

TEMECULA TRANSIT CENTER

Conceptual Planning and Recommendations



SOUTHERN CALIFORNIA



ASSOCIATION of
GOVERNMENTS





Compass Blueprint Program

This project was funded by the Southern California Association of Governments (SCAG) Compass Blueprint Demonstration Project Program. Compass Blueprint provides tools to cities to evaluate planning options and stimulate development consistent with the region's goals. SCAG provides cities with support to help with visioning, infill analysis, policy assistance, economics and marketing, and develop communication tools.

The preparation of this report was funded in part through grants from the United States Department of Transportation-Federal Highway Administration and the Federal Transit Administration-under provisions of the Transportation Equity Act for the 21st Century (TEA-21). Additional assistance was provided by the State of California State Business, Transportation and Housing Agency through the California Regional Blueprint Planning Grant.

Acknowledgements

This project was a collaborative effort involving regional, subregional, and local agencies. In addition to the Compass Blueprint Program funding, funding was provided by Caltrans through a Community-Based Transportation Planning Grant, and by SCAG through Compass Demonstration Project funds. The Western Riverside Council of Governments (WRCOG) took the lead in establishing an advisory committee to guide the station area planning efforts for six jurisdictions in Western Riverside County. The WRCOG TOD Advisory Committee includes members from:

- SCAG
- Caltrans District 8
- Riverside County Transportation Commission
- Riverside Transit Agency
- Riverside County
- Center for Sustainable Suburban Development at UCR
- Endangered Habitat League
- Cities of Riverside, Corona, Perris, Hemet, Moreno Valley, and Temecula

Contents

Introduction..... 1
 Project Summary 3
 Existing Conditions 3
 Design Concepts 8
 Recommendations 13

Prepared by:





Introduction

Southern California offers an abundance of recreational, entertainment, and economic opportunities set in a gorgeous living environment that continues to attract new residents and new jobs. The growth in Western Riverside County alone is expected to double both population and employment over the next 30 years. In response, policymakers and developers are taking a new interest in transit-oriented development as a way to accommodate the increased growth, address congestion issues, and promote enhanced commuter transit options.

Compass Blueprint Strategy

In 2001, the Southern California Association of Governments (SCAG) started a regional visioning process that culminated in a strategy for regional growth that would accommodate the coming growth while providing for livability, mobility, prosperity, and sustainability. This strategy, called “Compass Blueprint” promotes a strong link between regionwide 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 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

Compass Blueprint is now in the implementation phase and SCAG is partnering with cities and counties in southern California to realize this growth vision on the ground. A series of Compass Blueprint Demonstration Projects were conducted that exemplify the goals shared by the Compass Blueprint and unique visions of local communities. Led by the Western Riverside Council of Governments (WRCOG), the Temecula Station was selected to be one of these demonstration projects.

Demonstration Project Summary

This document is intended to facilitate the development of the future bus transit station in Temecula. In addition, it addresses conceptual design and development of surrounding uses including the Murrieta Creek Recreation Basin and potential

transit-oriented uses to the north.

To assist the City in further developing a vision for the station area that considers all the elements of a vibrant transit village, this demonstration project

- conducted circulation analysis that focuses on issues associated with future transit ridership projects and intensification of land uses;
- conducted scale comparison analysis for planning purposes;
- created contextual urban design strategies to intensify land uses;
- created circulation concepts that addressed pedestrian needs within a quarter-mile radius;
- proposed a design vision that illustrates the unique opportunities of TOD development;
- included overall transit village development recommendations to provide guidance through the next planning phases.

Temecula Design Charette & Project Summary

On February 9 2007, The Planning Center met with staff from the City of Temecula, Caltrans, Riverside County Transportation Commission (RCTC), and Riverside Transit Authority (RTA) staff to discuss the opportunities and issues associated with the future bus transit station in the City of Temecula. The charrette included a site tour, a discussion of the site conditions and surrounding uses, and a presentation by RTA on their program needs for the station. The transit site is located at the south corner of Jefferson Avenue and Cherry Street and is part of a larger, 100+ acre site owned by the Riverside Flood Control District. The southern portion of the site will be maintained for flood control purposes, while the northern portion is under design for a large sports complex (Murrieta Creek Recreation Basin). The site will be served by a new 1-15 interchange at French Valley. The City and Flood Control District have negotiated for a 2.5 acre bus transit site.

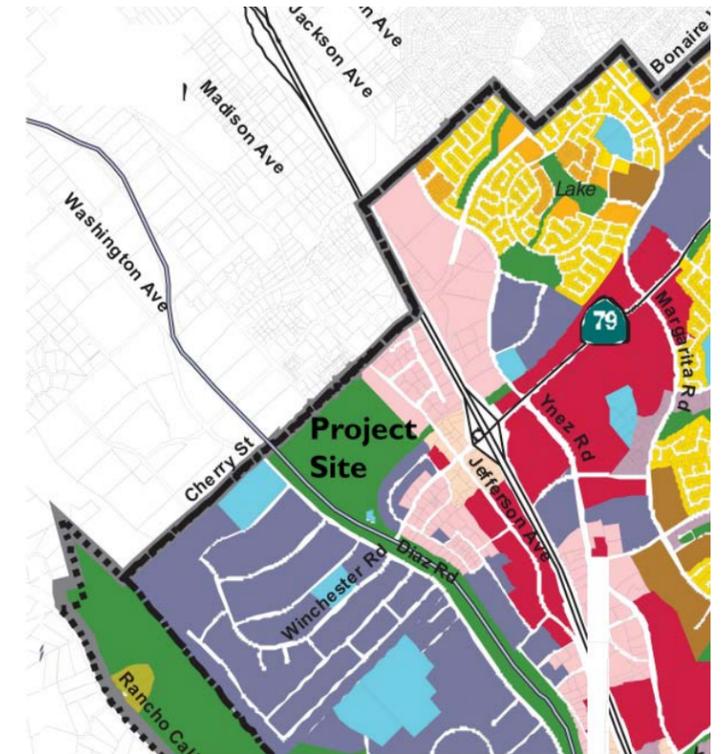
The charrette had four objectives:

1. Define a program for the transit center
2. Identify opportunities to integrate with existing and planned development surrounding the station
3. Develop a preferred concept plan
4. Identify outstanding issues

Program Needs/Issues

- RTA needs a minimum of 2.5 acres for 10 bus bays (with shelters) and 75 parking spaces.
- The site will include restroom facilities.
- Vendors with coffee stands and newsstands will be allowed to operate at the station.
- A total of 300 buses per day are expected to use the station. Bus service includes BRT service and local community service from RTA (16 local lines), and BRT service from San Diego MTA.
- The site will also be used for military shuttles, as a park-n-ride lot for military personnel commuting to the bases in San Diego in the morning.
- The peak hour for bus activity is 4:30–7:30 am and 4:30–9:30 pm.
- The transit site also needs to include a park-n-ride lot for commuters that carpool using the 1-15. These parking stalls can be shared with the parking for the recreation complex, per an agreement with the Flood Control District. However, this parking area should be located with the bus transit parking area for convenience, if possible.
- The freeway interchange has two phases. Phase one begins in 2008 and will include the offramp and road improvements to Cherry Street. The second phase starts in 2011 and includes the remaining improvements.
- Riverside Flood Control District has a concept plan for a future sports park that includes four baseball/softball diamonds, four soccer fields, a tot lot, and parking. This facility is co-located with the future transit station. The District has asked for comments on their concept plan. The envelope for the sports park is fixed due to flood control needs.

This recommendations report presents the results of these actions and provides a vision plan for the Temecula Transit Station. It provides urban design guidance, policy recommendations, and resource information based on transit agency plans for parking and bus service.



Land Use Policy Map

CITY OF TEMECULA GENERAL PLAN

RESIDENTIAL	
HR	Hillside (0-0.1 Du/Ac Max)
RR	Rural (0-0.2 Du/Ac Max)
VL	Very Low (0.2-0.4 Du/Ac Max)
L	Low (0.5-2 Du/Ac Max)
LM	Low Medium (3-6 Du/Ac Max)
M	Medium (7-12 Du/Ac Max)
H	High (13-20 Du/Ac Max)
COMMERCIAL / OFFICE	
NC	Neighborhood Commercial
CC	Community Commercial
HT	Highway Tourist Commercial
SC	Service Commercial
PO	Professional Office
INDUSTRIAL	
IP	Industrial Park
PUBLIC USES & OPEN SPACE	
PI	Public Institutional Facilities
VA	Vineyards/Agricultural
OS	Open Space
TTL	Tribal Trust Lands
	Recreation Commercial Overlay
--- Temecula City Boundary	



Project Site Context

The project site is at the northwestern edge of Temecula bordering the City of Murrieta. The site for the flood control basin and proposed recreational fields is bound by Jefferson Avenue, Cherry Street, and Diaz Road and is situated among industrial and service retail land uses. The project site benefits from its immediate proximity to I-15, the Temecula Valley Freeway. Cherry Street along the northwestern edge of the site will eventually link the freeway with the sports park, bus station, and the proposed academic campus south of Diaz Road.

Land Use

Opportunities and Constraints

- Planned bus station at the intersection of Jefferson and Sanborn presents the opportunity to develop the area between Jefferson and the freeway as a transit-oriented development.
- The parking facilities can be jointly shared between park users and daily commuters. Daily commuters will use the parking during regular commute hours, the park users will use the facilities during evenings and weekends.
- The proposed plans for the academic campus and student housing along Diaz Road increase the number of transit users and present opportunities for enhanced pedestrian and bicycle connections along Cherry Street and across the recreational park.
- Expansive scale, lack of shade trees, steep grade changes, and strict flood control guidelines as mandated by the Army Corp of Engineers are a major constraint for pedestrian and vehicular circulation within the recreation and transit areas. However, with creative landscape design and circulation strategies the recreational basin and transit station can become more accessible and userfriendly.

Circulation

Opportunities and Constraints

- The majority of peak hour traffic will access the bus Transit Station from Jefferson Avenue.
- Existing traffic analysis reveals potential intersection overload at Jefferson and Winchester. The completion of the proposed freeway connection to Cherry Street provides an alternative connection to the freeway.
- The location of proposed high density housing next to transit will likely reduce the trip generation during peak hours.



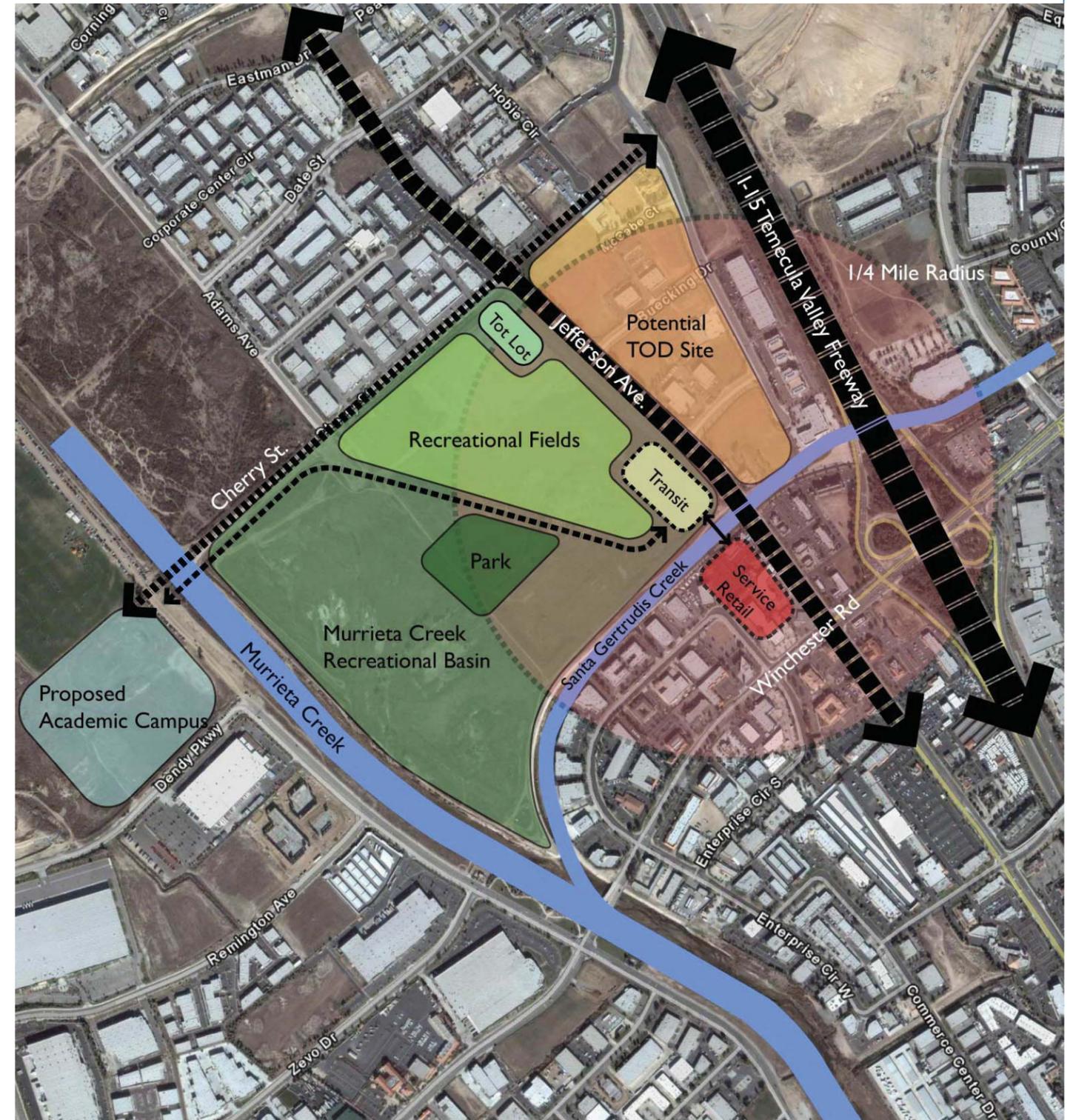
Project Site

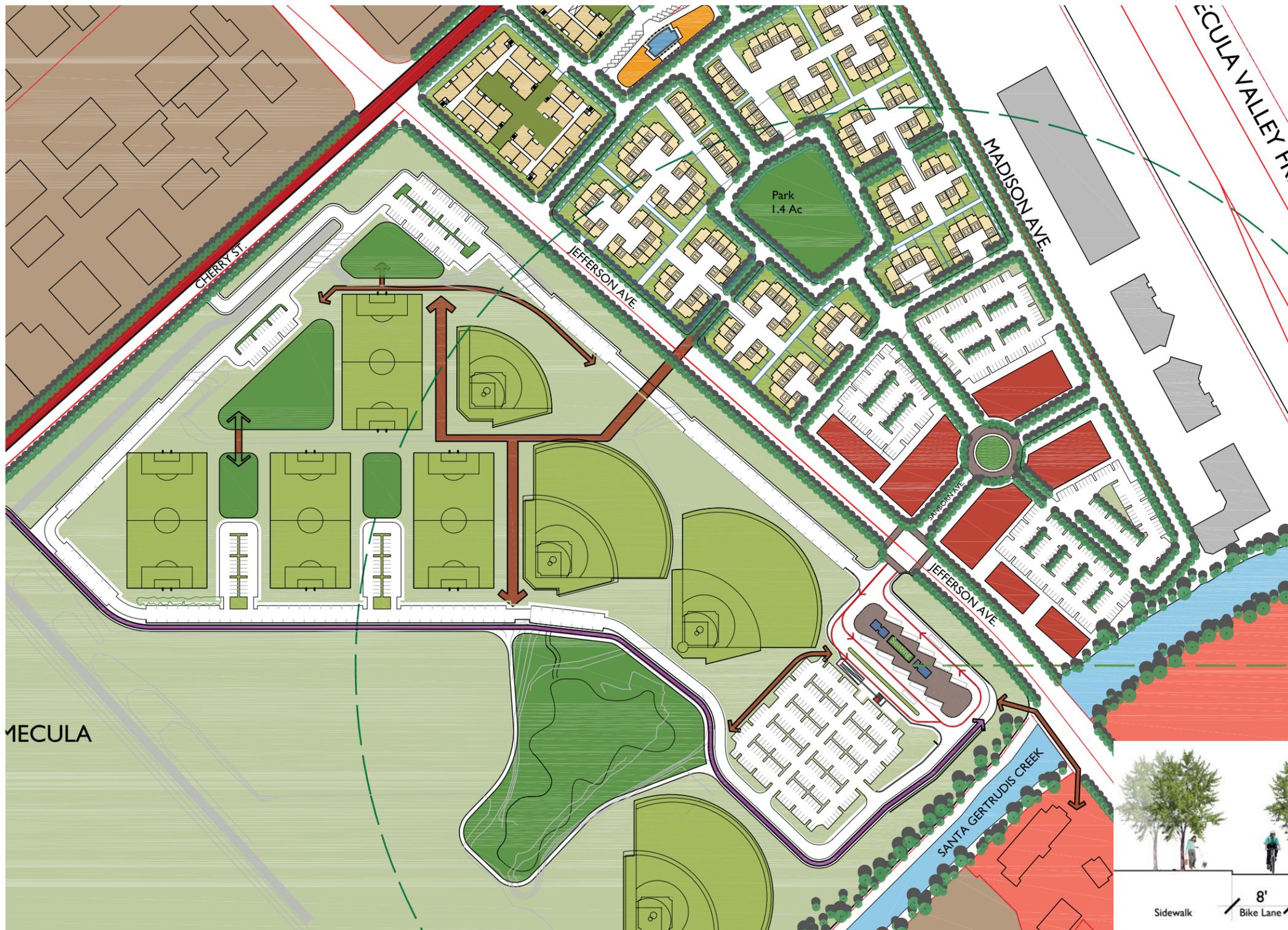


Site boundary along Cherry St.



Proposed Temecula Educational Center



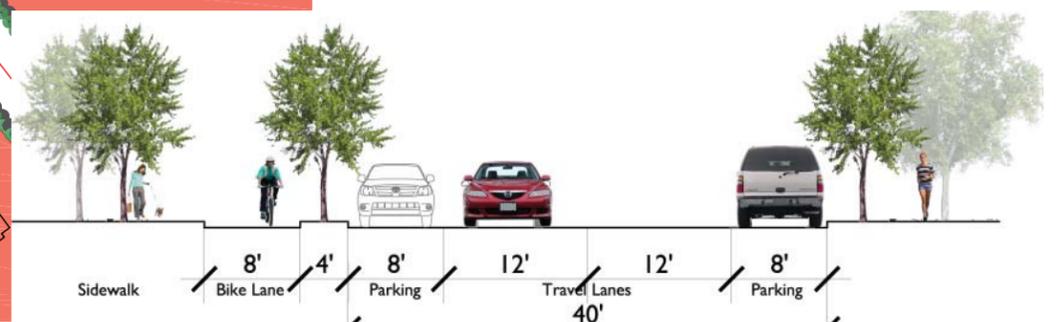


Murrieta Creek Recreation Basin

Recommended Actions

Based on the initial park design prepared by the Flood Control District, a number of refinements are recommended to improve internal access and overall use of the recreation area:

- A network of pedestrian walkways is proposed that connect playfields, spillover green, and the transit station. Where there is a substantial grade difference, the walkways offer ideal design opportunities to provide for landscaped steps, ramps, and green terraces and to create a unique and memorable park design.
- The soccer fields are separated by narrow strips of spillover green directly accessed by the smaller parking lots. These green spaces soften the scale of the large recreational park by providing smaller activity nodes in immediate proximity to the sports fields and parking lots.
- Total parking within the sports park and transit station:
 - Primary commuter parking lot—160 spaces (meets demand for a minimum of 75 spaces for bus users, with the remainder available for carpools/vanpools)
 - On-street parallel parking along inner loop road – approximately 150–160 spaces
 - Parking pods adjacent to playfields—45 spaces
 - Tot lot parking—80 spaces
 - TOTAL—440 Spaces
- A bike lane is proposed along Cherry Street and along the inner loop road to provide safer circulation for bikers from the proposed college campus to the transit station.
- The tot lot is located at the northern corner of the site at the intersection of Jefferson Avenue and Cherry Street. The parking area adjacent to the tot lot has approximately 80 spaces and is accessed by the loop road.





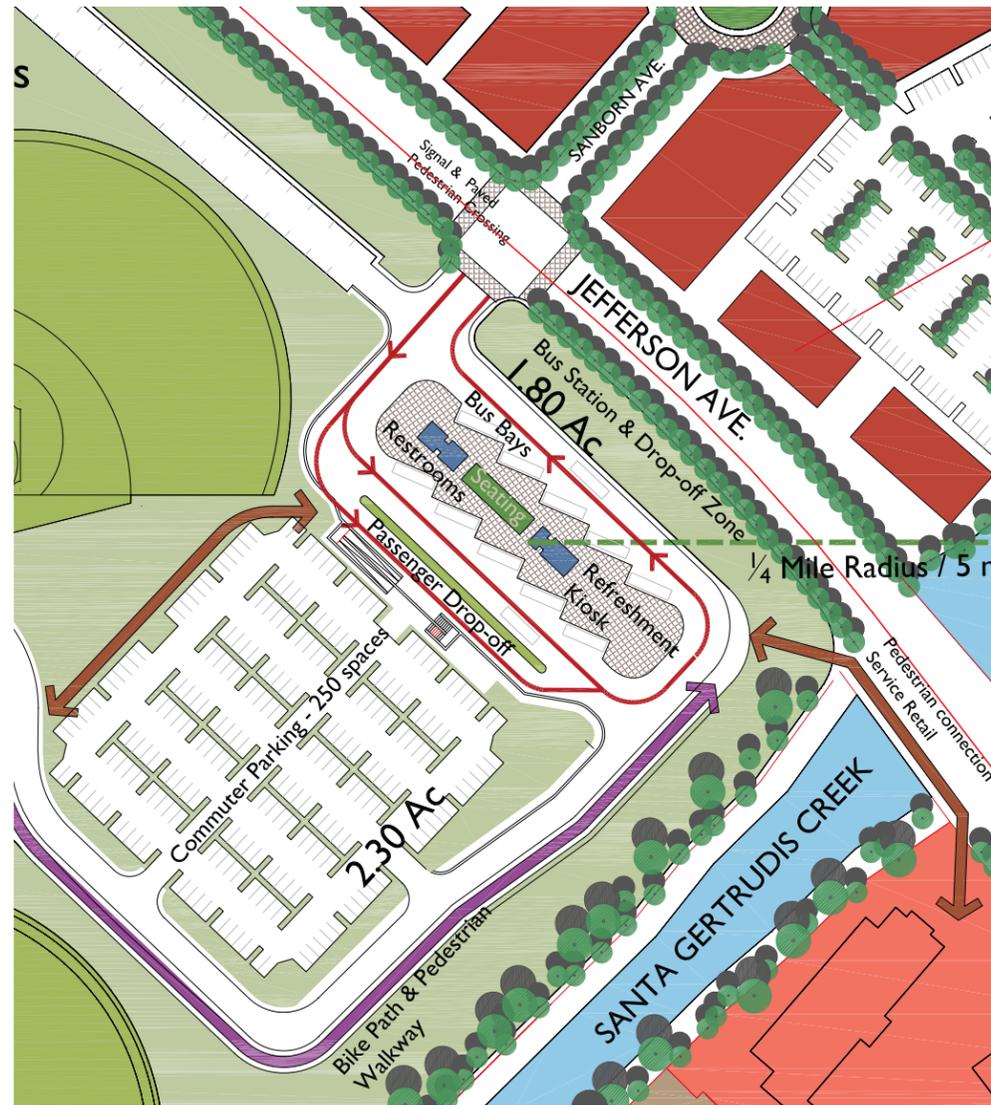
Design Concepts

The proposed concept plan brings together three programmatic components:

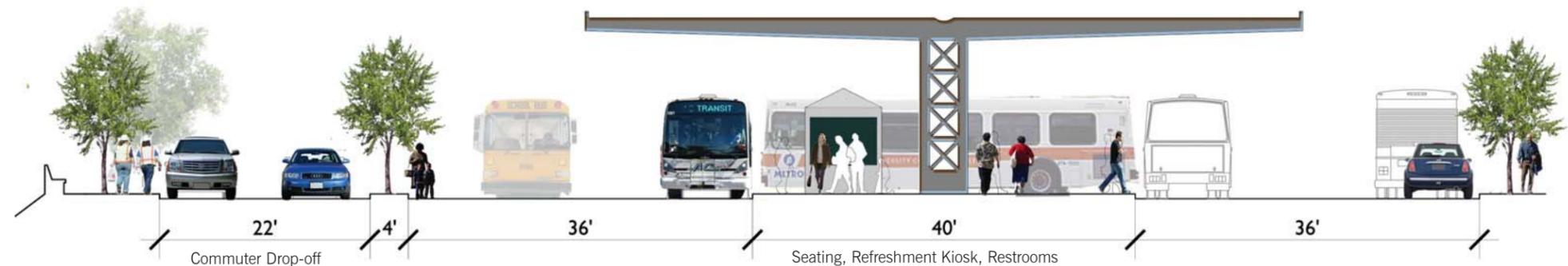
1. Bus transit station with commuter drop-off and parking
2. Recreational fields, tot lot, and passive public park uses
3. Mixed-use development with a range of higher density product types and destination retail

Bus Station and Commuter Drop-off

- The Temecula Transit Station is located at the eastern corner of the site close to existing and future commercial retail. Bus access to the site will be from the intersection of Jefferson Avenue and Sanborn Avenue.
- The Bus Transit Station is comprised of 10 bus parking bays arranged around a central transit island that accommodates a passenger waiting area, restrooms, staff kiosk for transit employees (if needed) and a small refreshment stand/coffee kiosk for the public.
- The commuter drop-off/kiss-and-ride zone is separated from the bus circulation area to minimize traffic conflicts.
- The primary parking lot that caters to the commuters is located south of transit station, about 600 feet, and accommodates approximately 160 cars. Additional parking is available as on-street parallel spaces along the entire stretch of the inner loop road that runs along the site perimeter.
- The parking facility is connected to the bus station by a shaded pedestrian walkway that is located along the creek trail. Walkway provides for a nicer pedestrian experience than having the commuters cut through an expansive surface parking lot.
- During the evenings and outside commute hours the parking lot serves the users of the park facilities.
- In addition to the main parking lot and on-street parking spaces, smaller parking "pods" are provided in close proximity to the soccer fields for added convenience.



Transit Station - Escondido, CA





Design Concepts

Mixed-Use TOD

- The blocks within walking distance from the transit station are recommended for future rezoning to mixed use (vertical and horizontal), with a transit-oriented design.
- The proposed mixed-use development north of Jefferson Avenue transitions from single-story commercial use along the eastern end near the creek to four-story residential buildings along Cherry Street closer to the Temecula Valley Freeway.
- The mixed-use portion of the development is organized around two intersecting axes—the commercial and the residential. The commercial axis is a shopping street that connects Jefferson Ave and Madison Avenue and is aligned with the vehicular entrance to the bus transit station. The residential axis runs perpendicular to Cherry Street and is punctuated by a 1.4-acre park, pool, and the recreational facility building. The two axes intersect in a vehicular roundabout and pedestrian plaza.
- The residential site plan is comprised of two building types arranged in a variety of building configurations to suit the site geometry. The building types are:
 - Attached townhomes with rear-loaded garages arranged around an internal autocourt.
 - Four-story stacked flats with two levels of above-grade parking garage “wrapped” by residential units around the garage perimeter.
- Wrapped units with above-grade parking is recommended to minimize the construction cost of the apartments and to increase the financial feasibility of the project.
- The garage entrances to the apartment buildings are located along the internal streets to minimize curb cuts and stacking of cars along Jefferson Ave.



TOD Concept Plan Summary
(potential development area north of Jefferson Avenue)

Site Areas

Commercial	10 Acres
Residential	22.5 Acres
Public Open Space	1.4 Acres

Unit Count

Townhomes	150 Units
Stacked Apartments	270 Units
Total	420 Units

Density

Residential Density	20 DU/Acre
(Area includes internal streets and excludes park and commercial areas)	

Commercial

Total Commercial	100,000 SF
Off-street Parking	400 cars
Parking Ratio	4 cars / 1000 SF

Additional on-street parking on Madison Avenue

150 cars



Outdoor dining



Outdoor dining



Sidewalk street furniture



Pedestrian plaza



Retail Main Street



Stacked flats over retail



Traffic calming with paved crosswalks



Landscaped berms and shaded parking lots



Design Images



Landscaped midblock paseo



Landscaped midblock paseo



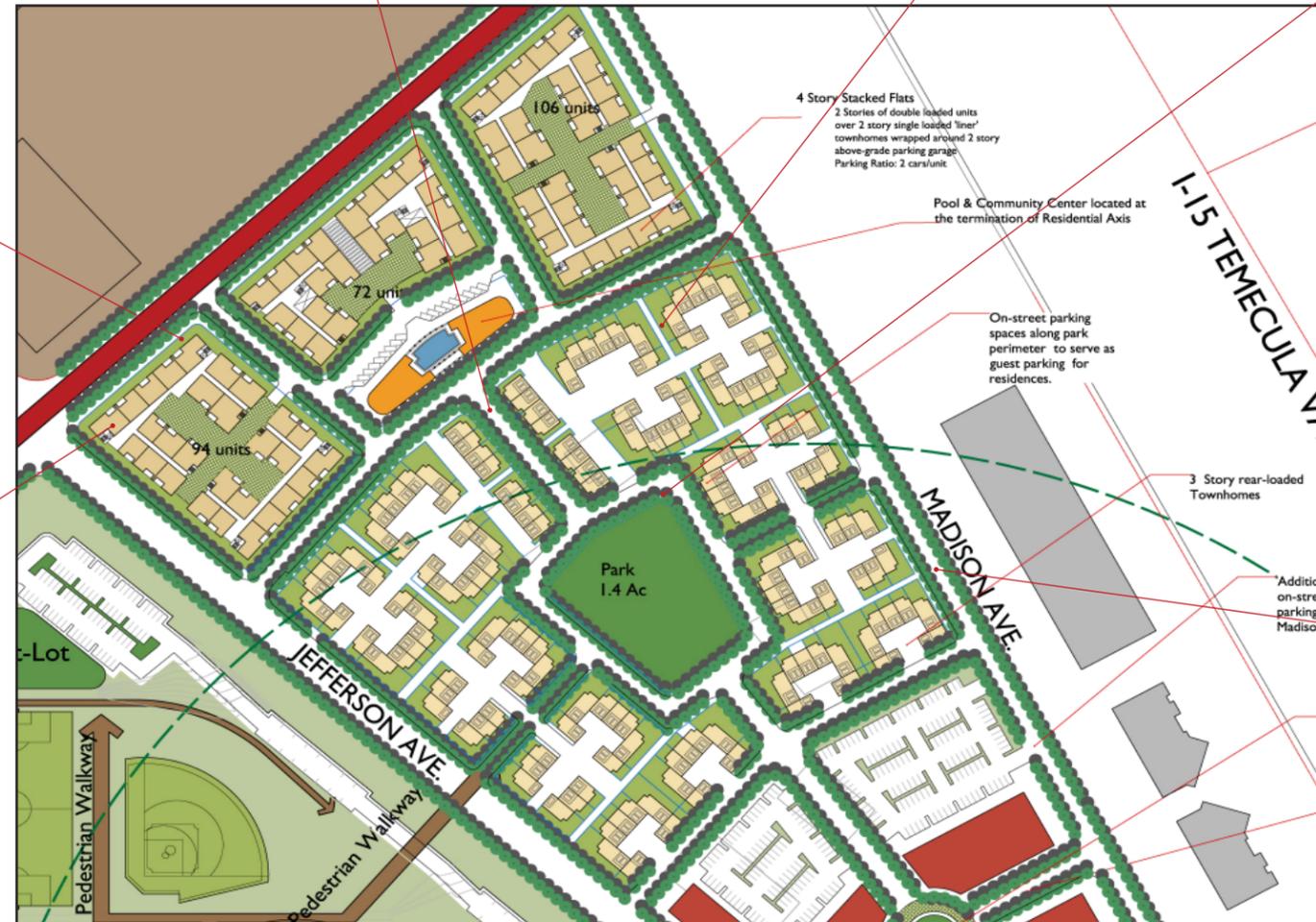
Landscaped walkway



Apartment and townhomes along park perimeter



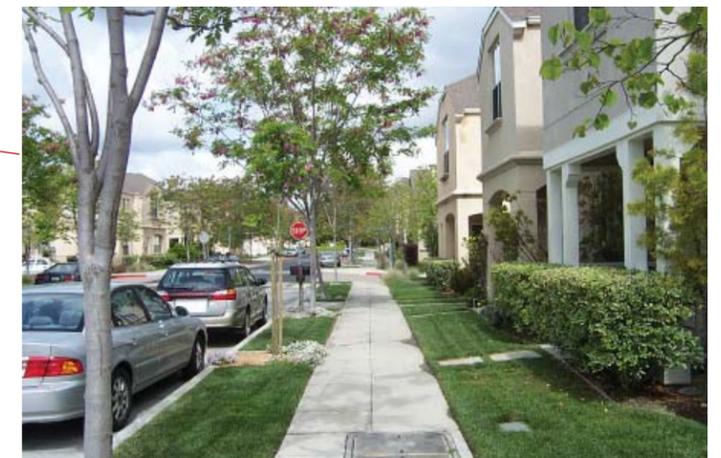
4-story stacked flats



Midblock green and landscaped walkways



5-story stacked flats with corner retail & basement/wrap garage



On-street parking



Recommendations

Overview

In addition to the conceptual design, land use, and circulation recommendations, additional elements should be evaluated as part of an overall strategy for long-term development of the Temecula Transit Station area. These elements are:

Transit Village District. An outline of the framework for a comprehensive zoning district that can be incorporated within the Temecula Zoning Code or stand-alone specific plan.

Parking Guidelines. A discussion of the current approaches to address the unique needs and opportunities for the provision of parking in a transit-oriented project.

Market Analysis. Specific recommendations for undertaking the type of market assessment and economic analysis of development prototypes that are envisioned in the transit-oriented development.

Development Incentives. A brief discussion of the types of incentives that have been effective in other TODs.

Industrial Adjacency Analysis. A process for consideration that evaluates the potential hazards of placing residential units in close proximity to industrial uses.

Financing Options. A summary of the range of options for financing improvements within a TOD.

Relevant Case Studies. A compendium of TOD case studies that offer further research sources for Temecula.

Transit Village District

I. Purpose

A. To encourage a mixture of moderate to high density residential and pedestrian-friendly commercial and office uses to promote transit ridership within walking distance of the transit station.

B. To promote coordinated and cohesive site planning and design that maximizes transit-supportive development in a pedestrian-oriented design.

C. For an overlay district: to permit increased heights, densities, and intensities over the base zone for projects with a residential component and to encourage housing and mixed-use projects.

D. To restrict certain uses that do not support transit ridership.

II. Applicability

A. Should contain provisions for transit supportive projects extending to the half-mile radius. Should also consider the role of future bus corridors (particularly along Jefferson Avenue).

B. Describe how the zone or district appears on the official zoning map.

III. Use Regulations

A. Prohibited Uses (more important than permitted uses in a Transit Village Zone). The following are recommended prohibited uses:

1. Automotive sales, service, repair, storage, salvage, or rental
2. Gasoline sales
3. Convenience stores with gas sales
4. Drive-through establishments
5. Equipment sales or rental
6. Manufactured-home sales
7. Salvage yards
8. Heavy industrial (need to define light industrial with an office component as conditional)
9. Towing services
10. RV mobile home sales or storage
11. Car wash
12. Mini-storage and self-storage facilities
13. Commercial laundries with on-site dry cleaning

14. Warehousing and distribution facilities

15. Low density housing (less than 15 du/ac)

16. Golf course

17. Boat sales or storage

18. Freight terminal

19. Amusement park

20. Building contractor storage facility

21. Retail uses larger than 10,000 square feet, unless part of a mixed-use development

22. Commercial parking facilities

23. Nursery (selling of live plants)

24. Service station

25. Wholesale stores and distributors over 6,400 SF feet

26. Sex-oriented book stores

B. Permitted and Conditional Uses. Identify the uses that create a multiuse, pedestrian-oriented environment, such as retail (less than 10,000 square feet), professional office, newsstand, coffeehouses, day care facility, florist, restaurant or café, personal and business services, medium and high density residential (with a minimum of 3 stories), and live-work units. Conditional uses should be minimized, which means the zone should be comprehensive in terms of use regulations, form, and possible design criteria.

C. Plan review requirement. Seek to streamline the plan review requirement. Establish findings related to transit-oriented development.

IV. Development Standards

A. Density

1. Nonresidential density. A minimum Floor Area Ratio (FAR) for nonresidential development shall be established.
2. Residential density. A minimum number of dwelling units per net acre shall be established for residential projects (or base on form/number of stories).

B. Parking. A parking and joint-use analysis shall be completed to identify minimum and maximum parking requirements for all proposed uses and joint-use opportunities and requirements.

C. Pedestrian Access. Public pedestrian access through or across the development may be required to facilitate convenient pedestrian access to transit stops, stations, shopping, or other community facilities.



- D. Building Placement. Describe minimum and maximum setbacks.
- E. Building Profile. Include building height in terms of stories; encroachments into the setbacks; and range of frontage types desired in the Transit Village district.
- F. Standards for the Public Realm
1. Define standards for the creation of public spaces, including the transit room, plazas and piazzas, neighborhood squares, neighborhood parks, and greenways.
 2. Define standards for the creation of smaller blocks, where applicable.
 3. Define street standards and streetscape design for the full range of streets in the district.

Parking Guidelines

Parking design, configuration, and management are critical to the overall success and viability of transit-oriented developments. There are several overarching factors to be considered when developing parking standards:

- Key design principles in TOD development emphasize compact and dense development, which also entail limiting large-scale surface parking.
- Mixed-use development calls for pedestrian-focused design, which requires a shift from conventional suburban parking locations.
- Marketing viability and adequate financial return for higher density or mixed-use projects may hinge on a reduction in parking requirements. Spaces in an underground structure can cost \$25,000 per space.

There is a wealth of information on parking strategies derived from case studies throughout the United States. There is general agreement on these transit-oriented parking principals:

Parking should not dominate the landscape. Large parking lots become a barrier to walking. Parking should be constructed so as not to impact the pedestrian realm. This includes concealing parking behind buildings, in mixed-use parking structures, or joint parking structures.

Charge for parking, where appropriate. Free parking encourages employees to continue to drive to work while fee parking encourages transit ridership.

Reduce off-street parking requirements. When viewing parking at an employment or business/residential use, the reduction in parking could serve to decrease development cost and discourage auto use.

Protect neighborhoods. Parking spillover can have a dramatic impact on surrounding residential uses. It may be necessary to protect parking in surrounding neighborhoods by imposing such programs as residential parking permitting or metering, exempting residents from charges.

Utilize on-street parking. On-street parking can be used to reduce off-street parking, but the design should be compact and it should not impact pedestrian walkability.

Shared Parking. Shared parking is the use of parking spaces to serve two or more individual land uses without conflict or encroachment. The ability to share parking spaces is the result of two conditions: (1) variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses, and (2) relationships among the land uses that result in visits to multiple land uses on the same auto trip. Land uses that use joint parking include offices, restaurants, retail, colleges, churches, cinemas, and special events.

As seen in Portland, Oregon, joint parking can reduce the parking demand by 0.5 spaces per 1,000 square feet of gross leasable area built. This can save one acre of parking for every 249,000 square feet of gross leasable area. Some benefits of joint parking include:

- Reducing parking pressure on neighboring streets;
- Demonstrating that cooperation will occur when the need arises;
- Construction of fewer parking spaces;
- Denser development with more open space opportunities;
- Decreasing nonpermeable surfaces; and
- Improving the neighborhood business climate and community support for those businesses.

For more extensive explanation of shared parking, land use requirements, and base parking adjustment ratios, see *Shared Parking* by Mary S. Smith (2nd ed.).

Transit-Oriented Development: Market Analysis

The timing of transit-oriented development is dependent upon

many variables. For example a market that may not be able to support a five-story mixed-use condominium development at a density of 60 units per acre for another 10 to 15 years, might be able to support a three-story townhouse development at a density of 15 units per acre within the next five years. This is partially due to the fact that developments of greater intensity often require structured or underground parking and use of more costly building materials and construction methods. This can significantly increase the sales price of a unit or the lease rate of nonresidential development, placing the development outside current market demand.

The jurisdiction must also weigh the benefits of immediate development with long-term goals. The theoretical townhouse development above may develop more quickly but would not ultimately provide enough residents to support additional commercial development around the station. For a jurisdiction seeking to generate a critical mass of residents, it may be better to delay development until the time is right for both the market and for the project goals.

To determine the appropriate timing and type of development for a specific site, a market analysis is recommended to provide insight into the current and future demand for residential and commercial development. The analysis should determine the financial feasibility for a variety of prototypical development programs, including an estimate on supportable uses and appropriate densities within the transit site. The market analysis should also include a pro forma analysis for several development options, considering variables such as construction costs (particularly for parking), projected income/revenue generation, and residual land value. Three-dimensional models of the prototypical development programs are also recommended to enhance comprehension of development options and potential impacts.

Development Incentives

Development within a transit village is inherently complex. Effective projects need to determine the market demand for the appropriate uses and coordinate the placement of those uses within the overall transit village plan—while enhancing transit accessibility. In addition, arranging financing can be difficult because the return on mixed-use design is not easy to calculate. The level of complexities may hide barriers and uncertainties that trip up a project long before construction even begins.



Federal and State Funding Sources

	LAND USE					
	Good Fit for TODs	Transportation Facilities	Transit Facilities	Affordable Housing	Environmental Concerns	General Community Investment
Federal Funding Sources						
Brownfield Economic Development Initiative (BEDI)					✓	
Community Development Block Grant (CDBG) Program	✓					✓
Congestion Mitigation and Air Quality (CMAQ) Improvement Program			✓		✓	
Economic Development Initiative (EDI)	✓					✓
Federal Transit Act Section 5309 Grant Program – New Rail Starts			✓			
HOME Investments Partnerships Program				✓		
HOPE VI	✓			✓		
New Markets Tax Credit				✓		✓
New Markets Venture Capital Program						✓
Section 108 Loan Guarantee Program	✓			✓		✓
Short Term Planning Grants						✓
Surface Transportation Program (STP)		✓	✓			
Tax Credits – Low Income Housing				✓		
Technical Assistance Grant (TAG) Program						✓
Transportation and Community and System Preservation (TCSP) Pilot Program	✓	✓	✓			
Transportation Equity Act for the 21st Century (TEA-21)	✓	✓	✓			✓
State Funding Sources						
Bicycle Transportation Account (BTA) Program		✓				
CalHome Program				✓		
California Organized Investment Network (COIN)				✓		✓
Child Care Facilities Finance Program (CCFFP)						✓
Cleanup Loans and Environmental Assistance to Neighborhoods (CLEAN) Program					✓	
Downtown Rebound Planning Grants Program	✓					✓
Downtown Rebound Program	✓			✓		✓
Home Investment Partnerships Program (HOME)				✓		
Interregional Improvement Program		✓	✓			
Multifamily Housing Program (MHP)	✓			✓		✓
Petroleum Violation Escrow Account (PVEA)					✓	✓
Regional Improvement Program		✓	✓			
State Community Development Block Grant Program (CDBG)	✓					✓
State Transit Assistance			✓			
State Transportation Improvement Program (STIP)		✓	✓			
Urban Predevelopment Loan / Jobs Housing Balance Program	✓			✓		✓

Source: California Department of Transportation, Final Report on Statewide Transit-Oriented Development, 2002

A number of tools or incentives have been used to enhance the development potential of transit village areas and simplify some of the processes. These tools include density bonuses (such as for a mixed-use project), land assembly, relaxed or creative parking standards, and streamlined review. The two most widely applied incentives are planning funding and supportive zoning.

Planning funding is the most common incentive because an effective transit village cannot be created without comprehensive planning. The level of planning involved is correspondingly complex, but most local governments cannot afford to sponsor this kind of transit planning, and they call on support from regional, state, and federal agencies and transit authorities. See *Financing Options for Transit Villages*.

The second most commonly applied incentive—and the factor with the greatest influence on transit village development— involves zoning. Most zoning calls for single uses and it usually doesn't support the density and intensity levels associated with transit-oriented development. To permit the necessary mixed-use requirements and high density levels, local governments must develop and establish proper zoning standards.

According to developers, the most effective ways to encourage development are through upgrades in transit services, streetscape improvements, reduced turnaround time during the entitlement process, and most importantly, transit-supportive zoning.

Development Impact Fees. Development impact fees have become commonplace among modern development. These fees allow new development projects to finance infrastructure improvements, relieving city and county municipalities of the burden. Although a lucrative method for assuring infrastructure improvements, such fees could discourage new development and are not commonplace or encouraged in transit-oriented development projects.

Funding Sources. Due to the intricacies of financing, different types of funding may be available for the various land uses and transit facilities. To demonstrate how the overall financial plan can include multiple sources, the table (left) provides possible funding sources based on the land uses.

Funding Sources

Federal and state tax credits, loans, and grants are a few of the sources of funding for transit-oriented development. What follows is a variety of funding opportunities for housing, economic development and transportation projects.



TRANSPORTATION AND SYSTEMS AND COMMUNITY PRESERVATION FUND

Funding Source:

**US Department of Transportation,
Federal Highway Administration**

Description:

Discretionary grants to plan and implement strategies that improve the efficiency of the transportation system; reduce environmental impacts of transportation; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services, and centers of trade; and examine private sector development patterns and investments that support these goals. A total of \$120 million was authorized for this program for FYs 1999–2003.

Eligible Users:

State agencies, metropolitan planning organizations, and units of local governments that are recognized by a state are eligible recipients of TCSP grant funds. This would include towns, cities, public transit agencies, air resources boards, and school boards. Nongovernmental organizations that have projects they wish to see funded under this program are encouraged to partner with an eligible recipient as the project sponsor.

Policies and Guidelines:

Grant proposals should address efforts to:

- Improve the efficiency of the transportation system
- Reduce the impacts of transportation on the environment
- Reduce the need for costly future public infrastructure
- Ensure efficient access to jobs, services and trade centers
- Encourage private sector development patterns.

SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT TRANSPORTATION EQUITY ACT (SAFETEA)

Funding Source:

U.S Department of Transportation

<http://www.fhwa.dot.gov/reauthorization/safetkeyinfo.htm>

Description:

Encourages projects that will facilitate the planning, development, and implementation of strategies by states, metropolitan planning organizations, federally recognized tribes and local governments to integrate transportation, community, and system preservation plans and practices that improve the efficiency of the transportation system; reduce the impacts of transportation on the environment; reduce the need for costly future investments in public infrastructure; provide efficient access to jobs, services, and centers of trade; and examine development patterns and identify strategies to encourage private sector development patterns which achieve these goals.

Eligible Users:

State and local governments

Policies and Guidelines:

\$500,000 per year to each state; must also make funds available to MPOs, federally-recognized tribes, and local governments in a manner and in amounts to be determined by the state.

ECONOMIC DEVELOPMENT TECHNICAL ASSISTANCE GRANTS

Funding Source:

Economic Development Administration (EDA)

<http://www.eda.gov/AboutEDA/Programs.xml>

Description:

Provides grants and cooperative agreements for technical assistance projects to create and retain jobs and promote economic growth. Activities funded under the program include business start-ups, expansion, retention, job training; infrastructure and downtown revitalization. There is a total of \$10,920,000 available, with an average grant amount of \$25,000.

Eligible Users:

The economic development program is open to rural counties, cities with more than 50,000 population, cities with less than 50,000 population, counties, nonprofit corporations, and Tribes.

Policies and Guidelines:

Proposals are judged on basis of proposed work program and qualifications of applicant; how the project strengthens local organizations and institutions; benefits distressed areas; diversifies distressed economies; has innovative approach. Applications are continuously accepted.

ECONOMIC DEVELOPMENT ADMINISTRATION – SHORT TERM

Funding Source:

Economic Development Administration (EDA)

http://12.46.245.173/pls/portal30/CATALOG.PROGRAMTEXTTRPT.SHOW?p_arg_names=prog_nbr&p_arg_values=11.302

Description: Short-term planning grants provide support for significant new economic development planning, policy making, and implementation efforts, and establish comprehensive economic development planning processes cooperatively with the state, the state political subdivisions, and economic development districts.

Eligible Users:

State and local governments; regional economic development districts; public and private nonprofit organizations.

Policies and Guidelines:

Eligible activities include preparation and maintenance of a continuous comprehensive economic development and planning process; coordination of multijurisdictional planning efforts; diversification of the local economic base and implementation of programs, projects, and procedures designed to create and retain permanent jobs and increase incomes.



CALIFORNIA POLLUTION CONTROL FINANCING AUTHORITY

Funding Source:
(CPCFA) Sustainable Communities Grant and Loan Program
www.treasurer.ca.gov/CPCFA/

Description:
 A State Treasurer’s Office–sponsored communities grant and loan program that provides maximum assistance of up to \$500,000 per applicant, which includes \$350,000 in grant funding and up to \$150,000 in loan assistance for programs and projects that reduce pollution hazards and degradation of the environment, assist in the revitalization of one or more neighborhoods that suffer from high unemployment levels, low-income levels and/or high poverty, and/or promote infill development.

Eligible Users:
 All applicants are required to be one or more California cities, counties, or city and county (the applicant could partner with a public entity including but not limited to, a redevelopment agency or joint powers authority).

Policies and Guidelines:
 One application per funding round for program funds. Project proposals must identify that the project will assist in the reduction of pollution hazards within the existing neighborhoods and/or assist one or more neighborhoods that are economically distressed and/or promote infill development.

CALIFORNIA TAX CREDIT ALLOCATION COMMITTEE (TCAC)

Funding Source:
CA State Treasurer
<http://www.treasurer.ca.gov/ctcac>
 Telephone: (916) 654-6340

Description:
 Two low-income housing tax credit programs—a federal and a state program—authorized to encourage private investment in rental housing for low-income families and individuals. The state program does not stand alone but supplements the federal tax credit program.

Eligible Users:
 Developers and sponsors of affordable rental housing, either new construction or for the acquisition and rehabilitation of certain projects, are eligible for tax credits in both federal and state programs.

Policies and Guidelines:
 Rent and income restrictions on proposed units apply. Determination of credit need assessed by the TCAC on a project-to-project basis.

STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP)

Funding Source:
CA State Highway Account
<http://www.dot.ca.gov/hq/transprog/stip.htm>

Description:
 The STIP is a multiyear capital improvement program of transportation projects on and off the state highway system, funded with revenues from the State Highway Account and other funding sources. STIP programming generally occurs every two years.

Eligible Users:
 STIP funds only construction projects. Mostly new highways and transit, but more recently, bicycle and pedestrian projects, road repair, and street maintenance are now eligible.

Policies and Guidelines:
 Policies and guidelines for STIP funds vary according to the project submitted.

BICYCLE TRANSPORTATION ACCOUNT PROGRAM (BTA)

Funding Source:
California Department of Transportation
<http://www.dot.ca.gov/hq/LocalPrograms/bta/btaweb%20page.htm>

Description:
 The BTA funds city and county projects that improve safety and convenience for bicycle commuters.

Eligible Users:
 To be eligible for BTA funds, cities and counties must have a Bicycle Transportation Plan (BTP) that discusses certain required items.

Policies and Guidelines: See website.



CAL HOME PROGRAM

Funding Source:

California Department of Housing and Community Development (HCD)

<http://www.hcd.ca.gov/ca/calhome/>

Description:

Funds low- and very-low-income households to become or remain homeowners. Grants to local public agencies and nonprofit developers to assist individual households through deferred-payment loans. Direct, forgivable loans to assist development projects involving multiple ownership units, including single-family subdivisions.

Eligible Users:

Local public agencies; nonprofit corporations.

Policies and Guidelines:

Eligible activities include predevelopment, site development, and site acquisition for development projects; rehabilitation, and acquisition and rehabilitation of site-built housing; rehabilitation, repair and replacement of manufactured homes; down payment assistance, mortgage financing, home buyer counseling, and technical assistance for self-help.

DOWNTOWN REBOUND PLANNING GRANTS

(No funds currently available: 8/31/2006)

Funding Source:

California Department of Housing and Community Development (HCD)

<http://www.hcd.ca.gov/fa/>

Description:

Deferred payment development loans to finance the conversion of vacant or underutilized commercial and industrial structures into residential units; residential infill; and the development of high-density housing adjacent to existing or planned mass-transit facilities.

Eligible Users:

Local public entities, for-profit and nonprofit corporations, limited liability companies, limited equity housing cooperatives, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of the applicant is a general partner.

Policies and Guidelines:

Applications will be invited by Notices of Funding Availability (NOFAs), which may be accessed at the HCD website.

STATE COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Funding Source:

California Department of Housing and Community Development (HCD)

<http://www.hcd.ca.gov/fa/cdbg/PlanTech.html>

Description:

Create or preserve jobs for low income and very low income persons.

Eligible Users:

Counties with fewer than 200,000 residents in unincorporated areas and cities with fewer than 50,000 residents that are not participants in the U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) entitlement program.

Policies and Guidelines:

Grants of up to \$500,000 to provide loans to businesses, grants for publicly owned infrastructure, and microenterprise assistance. Individual project funding decisions are made by the jurisdiction. Businesses receiving loans must create or retain private sector jobs principally for low income and very low income persons.



Relevant Case Studies

THE VILLAGE AT FREMONT BART STATION – Fremont, California

DEVELOPING VACANT LOTS INTO A VIBRANT AND WELL-DEFINED COMMUNITY

Developers: Sun America, mixed-use housing; Pacific Capital Group, office

Key Site Statistics

- Acreage: 12-acre site
- Land uses: Office, retail, residential with 765 parking spaces
- Project financing: \$75 million
- Transit elements: Fremont BART Station, ACE Trains Transit Service

The Village is a mixed-use development within walking distance of the Fremont BART Station. The project has two components: an office building and a housing development with retail. The Fremont BART Station abuts the Central Business District (CBD) which is the densest development in the City of Fremont. The BART and ACE trains Transit Service serve this regional bio-tech and hi-tech employment center. The Concept Plan for Fremont's CBD envisions the downtown as a "vibrant and well-defined" community. Downtown has several large vacant lots interspersed with low density office and retail establishment. Some multifamily housing exists to the north of the BART Station outside the CBD.

Pacific Capital Groups has bought the office component on a 2.7-acre plot while Sun America Developers is developing the mixed-use housing component on the remaining land. There is a shared parking program in place. Parking for 463 vehicles are dedicated to the housing, 354 are in parking structures. Offices are assigned 135 parking spaces while 167 spaces are shared between housing residents and office workers. Developers have acknowledged that proximity to transit has been a big draw for the office space clients.

UPTOWN DISTRICT – San Diego, California

FROM VACANT BIG BOX STORE SITE TO VIBRANT DISTRICT

Developers: Oliver McMillin Company, Oldmark & Thelan

Key Site Statistics

- Acreage: 14-acre area
- Land uses: 318 residential units at an average density of 43 units/acre; 145,000 square foot of retail and commercial space, including a 42,500 square foot supermarket, and a 3,000 square foot community center; residential and supermarket parking is underground and street level spaces are available for retail shoppers
- Project financing: \$70 million privately financed
- Transit elements: No single station; district is served by 4 or 5 Metropolitan Transit Development Board (MTDB) routes

The Uptown District development is a pedestrian-oriented mixed-use retail center and residential development that exemplifies the creative reuse of an auto-oriented big-box development. There was no public opposition to the project since it entailed relatively little change to the community. Unlike many other TODs, it is not focused around a single stop on a rail system. Instead, the Uptown District development is situated within one of San Diego's most walkable neighborhoods and may be thought of as a bus TOD with excellent transit service provided by several of MTDB's routes. Uptown is an ideal example of how to accommodate the needs of the automobile and create a well-designed, pedestrian-friendly mixed-use TOD.

CITYCENTER ENGLEWOOD – Englewood, Colorado

A "DEAD" MALL BECOMES THE REGION'S FIRST TOD

Developers: Miller Weingarten Reality, Trammell Crow Residential

Key Site Statistics

- Acreage: 55-acre site
- TOD zoning: Englewood Town Center Master Plan
- Land uses: 438 rental units, 380,000 square foot retail; 150,000 square foot office; plus city hall and library
- Project financing: \$160 million project; \$123 million developer investment; \$18.5 million public improvements funded by City; \$5.7 million in RTD transit improvements
- Transit elements: LRT station, 8 bus bays, 910-space Park & Ride

Located next to Denver's SW corridor light rail, CityCenter Englewood is the region's first TOD. The 55-acre project features 438 apartment units, 380,000 square feet of retail, and 150,000 square feet of office over ground-floor retail. A new city hall and library were carved out of an old department store fronting onto a community amphitheater and sculpture plaza.

CityCenter Englewood is the transformation of the former 100-acre, 1.3-million-square-foot Cinderella City Mall into a new urban center. In 1997 the 29-year-old mall's last tenant closed for good. Although the site had been previously planned for redevelopment as a big box retail center, city leaders became interested in pursuing a mixed-use transit-oriented development to take advantage of the planned Regional Transportation District (RTD) light rail stop.

The City of Englewood took the lead in moving the project forward in partnership with a private nonprofit interested in promoting TOD. The city assembled the site and provided financing for streets and structured parking. The project has five key objectives: (1) Revitalizing the inner suburbs; (2) Replacing mall footprint with urban streets, parks, and pathways; (3) Integrating new development with transit; (4) Providing adequate parking for all uses; and (5) Integrating big-box retail.



EASTSIDE VILLAGE – Plano, Texas

A MIXED-USE TOD IN A SUBURBAN DOWNTOWN

Developers: Robert Shaw, Amicus Partners

Key Site Statistics

- Acreage: 3.6-acre site
- TOD zoning: base zoning of 40 units/acre, developer-initiated planning process that resulted in density increase to 100 units/acre
- Land uses: 234 residential units, 15,000 square foot retail, 5-story 351-space parking structure, and 47 surface spaces
- Project financing: \$17.7 million project; developer investment \$15.7 million, City assembled the site, selected developer form RFQ, and paid for all off-side public infrastructure and streetscape improvements at a cost of \$2 million; a 70-year lease with three 10-year options
- Transit elements: LRT station, 4 bus lines

Helping anchor the rebirth of downtown Plano, Eastside Village is a \$17.7-million high-density mixed-use project fronting directly onto DART's light rail station plaza. The 3.6-acre, 245,000-square-foot project features 234 apartment units and 15,000 square feet of ground-floor retail. The three- and four-story building wraps around three sides of a five-story, 351-space parking structure.

Eastside Village was the first major step to achieve the City's vision to "Transform downtown into a compact, mixed-use, urban center consistent with the principles of new urbanism and transit oriented design to enhance the community's quality of life and provide a model for sustainable development within a maturing suburban city."

The City of Plano provided the leadership to make the project happen. They advocated for the station location, saw opportunity to marry development with the DART LRT platform, assembled the site, offered it for development, leased the land to Amicus Partners, paid for public infrastructure and streetscape improvements, increased the allowable density from 40 to 100 dwelling units per acre, and waived fees.

EMERY STATION – Emeryville, California

FROM BROWNFIELD TO A PEDESTRIAN-FRIENDLY COMMUNITY

Developer: Wareham Development

Key Site Statistics

- Acreage: 20-acre site
- Land uses: 150 units of owner-occupied lofts and townhomes, a senior housing project, 100 units of rental apartments, ground floor mixed-use allowing retail, commercial or office uses, underground parking structure
- Project financing: \$200 million; City assisted with infrastructure costs, and the remainder was privately funded
- Transit elements: Emeryville Amtrak Station, Emery Go-Round Shuttle Bus, which connects to MacArthur BART Station two miles away

Emery Station is a 20-acre mixed-use TOD anchored by an Amtrak station. The site is a former brownfield. The developer, Wareham Properties, and the City of Emeryville provided leadership to implement the project. The project includes reuse of old industrial buildings and new construction. Emery Station is an example of how a developer with a long-term view and a small city can partner and create a significant TOD.

In 1996, the City completed construction of a pedestrian bridge over the rail tracks to a nearby mixed-use center. The bridge and a free shuttle service (Emery Go-Round) link Emeryville's busiest business, retail, and entertainment centers. In 1998, construction began on Emery Station Plaza, a three-building, 550,000-square-foot mixed-use complex on the north, east, and south sides of the Amtrak station. The first phase of the project is a 240,000-square-foot, five-story office building with ground-floor retail and two levels of parking below. Between 10 and 15 percent of the new development is planned for ground-floor mixed-use, allowing retail, commercial, or office uses as the market demands.

JERSEY CITY AND HOBOKEN – New Jersey

CITIES BUILT AROUND SUCCESSFUL TRANSIT FACILITIES

Developers: Multiple

Key Site Statistics

- Land uses: Residential, commercial, retail, and civic uses
- Transit elements: Light rail stations

Jersey City is one of the top 10 cities nationwide for job growth. Three thousand new housing units in the city are within a half-mile of downtown light rail stations. The property values in the area had increased from \$200K–\$300K before the light rail station was built to \$4–\$6 million afterwards. A new 86-acre New Urbanist development with an additional 16,000 housing units is being built downtown. Sixty percent of residents who live near downtown take transit to work.

Hoboken's population grew an outstanding 4.1 percent from 2000 to 2005. Thirty-eight percent of the city's population is aged 20–34. These young professionals like the walkable, transit-oriented neighborhoods and nightlife of Hoboken. Single lots near the light rail station were \$100,000 before the station was constructed; now the same lots are worth \$800,000. Ridership on light rail is up 30.2 percent since 2003.



MOCKINGBIRD STATION – Dallas, Texas

A NEW MIXED-USE TOD

Developers: Kenneth H. Hughes / David W. Dunning

Key Site Statistics

- Acreage: 10-acre site
- TOD zoning: Mixed-use zoning, no TOD provisions
- Land uses: 211 upscale loft residences, 180,000 square feet of retail, theater and restaurants, 140,000 square feet of offices; 1,418 parking spaces
- Project financing: \$145 million privately financed project
- Transit elements: LRT station, Park & Ride and bus transfer center, developer paid for pedestrian bridge connecting station to project

Located next to Dallas’s DART light rail and the North Central Expressway, Mockingbird Station is a \$145 million, 10-acre mixed-use TOD project featuring an art house movie theater, 211 loft apartments at a density of 234 units per acre, upscale retail, a planned new hotel, offices and restaurants.

With the exception of federal contributions towards local infrastructure, the development has been privately financed. Mockingbird Station was created without any subsidies, TOD planning or supportive policies by the regional planning agency, the City of Dallas or DART.

The developer estimates that he had to build \$6 million worth of excess (structured) parking for the project. The city allowed the project to build only 1,600 spaces (2,200 were required, 1,400 are built thus far) by granting a mixed-use parking reduction credit. It refused to reduce parking further to reflect transit’s proximity. The developer estimates he may have only needed to provide 1,300 spaces, acknowledging that some tenants may have resisted the lower figure.

OHLONE-CHYNOWETH COMMONS – San Jose, California

AN AFFORDABLE TOD ON AN UNDERUSED PARK & RIDE LOT

Developer: Eden Housing

Key Site Statistics

- Acreage: 7.3-acre site
- TOD zoning: Planned Unit Development with project-specific zoning, required 2 spaces per unit.
- Land uses: 197,000 square foot with 195 units, 4,400 square foot retail
- Project financing: \$31.6 million project; \$14.5 million in tax-exempt bonds, \$824K in federal transportation funds for improvements, a \$500K affordable housing grant.
- Transit elements: LRT Station, 3 bus routes, 240 space Park & Ride

Located on Guadalupe light rail transit line in San Jose, Ohlone-Chynoweth Commons is a medium density mixed-use TOD. The project’s housing, retail and community facilities were developed on an underused light rail Park & Ride lot. For this project, Valley Transportation Authority (VTA) issued a request for proposal seeking a developer for the 7.3-acre site. The former 1,100-space Park & Ride now includes: 240 Park & Ride spaces, 195 units of affordable housing, 4,400 square feet of retail and a day care center.

At 27 dwelling units per acre, the residential density of the Ohlone-Chynoweth Commons is relatively high compared to the predominantly single family neighborhood surrounding it. Ohlone-Chynoweth is a rare example of a Park & Ride converted to TOD without replacement of the commuter parking in structures or on another site. The developer, Eden Housing, has a 75-year lease for the site from VTA.

Ohlone-Chynoweth Commons provides affordable housing for families earning between 30 percent and 60 percent of the area median income in a community where an average market-rate two-bedroom apartment is renting for as much as \$1,600 a month. The City has aggressively sought to locate housing next to transit. Since 1990 over 20,000 units of housing have been built or approved next to transit in San Jose.

ORENCO STATION – Portland, Oregon

A NEW TRANSIT-ORIENTED COMMUNITY

Developers: Pacific Reality Associated, LP, Master Developer; Costa Pacific Homes, Residential

Key Site Statistics

- Acreage: 190-acre site
- TOD zoning: Orenco Station Master Plan
- Land uses: 1,834 units, 70,000 square foot retail/dining, 31,000 square foot office
- Project financing: \$76.3 million development cost for core residential
- Transit elements: LRT station, 2 bus lines, 180 space Park & Ride

Orenco Station is a 190-acre, transit-oriented new community on the Westside light rail transit line in the suburbs of Portland, Oregon. Its pedestrian-oriented master plan provides for 1,834 dwelling units, including single-family homes, townhomes, accessory units, loft units, and apartments. The project also includes a mixed-use town center with offices and housing above ground-floor retail. Residential sales prices at Orenco Station are running 20 to 30 percent above the local area average. Commercial occupancies have been high, and rents are estimated to be roughly 10 percent higher than surrounding properties.

The site was originally zoned for industrial use and later for subdivision housing. Zoning for the development changed, however, when the site was designated a “town center” in the Portland Metro Area 2040 Plan. Importantly, the Plan specifies legally binding requirements for all Westside station areas, and mandates minimum densities and residential density targets at varying distances from light-rail stops, mixed-use development in station areas, pedestrian-oriented buildings, prohibitions on auto-oriented land uses, and reduced parking.

The project was completely privately financed, with the exception of a \$500,000 federal clean air grant for wider sidewalks and ornamental lighting. Surveys of residents reveal that 18.2 percent of work trips are on the bus or LRT. Nearly 7 in 10 residents report that their transit use has increased since moving to the neighborhood.



PLEASANT HILL BART STATION AREA – Pleasant Hill,
California

FROM SURFACE PARKING TO WALKABLE “URBAN VILLAGE”

Developer: Millennium Partners

Key Site Statistics

- Acreage: 140 acres around Pleasant Hill BART Station; 18-acre redevelopment of vacant parking lot
- Land uses: Depending on market conditions and public approvals, the project will contain either 290,000 or 456,000 square feet of office space and either 274 or 446 apartments and for-sale townhouses, a childcare facility, and 42,000 square feet of ground floor retail and restaurants
- Project financing: \$235 million; \$40 of the total in public money
- Transit elements: Pleasant Hill BART Station

Pleasant Hill BART provides an important example of a suburban locale where a transit-oriented neighborhood has been taking shape incrementally over the course of three decades. The Pleasant Hill BART Station was undergoing its second phase of planning and development around 2001, which promises to improve the station’s connections to the surrounding community by structuring Park & Ride facilities to make room for a walkable mixed-use development. In 1995, BART worked with the local redevelopment agency to select Millennium Partners to redevelop its parking lots.

After several years of iterations and a very popular community involvement process, a draft plan with wide community support appears headed for approval. This plan calls for replacing the 18 acres of surface parking with a walkable “Urban Village” replete with a town square and community green. As part of the TOD, the County Redevelopment Agency would finance the replacement of BART parking, as well as assisting with providing other public facilities and affordable housing. Subject to negotiations, the Redevelopment Agency would be a partner with BART in a long-term ground lease, and would receive a proportionate share of revenues from the new development.

Commuter parking for the station remains at capacity, as BART ridership is drawn from a wide area. To recover the 1,477 surface parking spaces that BART will lose by leasing its land for new transit-oriented development, replacement parking will be provided in a new garage. Private parking for residential and commercial uses will be provided within those buildings.

