes the unincorporated communities of Stevenson Ranch, Castaic, Val Verde, Agua Dolce, and the future Newhall Ranch. When completed, it will be adopted by both jurisdictions, which will then retain individual land-use power to implement the plan in addition to their own general plans.

La Grange, CA
Don Pedro Lake Specific Plan

A specific plan was devised in the late 1980s for Lake Don Pedro, a rural community project straddling the county line between Mariposa and Tuolumne counties. The two counties had an agreement regarding financing and procedural responsibilities during the CEQA and processing phase of the subdivision. The Mariposa County 2006 General Plan maps out the vision for future planning efforts between the two counties for Lake Don Pedro through a Town Plan, which applies different policy approaches than those found in the county general plan.

The plan does not provide guidance for future administration of the specific plan but county staff foresees its implementation occurring separately by the two counties.

Yosemite National Park, CA
Wawona Specific Plan

Also within Mariposa County and located completely within Yosemite National Park, the unincorporated community of Wawona has a specific plan that addresses its unique regulatory and planning issues. Entirely privately owned, land in Wawona is managed by the county. The plan is multi-jurisdictional in the sense that both the county and the Parks Service must approve land use plans for the area.

Cities of Anaheim and Orange, CA
Archstone Gateway Specific Plan

The City of Anaheim and the City of Orange worked collaboratively to permit the development of an 884-unit apartment complex on a 21-acre site that was bisected by the jurisdictional boundary of the cities. Approximately 12 acres of the site are located within Orange, which accommodates a little over half of the proposed units.

After several years of working jointly through complexities surrounding infrastructure and service provision to the site, the City of Orange adopted the Archstone Gateway Specific Plan and the City of Anaheim approved a conditional use permit for the area within their respective jurisdictions. Both jurisdictions maintain land use authority and provide their own services and utilities, but the exterior of the project is intended to give the appearance that it is located in one city.

Southern and Northern California
Sales Tax Rate and Revenue Sharing

In Alameda County, the Cities of Livermore, San Leandro, and Dublin impose a 1 percent local tax rate while the remainder of the Cities imposes 0.95 percent. Special taxing districts may impose an additional amount, which is added to the standard statewide rate.

South of Los Angeles on the Palos Verdes Peninsula, the Cities of Rancho Palos Verdes and Rolling Hills Estates have an "extra-statutory" sales tax sharing agreement based on the sales tax generated by the Peninsula Shopping Center in Rolling Hills Estates. The City of Rancho Palos Verdes receives 8.2 percent of the revenues generated by the shopping center annually.

Similarly, the City of Chico shares 5 percent of its sales tax revenues with Butte County, which settled litigation over Chico annexations that the county was against.

City of San Leandro and Alameda County
Joint Redevelopment Area

The City of San Leandro and Alameda County maintain a joint redevelopment area that was created by the Alameda County Board of Supervisors and San Leandro's redevelopment agency. An amendment to a memorandum of understanding delegates redevelopment jurisdiction of County area projects to the redevelopment agency.

According to the city, the project area was created to "cooperatively address the problems of blight existing in contiguous city and county areas." Both entities retain separate control over the planning and implementation of projects within their respective incorporated

and unincorporated areas. However, the two public authorities maintain an administrative relationship for certain reporting and notification requirements. There is also a Joint Project Area Redevelopment Advisory Committee that meets on a monthly basis to discuss projects and programs in the area.

City of Covina and Los Angeles County Coordinated Repayment of RDA Debt

As the authorized recipient of the tax increment pass-through, Los Angeles County eliminated the time limit on the City of Covina's 1983 Revitalization Redevelopment Project No. 2. Eliminating the time limit will enable the Covina Redevelopment Agency to issue debt to finance continued redevelopment activities including a housing development, near the Covina Metrolink station, a loft and mixed use project, and the reconstruction and expansion of the Citrus Valley Health Partners Hospital. This type of collaboration can extend the useful life of a redevelopment area that still stands to benefit from redevelopment activities.

City of Carlsbad Infrastructure Financing District

Following the opinion of the Attorney General validating the use of IFDs, the City of Carlsbad formed a 200-acre IFD in 1999 to fund the public works for a new hotel located adjacent to Legoland theme park.

Sales Tax Sharing

In California, because of the limitations placed by Proposition 13 on how much cities can raise through property taxes, communities are particularly reliant upon sales tax revenues. Sales tax is typically distributed to jurisdictions based on the location where retail transactions take places. Sales tax sharing allows local jurisdictions to distribute tax revenue differently to compensate jurisdictions that may feel the impact but not receive the benefit of retail activity.

This could be important in Arrow Highway if retail activity is removed from the midblock areas and concentrated at the nodes. Jurisdictions along Arrow that lose revenues when commercial uses are relocated to nodes in other jurisdictions could recoup that revenue through such an agreement. There are four types of sales tax sharing:

1. Sales tax rate sharing between cities and counties, which is by far the most common method

2. Sales tax revenue sharing, which is less common, but occurs under special circumstances

3. Sharing revenues based on sales taxes as an "extra-statutory" provision, occurring when a jurisdiction extracts a portion of sales tax revenues to pay for services

4. Sales tax sharing based on clarification of "place of sale"

Sales Tax Rate Sharing

Cities and counties in California can share the sales tax rate. In almost 20 counties in the state, cities collect less than 1 percent of the total sales tax rate, called the local sales tax portion, with the remainder levied by the county governments. The pass-through amount is the amount that goes to the county and can be negotiated on a contractual basis between the two entities. In Los Angeles County, cities collect the maximum 1 percent local sales tax rate. But not all cities are required to impose the same amount.

Some cities make arrangements to pay for services provided by the respective county by providing a percentage of the city's local tax that the State Board of Equalization pays directly to the county. A city may adopt an ordinance to impose a local tax rate of less than 1 percent, meaning the remainder of the 1 percent that would otherwise go to the city will default to the county. The county must also pass an ordinance confirming the agreement.

This arrangement could particularly benefit Los Angeles County if the unincorporated portions along Arrow Highway continue to take on a larger share of housing obligations, as defined by the RHNA process.

Sales Tax Revenue Sharing

Government Code Section 55700, et al, authorizes two or more jurisdictions to share sales tax revenues to offset impacts of residents of one community shopping in another. The jurisdictions involved may negotiate an agreement's specific terms, but each legislative body must adopt the agreement by ordinance with a two-thirds majority vote. This type of agreement could allow each jurisdiction to receive its current percentage of corridor sales tax revenue in the future, as mid-block retail is phased out and new retail is concentrated at key nodes.

Sharing Revenues Based on Sales Taxes

Jurisdictions can also agree to share general revenues (property taxes, fees, etc.) based on the level of sales tax collections. One jurisdiction receives some amount of revenues from the other—based on either a formula or a set amount. Revenue sharing generally takes place through negotiations between the two legislative bodies, as there is no statutory authorization for sharing revenues based on sales tax collection.

Sales Tax Sharing Based on Clarification of "Place of Sale"

Uniform Local Sales and Use Tax Regulation 1802 authorizes cities and counties to divide the revenues from a retail establishment that straddles jurisdictional boundaries, with sales being made in more than one jurisdiction. New retail along Arrow Highway can split revenues based on the percentage of sales occurring at each place. A separate sub-permit is issued for the same location in each jurisdiction. This is not considered revenue sharing, but is a clarification made by the Board of Equalization of "place of sale."

Joint Redevelopment Project Areas

Redevelopment (RDA) project areas enable redevelopment agencies to receive and spend property tax revenues from the adoption of a redevelopment project in blighted areas. The new increment of property tax revenues resulting from new investment in the area finances debt issued to pay for the project.

The concept of tax-increment financing (TIF) is to use the future growth in property tax revenues generated within a redevelopment area to finance the redevelopment program itself. Most often, redevelopment agencies issue bonds against this property tax "increment" to pay for public investments inside the redevelopment area. Each local government with property tax authority in the area—including the cities, county, school district, and any special district—share a pool of property tax revenue.

Joint RDA Project Areas

California Health and Safety Code Section 33210 authorizes two or more agencies within different communities to conduct their redevelopment activities jointly.

Additionally, the legislative body of one community may delegate the redevelopment of an area with a shared boundary to the neighboring jurisdiction, per Health and Safety Code Section 33213. This requires an amendment to both redevelopment plans, which triggers additional legislative review and documentation. A public hearing, preparation of a report that contains maps and descriptions of the blighted areas, the proposed method of financing the program, and in some cases changes to the general plan may be required for modifications to project area boundaries. Copies of the ordinance adoption, the amendment, and a description of the project areas must be sent to all possible affected public bodies.

Specific plans are also often used to improve the areas that may at the same time be subject to a redevelopment plan. Based on the previous specific plan discussion, the jurisdictions could simultaneously prepare and adopt both a redevelopment plan and a specific plan, bringing stakeholders together at the beginning of the development process.

Coordinated Repayment of Redevelopment Debt

Government Code Section 33333.6 establishes time limits for incurring and repaying indebtedness and for the duration of plan activities for redevelopment plans adopted prior to January 1, 1994. An agency may not establish indebtedness beyond the later of 20 years from the adoption of the redevelopment plan or January 1, 2004. After this time, an agency no longer has the authority to pay indebtedness or receive tax increment revenues unless blight remains within the project area.

Jurisdictions could also work together to repay redevelopment debt by making agreements with each other to divide the debt repayments. This could be a way to divide debt proportionally, in keeping with the benefit each jurisdiction reaps from the redevelopment area; or it could be a way to divide debt disproportionately, as a way of compensating jurisdictions for accepting RHNA obligations or surrendering sales tax revenue.

Infrastructure Financing Districts

It may also be possible to create an interjurisdictional TIF district without a blight

finding. Government Code Section 53395 gives local governments the authority to create Infrastructure Finance Districts (IFD). Within an IFD, local jurisdictions can pay for public works at a regional level. Similar to a TIF district, IFDs can divert property tax revenues for 30 years to finance a number of capital projects, including highways, transit, water systems, sewer projects, flood control, child care facilities, libraries, parks, and solid waste facilities.

However, unlike TIF, which is primarily used to finance projects in redevelopment areas, properties in an IFD do not have to be blighted. For that reason, redevelopment areas and IFDs cannot share boundaries. Similarly, schools cannot divert their property tax increment to IFDs like they can for TIF.

In order to form an IFD, the lead jurisdiction must develop an infrastructure plan, notify every property owner in the affected area with a written notice, consult with the other local governments, and hold a public hearing. Every affected jurisdiction that will contribute its property tax increment to the IFD must approve the plan. Even then, the city or county must get the voters' approval to:

- Form the IFD
- Issue bonds
- Set the IFD appropriations limit

Forming the IFD and issuing bonds to finance it require a two-thirds voter approval, while setting the IFD appropriations limit requires a majority voter approval. For this reason, among others, no jurisdictions created an IFD for almost 10 years following the passage of the IFD Act. The reluctance on the part of local officials rested partially in questioning the constitutionality of diverting property tax from a property that was not in a redevelopment area.

A bill pending in the legislature would create another situation under California law in which TIF can be used in the absence of blight. AB 1221 would allow TIF within certain transit village development districts. It has passed the assembly and is pending in the senate. These provisions might not apply to Arrow Highway since it currently has no rail or bus rapid transit lines; however, they could be particularly useful for improvement of storm drain channels or the right-of-way in the area.

Steps towards Cooperative Planning in the Corridor

Through a series of interviews with the Arrow Highway jurisdictions, the team learned of the past and possible future joint planning efforts in the area. All jurisdictions are amenable to staffing a steering committee or task force that would serve as an advisory body for the corridor.

Planning representatives from each jurisdiction currently attend and participate in a Planners Technical Advisory Committee as part of the San Gabriel Valley Council of Governments. Rather than create another institutional system and set of meetings, the Arrow Highway corridor jurisdictions could use the existing structure and meetings system of the SGVCOG Planners TAC to create an Arrow Highway Task Force. Planning staff from each jurisdiction as well as representatives from the public works departments could be augmented by representatives from local transit and infrastructure agencies to act as a technical advisory committee.

The jurisdictions felt, however, that the task force would have to ultimately evolve into a more binding institutional structure and/or a joint planning effort. To be effective, the jurisdictions thought that a purely voluntary effort would not be as effective or sustainable. At the same time, the jurisdictions are leery of giving up their land use authority and control over their sales tax base.

Starting the corridor planning process with a voluntary vision plan or master plan will build the confidence of planners and elected officials. Moving forward with more formal and regulatory cooperation will require this confidence.

The jurisdictions could work together through the task force to form a JPA after additional study on the corridor. A JPA could also be formed to implement and finance jointly approved improvements and a master planning document. The Arrow Highway corridor merits the creation and adoption of a joint master or specific plan to comprehensively guide development of all jurisdictions. The task force (or JPA) could generate a master plan for the entire corridor that sets forth land use and design policy. It could recommend or adopt specific plans for key nodes or districts in the corridor. The master plan and specific plan(s) could be crafted to ensure each jurisdiction retains local land use authority.

The County is willing to provide the leadership necessary to begin coordinated efforts along the corridor. Political will was cited as the most important factor in creating a joint planning system for Arrow Highway. The cities often look to the County for leadership and the County has focused more recently on working with the cities to help them achieve their planning goals. Following this growing interest in city-county collaboration, both County Supervisors District offices have expressed a desire to create a multi-jurisdictional advisory committee for Arrow Highway.

Table 6: Comparison Matrix of Cooperative Planning Projects/Systems

Cooperative Project/System	Pros	Cons
Joint General Plan	Maintains local control over land use decisions	Non-regulatory and non-binding
Joint Specific Plan approved by all jurisdictions	Maintains local control; creates single, coordinated planning process for development and infrastructure; City or County can charge developers for cost of preparing plan	Non-regulatory and non-binding; may require specific legislation
Joint Specific Plan approved by a joint powers authority	Regulatory entity that can resolve issues that transcend jurisdictional boundaries	Requires substantial political will to create a JPA, staff a board, and develop regulations; requires Articles of Incorporation, establishment of bylaws, and Operating Agreement
Sales Tax Sharing	Alleviates disparity among jurisdictions associated with new development; extra-statutory sales tax sharing agreement does not require majority voter approval	Sales tax revenue sharing requires majority voter approval; both sales tax rate and extra-statutory sales tax sharing require substantial political leadership.
Joint Redevelopment/Sharing Tax Increment Revenue	Both entities maintain separate control over planning and implementation of projects; tax increment financing available for redevelopment activities; redevelopment plan could be developed simultaneously with specific plan	Delegating redevelopment authority to another jurisdiction requires an amendment to both redevelopment plans; may require specific legislation
Infrastructure Financing District (IFD)	Pays for infrastructure improvements without blight finding required by redevelopment law	Not commonly used; cumbersome approval process; IFDs and TIF district cannot share boundaries

Conclusions and Next Steps

Overview

Extending 8.5 miles from the City of San Dimas to the I-605, the Arrow Highway corridor is a collection of jurisdictional and land use fragments. Although home to approximately 60,000 residents who live in six different jurisdictions, a wide range of residential and non-residential uses can be found in the corridor:

- Single and multifamily homes
- Retail and entertainment uses
- Auto service centers
- Industrial parks
- Schools and parks
- Large flood control facilities

Lacking any cohesive design, character, or purpose, the corridor functions primarily as a major east–west thoroughfare for automobiles and trucks. A large amount of auto service uses seems to indicate that the corridor may serve as a regional center for auto-related uses; however, the existing businesses are not thriving and face competition from a regional center in West Covina.

The corridor also suffers from an oversupply of general retail development and a collection of marginal parcels created by a system of storm drainage channels. Together, these issues have prevented the corridor from evolving in a focused manner, retarding potential economic growth and prosperity.

However, the corridor benefits from a high level of mass transit activity, both along and connected to Arrow Highway. A number of Foothill Transit bus lines stop at or connect through the corridor to reach nearby rail stations or transit centers.

A large amount of vacant and underutilized land dots the corridor and could host new housing, commercial, open space, and mixed-use development. Finally, an untapped system of open space and pedestrian/bicycle highways is available in the form of the drainage channels.

Through coordinated improvements, the Arrow Highway corridor could be refined into three distinct districts. These districts, listed below, would help define the corridor and provide a basic framework to guide redevelopment activities and new development projects.

1. An industrial district that reflects the nature of the Irwindale and northern Baldwin Park
2. A retail district that capitalizes on the volume of traffic and activity that takes place on the major north–south roads
3. A residential district that recognizes the lower traffic volumes and residential character of the City of Glendora and the community of Charter Oak

Additionally, a number of land use, circulation, and design strategies could provide catalytic improvements to the corridor that stimulate broader change. To comprehensively and sustainably improve the corridor, however, the jurisdictions will need to collectively leverage their political, regulatory, financial, and physical resources. The following short-, middle-, and long-term steps should be considered to jumpstart and perpetuate change in the corridor.

Next Steps

Short Term (0–3 years)

1. Create an Arrow Highway Task Force

A task force should be created either within the SGVCOG or as a separate entity to continue study on the corridor and begin to create a multi-jurisdictional planning effort. The task force should include staff from both planning and public works departments from the jurisdictions, as well as representatives from the County Supervisorial Districts. Other members should include Foothill Transit, SCAG, SGVCOG, and the LACFCD. The County of Los Angeles appears to be best positioned to take the lead as a project champion. The task force may ultimately decide to form a JPA.

2. Create a Corridor Master Plan

After the task force has been assembled, the members should work towards the creation of a master plan for the corridor. The master plan may consist of a comprehensive vision plan or a series of specific plans for key intersections or districts. A more detail market study should also be conducted to provide a solid foundation for any land use decisions.

3. Gain Control of Key Parcels

The jurisdictions should begin to purchase vacant and underutilized land along the corridor, particularly at the key intersection of Arrow Highway and Azusa Avenue. Cities with redevelopment powers should begin to acquire land in existing project areas along the corridor. Additionally, significant improvements of uses that conflict with the focus envisioned for each of the three districts identified in this report should be discouraged.

4. Expand Redevelopment Project Areas

The City of Baldwin Park should designate the southern portion of Arrow Highway as a new redevelopment project area. Significant blight, both physical and economic, can be found throughout the parcels that sit along the corridor. Other jurisdictions may consider expanding existing redevelopment project areas, although it would be considerably more difficult.

5. Encourage Retail and Auto Consolidation

Marginal retail and auto uses should be identified and encouraged to consolidate and relocate into the retail district of the corridor. When consolidated, the number of curb cuts should be reduced and site plans should be required to include designs for shared access. Jurisdictions should also adopt or amend design guidelines and facade improvement programs for businesses that remain.

6. Coordinate Capital Improvement Activities

Every fiscal year, each jurisdiction spends funds to maintain and improve infrastructure systems. Coordinating these improvements, both within and between each jurisdiction, with the goals and strategies of redeveloping the corridor will help jurisdictions cost-effectively improve the backbone systems while also enhancing development potential. For example, the enhanced median started by the City of Irwindale could be programmed into the capital improvement plans of the remaining jurisdictions.

7. Explore Implementation Mechanisms to Reduce the Competition for Retail Development and Expand Housing Opportunities

The current oversupply of retail businesses will continue to handicap the corridor and prevent economic growth opportunities for all jurisdictions. While one or two jurisdictions may reap the lion's share of sales tax revenue, all jurisdictions will continue to struggle with housing the coming growth. The task force should explore implementation mechanisms, such as those explored in this report, to protect and improve the tax base of each jurisdiction while reducing retail and expanding housing opportunities.

Mid Term (3–7 years)

8. Introduce New Development at Key Nodes

Consistent with a master planning document, jurisdictions should introduce or redevelop large retail or mixed-use projects at the corridor's key nodes. New development at the nodes will stimulate further improvement along the midblock locations and throughout the remainder of the corridor.

New development should not be limited to those parcels fronting Arrow Highway and should also be placed along the north–south roadways within the corridor. At some of the smaller nodes, new development should be limited to medium and high density residential projects.

9. Replace Failing Midblock Retail with Residential Uses

In the industrial and residential districts, marginal retail and auto service uses should be replaced with midblock residential projects. The commercial uses that are retained should be limited to neighborhood-serving stores and be located primarily at intersections.

10. Coordinate with Transit Agencies to Improve Transit Operations and Connections

The task force and/or individual jurisdictions should coordinate with Foothill Transit, Metrolink, and Metro to increase headways on the 492 bus line, improve connection schedules between bus and rail lines, and explore the possibility of introducing a local BRT route along Arrow Highway. The opportunity to create an attractive bus substation at the intersection of Arrow Highway and Grand Avenue should also be considered. Smaller bus stops along the corridor should be enhanced to project a positive image for the corridor.

Long Term (7–10 years)

11. Coordinate with the LACFCD to Improve Flood Control Facilities as Trails and Open Space Amenities

The task force and/or individual jurisdictions should coordinate with the LACFCD to implement improvements envisioned by the corridor master planning document that turn the storm drainage channels and retention basins into trails and open space amenities. Any improvements should also be coordinated with the San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy.

12. Underground Overhead Utility Lines

An underground utility district (or other financial mechanism) should be created to plan and finance undergrounding of overhead utility lines along the corridor.

Endnotes

1. 2008 SCAG Regional Transportation Plan Growth Forecast.

2. Residential acreage calculated assuming 10–20 dwelling units per acre.

3. Employment acreage calculated assuming an average of 500 square feet per employee and a floor area ratio of 0.50.

4. San Gabriel Valley Council of Governments, http://sgvcog.org/index.cfm/83351/Critical-Issues.cfm (visited on 6/10/08).

5. Corridors is a broad category representing a wide range of natural and human-made passages. Corridors can be created by or designed for the biological world, such as a wildlife corridor, or used by and designed for people, such as a primary arterial roadway. This project evaluates ways to improve the latter.

6. Discussions with the SGVCOG took place with the Planners Technical Advisory Committee (TAC), which consists of representatives from all of the SGVCOG member cities and Los Angeles County. See the Outreach and Workshop section for additional discussion.

7. Claritas is a national market analysis firm that provides annual demographic data updates using data obtained through federal government agencies, local government agencies and non-governmental sources such as Equifax, Valassis, ADVO, and the National Association of Realtors.

8. San Gabriel Valley Council of Governments, http://sgvcog.org/index.cfm/83351/Critical-Issues.cfm (visited on 6/10/08).

9. Assuming community-scale centers with a 3-mile-radius (6-mile diameter) trade area receive 50 percent of the spending for comparison goods, the 1-mile wide corridor would be expected to capture about 16 percent or 1/6 of its residents' spending at community-scale centers, while the remainder of this spending flows outside of the corridor.
Similarly, regional-scale centers with an 8-mile-radius (16-mile diameter) trade area were assumed to receive the other 50 percent of spending on comparison goods and that corridor would capture 6.25 percent or 1/16 of its residents' spending at regional retail centers. Taken together, these adjustments equate to an expectation that the corridor should capture about 11.5 percent of its residents' total comparison-goods spending.

10. The estimated amount of retail building space was reduced to account for the amount of retail building space that would be supported by spending from outside of the corridor. The corridor contains seven community-scale retail centers between 100,000 and 150,000 (none larger). For these centers, the mile-wide corridor occupies about 26 percent of the entire 3-mile-radius trade area.

Spending from corridor residents was assumed to support about 26 percent of the building space and spending from outside of the corridor supports the remaining 74 percent of the building space. In calculating whether or not there is excess retail, only 26 percent of the building space of the community-scale centers was counted. The total inventory of retail building space is 2,736,929 square feet. Of that, 690,293 square feet is in community-scale centers. Removing 74 percent of this space (505,446 square feet) leaves an estimated inventory of 2,231,483 square feet of retail building space serving corridor residents.

11. Paul Shigley, "Voluntary Effort Sets High Goals For Bay Area's El Camino Real," *California Planning & Development Report* (June 2008): 6–7.

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