

Creating Successful Transit-Oriented Districts in Los Angeles:

A Citywide Toolkit for Achieving Regional Goals



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CTOD CENTER FOR
TRANSIT-ORIENTED
DEVELOPMENT

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About this Report

This report has been created as part of a grant from the California Department of Transportation (“Caltrans”), sponsored by Los Angeles Metro. The Center for Transit-Oriented Development (CTOD) was funded by Caltrans to assess why stations are – or are not- supporting transit-oriented characteristics, and to identify strategies and investments that could help station areas achieve high transit ridership, lower VMT, provide housing for a mix of incomes and guard against displacement, and to create healthy, prosperous neighborhoods where people of all incomes have a multitude of travel options. In completing this assessment, CTOD has created numerous GIS-based and other data evaluation tools to help practitioners evaluate existing conditions, and categorizes existing and planned fixed-guideway station areas in the City of Los Angeles according to a variety of place types that provide a sense of their density, scale and mix of uses.

About the Center for Transit-Oriented Development

The Center for Transit-Oriented Development is the only national nonprofit effort dedicated to providing best practices, research and tools to support market-based development in walkable communities near public transportation. We are a partnership of two national nonprofit organizations – Reconnecting America and the Center for Neighborhood Technology – and a for-profit research and consulting firm, Strategic Economics. Together, we work at the intersection of transportation planning, regional planning, climate change and sustainability, affordability, economic development, real estate and investment. Our goal is to help create neighborhoods where young and old, rich and poor, can live comfortably and prosper, with affordable and healthy lifestyle choices and ample and easy access to opportunity for all.

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EXECUTIVE SUMMARY

Transit-oriented development in Los Angeles can leverage public investments in transit to generate a range of benefits, including increased affordability, reduced greenhouse gas emissions, active environments that promote public health and safety, more transit ridership, enhanced national security due to reduced dependence on imported oil, and increased value and revitalization of existing communities. TOD offers the chance to make Los Angeles simultaneously more prosperous, more sustainable, more efficient, more healthy and fair.

Practitioners and advocates in the transportation, land use, and housing fields in Los Angeles know that we have a long way to go to maximize TOD potential. Therefore this report – completed with funding from a Caltrans Community-Based Transportation Planning grant – set out to determine why good TOD is – or is not – occurring around stations, and to strategize about ways that station area performance could be improved. The Center for Transit-Oriented Development (CTOD) examined the current performance of station areas through both quantitative analysis and focus groups with local practitioners. CTOD created a variety of tools measuring current performance including a station typology, station area profiles, and an analysis of demographic and economic conditions throughout the City. This toolbox provides the City of Los Angeles and the Los Angeles County Metropolitan Transportation Authority with a “big picture view” of how all stations in the city relate to one another, and to provide “snapshots” of station area information including ridership, density, auto ownership, commute mode, and neighborhood change. In a state where station area plans can average about \$500,000 each, and in a city with 71 existing and under construction stations, this approach offers a cost effective way to provide the City, community advocates, and Los Angeles County Metro with information that can enhance future transit-oriented development opportunities.

Key Findings

The study resulted in three high level findings about the state of transit and TOD in the City of Los Angeles:

- 1. The City of Los Angeles is experiencing an unprecedented momentum around transit and TOD that can be used to generate the types of outcomes that stakeholders want to see.** Public investment in transit can leverage private investment and community groups and households are starting to see benefits of transit investments, but there are barriers to overcome. Defining successful TOD will be important in benchmarking progress toward these goals for different stakeholders.
- 2. The City, Metro, and other stakeholders need more inter-agency and inter-departmental collaboration and coordination to maximize leveraging of resources in support of TOD.** Public partners with a stake in TOD include: City Planning, the Planning Commission, LA Metro, CRA-LA, the LA Transportation Department, the LA Housing Department, the Mayor’s Office, HACLA, even LAUSD.
- 3. Many community groups and neighborhood council members are prepared to advocate and support TOD, particularly in light of SB 375, but they are often left out of the process.** Transit and TOD are important strategies to reduce greenhouse gas emissions in Los Angeles and across the state and country. But greenhouse gas reduction goals can only be achieved with broad community support. Many groups in the City are ready to support efforts around SB 375, but need to be brought together into a broad coalition.

4. Some regulatory changes are necessary at the city level: parking requirements should be examined and special consideration should be given to the city's employment preservation areas near stations, because some jobs are more transit-oriented than others. While station area planning will still be important to establish a community vision and implementation strategy, some policies can be modified using the data that has been gathered for this report. For example, many regions have implemented regional and citywide TOD strategic plans to prioritize stations for investment, and to provide basic land use guidelines for developers and community advocates until station area plans can be completed.

Key Recommendations

This study recommends the following key actions to move forward on the investments needed to capitalize on the opportunities and imperatives for creating a more sustainable, more affordable, and economically vibrant city and region.

Support Partnership and Collaboration

Public agencies need to coordinate better to guide planning efforts from visioning to implementation. Interagency partnerships and education at the citywide, corridor, and station area level can ensure that local resources, regulations, and planning efforts are better coordinated to promote TOD.

Integrate the promotion of transit-oriented districts into other existing citywide and regional initiatives, including economic development, public health, and affordable housing. Because transit-oriented districts offer a wide range of benefits pertaining to each of these initiatives, future regional TOD strategies should incorporate greater collaboration among advocates in the sustainability, public health, economic development, affordable housing, and social equity movements.

Educate public agency staff, advocacy groups and CDCs, and policymakers on the benefits of TOD, and best practices in TOD policymaking and implementation. Focus group participants repeatedly discussed the need for widespread education of the policy, planning, and development communities, citing an inconsistent understanding of how TOD is different, and how it can be best implemented. Given the fragmentation of public agencies within the City of Los Angeles and other local jurisdictions, and the multi-department structure required to plan and implement TOD, many local government and private actors do not fully understand the regulatory, planning, and implementation steps needed to promote successful TOD.

Target Policy and Regulation

Prioritize new development and intensification of stations with significant land opportunity, and/or lower than average transportation costs. The regional goals of reducing carbon emissions and enhancing lasting affordability options for households can only be achieved if the region's most transit-rich areas accommodate a greater share of regional growth over the next 30 years. As many of these regionally unique transit-rich areas are in the City of Los Angeles, accommodating future growth in the city is of regional and statewide as well as local importance. Therefore, future policymaking should focus on new development and intensification of these areas, and advocates should focus on maximizing community and local support for such development.

Tailor future parking requirements in appropriate station areas to reflect the reduced auto dependency of local households and businesses. Parking requirements are a significant factor in

determining the potential for more intensive development in station areas, particularly in areas where the only available development opportunity sites are too small to accommodate both new construction and parking spaces. But, not all station areas can accommodate reduced parking ratios. The data provided in Chapter 2 of this report offers a basis for understanding the potential for reducing parking requirements on a station-by-station basis.

Reconcile the City's Employment Land Preservation Policy with transit-supportive land uses. The City of Los Angeles has adopted one of the most cutting edge employment land preservation policies in the nation, which is working to support the City's long-range economic competitiveness and workforce development goals. Since it is most cost effective to align new rail alignments where rail has run historically, many of the City's existing and future light rail station areas are adjacent to these industrial zoned areas. Therefore one of the unique regulatory challenges to the City of Los Angeles specifically is to reconcile the economic development goals and policies governing local employment zoned areas, with the goals of accommodating new development in station areas. By creating new definitions for "employment TOD," the City of Los Angeles will be setting a national precedent for other cities seeking to balance their economic development and sustainability goals.

Reinforce the importance of existing employment centers and other destinations. With a 13 percent unemployment rate, the instinct of many local planners might be to accommodate jobs wherever jobs are willing to go. However, office, industrial, and other types of employment related uses are not as fungible as residential development, and jobs tend to grow in a more agglomerative pattern. Understanding where existing job centers are in the City, and making an effort to connect these centers to transit, will ultimately make the City of Los Angeles a more competitive place to do business and will offer workers a wider range of commute options.

Demonstrate the congestion reduction potential of TOD, and consider these reduced congestion levels in the entitlement review process for transit-oriented development. There is national evidence that, under the right circumstances, TOD can enjoy lower auto trip generation rates and higher levels of transit ridership. However, traffic and parking concerns continue to be the primary reasons why communities are opposed to additional development, even in transit-rich areas. Therefore understanding the extent to which different types of development can benefit from transit proximity – and educating the broader public – is an important step in supporting transit-oriented development.

Prioritize Development and Transportation Investments

Coordinate existing and future funding sources to promote more effective TOD planning and implementation. A wide range of actors are responsible for implementing and planning TOD, including a number of separate departments within the City (Planning, Housing, Transportation), other governmental agencies such as CRA, Metro, HACLA, and the Mayor's Office, individual city council offices, and non-profit and private groups including affordable housing and community development organizations. Therefore it is no surprise there is a lack of coordination of funding sources, even though resources are scarce across all organizations. A single citywide TOD strategy – with involvement of all of the above actors and more - could help create a more comprehensive investment plan that pools limited resources towards common goals and strategies.

Invest in the "last mile connection." A transit system is only as good as the people it connects, including households living throughout the city, and jobs that are scattered across both transit rich and transit poor areas. Therefore improved connections through intermodal bus and shuttle transfers, and safer and more pleasant pedestrian and bicycle routes, should be an investment priority and will enable the transit system to serve households throughout the City, not just those within walking distance of a train or BRT stop.

Develop affordable housing production or preservation strategies that reflect local conditions. Transit rich areas should fundamentally be focus areas for low- and moderate-income housing development, because these areas often provide lower transportation costs, and thus inherently affordable living options for local households. But there are many types of local investments and regulations that can best ensure housing options for households of all incomes near transit, from preservation of existing units, to enhanced enforcement of rent control policies, to development of affordable or mixed-income housing projects. Understanding factors such as potential for displacement, recent demographic change, current transportation costs, and other indicators identified in Chapter 3 can provide guidelines for prioritizing station areas for investment, and understanding the type of investment that is most appropriate.

Study Process and Outcomes

CTOD organized all 71 existing and planned rail and bus rapid transit stations in the City of Los Angeles into an existing conditions “typology.” The typology organizes stations along a continuum based on land use mix and intensity. This typology can be found in **Figure 3**.

CTOD then created one-page station area profile sheets for all 71 stations within the city limits. The profiles are data-rich with information about neighborhoods and the people who live there including whether they walk or bike or take transit to work; the size of the development opportunity in the station area; whether the neighborhood shows signs of change in the demographics of households and the diversity of income levels; issues related to station access – whether there are barriers including heavily traveled streets or freeways; existing land uses, density and intensity; and the existence of federally subsidized housing units, and whether their contracts are expiring. In addition, there are several measures of station area performance that are compared to average performance in the region.

Not surprisingly, this data collection process found that there is limited vacant and underutilized land available for development near transit stations, and that the underutilized parcels that exist are often small and fragmented. Small parcels can still be developed, but require a more proactive set of implementation strategies in order to generate momentum for their reuse. This finding, as well as conversations with our steering committee members, led us to conclude that “transit-oriented development” or “TOD” in Los Angeles should be more appropriately coined as “transit-oriented districts.” While these transit oriented districts may not offer as much development opportunity as TOD in other less built-out cities, they nonetheless offer enormous opportunity for making the city more affordable and sustainable, and ripe for investments in other kinds of improvements including housing preservation, walking and biking infrastructure improvements, and community development and visioning.

CTOD then assessed the performance of each station in relation to four key indicators:

- Do transit-oriented districts reduce costs for residents?
- Do transit-oriented districts reduce auto use and increase transit ridership?
- Do transit-oriented districts provide access to residents of all incomes?
- Do transit-oriented districts connect residents and jobs?

The typology and station area profiles provide a quantitative assessment of local performance in relation to these goals. These tools help TOD partners to move forward and use limited financial resources wisely by targeting the right investments and strategies to the right station areas. The profiles allow users, for example, to:

- Assess station area development potential
- Figure out best strategies to increase station performance
- Examine station area potential to reduce GHG emissions
- Assess which stations to prioritize for investment
- Understand what kind of investment is needed
- Target stations with the lowest transportation costs for the most development
- Determine which stations are changing in terms of demographics and income diversity
- Determine which stations should be targeted for affordable housing resources
- Figure out which TODs have the lowest car ownership and transportation costs and if there should be an examination of parking requirements
- Determine whether the best way to reduce auto dependency is to increase intensity or reduce block size and get rid of mobility barriers.
- Target investments in walking, biking and transit to stations where incomes and/or access is low.
- Help connect people and jobs and determine whether this is best achieved by: 1) providing more transit, 2) improving intermodal connections, 3) adding housing to stations near jobs, 4) providing better bike and ped connections, and 5) orienting stations closer to office doors.

CTOD also conducted an analysis of five case-study corridors. These corridors were composed of clusters of stations, including: the Gold Line from Little Tokyo to Indiana; the Red Line from Vermont/Wilshire to Vermont/Sunset; the Orange Line from Sepulveda to Warner Center; the Expo Line from USC to Crenshaw; and a key portion of the proposed downtown streetcar alignment. CTOD invited stakeholders from all of these corridors to talk about their issues with development in their neighborhoods, and the opportunities and the challenges for the kind of development they wanted. Participants included staff from several city departments and various agencies including CRA-LA, the Planning Department, and LA Metro, as well as community members and organizations, institutional property owners and major employers, as well as other planners, developers, activists and other stakeholders.

The focus group participants expressed concerns that there is not enough money for the kind of planning initiatives that are needed to get the best development and performance from station area neighborhoods. Politics too often trump planning, they said, and communities are not convinced that development won't increase traffic, particularly because there are so many wide-heavily trafficked streets near stations and because so many stations are surrounded by unwalkable neighborhoods. Focus group participants also said that TOD is complicated and needs a more focused planning and investment effort. The participants recommended targeting scarce resources to the stations where they will generate the most benefit. They also expressed concern that the transit system does not connect workers to enough jobs and other activity centers throughout the city. Transit and TOD has the potential to generate good jobs for local residents, and that it can provide many opportunities for economic development and green jobs.

I. INTRODUCTION

Interest in fixed-guideway transit is growing exponentially in the U.S. with the dawning awareness that the era of cheap, plentiful energy—the paradigm upon which our transportation systems and development patterns have been built—is drawing to a close. The writing is on the wall: the fiscal and human cost of maintaining a large presence in the Middle East has become politically onerous. Consumers have been jolted by volatile gas prices and the severity of the foreclosure crisis—which hit suburban and exurban communities the hardest, especially where commutes are long and expensive. And concerns about climate change and the need to dramatically decrease driving and greenhouse gas emissions loom large on the horizon. Meantime, road building has done nothing to relieve traffic congestion. This new reality wasn't lost on Los Angeles County voters who surmounted the two-thirds vote requirement to pass Measure R in 2008.

Los Angeles is already investing heavily in expanding its transit network.

Los Angeles is part of a national movement of cities and regions across the U.S.—including cities just starting to build out modern rapid transit networks such as Seattle, Honolulu, Phoenix, Houston, Dallas—that are voting to raise money locally for transit. The FasTracks sales tax measure in Denver vaulted the region into national prominence by providing the investment to build out an entire rail system in a dozen years—something no region had done since Washington D.C. built Metrorail in the early 1970s. But voters in Los Angeles did it bigger and better. FasTracks is expected to contribute to a \$6.2 billion expansion of Denver transit to include 6 new light rail lines. Measure R will raise \$30 billion for 11 new rail lines and extensions, including light rail, bus rapid transit, and the subway to the sea. When combined with the existing and planned 100 miles of track and 70 stations in the city of Los Angeles alone, this investment will create a system of significant magnitude, and will provide the infrastructure for a new pattern of growth and development in Los Angeles.

Transit investment and transit-oriented districts are keys to enhancing affordable living.

Locating a mix of uses near transit is a key tool for addressing the problem of affordability. The Los Angeles region is notorious for high housing and transportation costs, even in the current recession. The combined cost of housing and transportation averages about 47 percent of household income nationally, but households in Southern California pay about 54 percent of regional median income.¹ Interestingly, this percentage varies significantly depending on where people live: though the region's average housing and transportation cost is 54 percent, the average cost in Koreatown, for example—with its very high employment and housing density, wide array of housing types, and rich transit network including four subway stops—is just 31 percent.

This savings is considerable, especially for low-income households. Housing near transit is more affordable if only because that is where residents can save considerably on transportation costs. A new study by the American Public Transportation Association shows that households that used transit saved an average of \$9,190 in 2009 in the U.S., and \$10,000 in Los Angeles.² It no longer makes sense to think about “affordability” in terms of housing prices alone. Just as real estate agents now use the “WalkScore” tool to highlight the walkable benefits of homes on the market, so they should report on the average cost of transportation in a given neighborhood. Planners should also begin to pay more attention to the

¹Source: *The Affordability Index Toolbox: A New Tool For Measuring The True Affordability Of Housing Choices, And Other Tools To Promote Affordability*. Center for Transit-Oriented Development, March 2008

²Source: *The Transit Savings Report*. American Public Transportation Association (APTA), December 2009, accessed December 2009: http://www.apta.com/mediacenter/pressreleases/2009/Pages/091209_December_Savings.aspx.

transportation cost savings of transit-rich neighborhoods as a way to promote sustainability and affordability when allocating public funding for new housing, streetscape improvements and other public investments.

Transit-oriented districts are a climate action strategy.

Regions and cities in California are increasingly looking to infill development and transit-oriented districts (TOD) to help meet the greenhouse gas emission reduction goals set out in Senate Bill 375. A recent survey of the Gateway Cities Council of Governments (Gateway COG), for example, showed that 80 percent of cities in the Gateway COG had considered TOD as a way to reduce vehicle miles traveled, and a majority had also considered land-use strategies including promoting infill and mixed-use development to increase residential and employment density.³ CTOD research for a forthcoming paper on climate change and TOD, to be released this year in partnership with the Federal Transit Administration, shows that households living near public transportation reduce transportation-related greenhouse gas emissions by an average of 43 percent. CTOD found that households living in central business districts, which typically have the richest mix of jobs, transit, destinations and density, could reduce their vehicle related emissions by 78 percent.

Transit-oriented districts require consistent, proactive investment by the public and private sectors.

Given that not all stations offer the same opportunities for long-term sustainability, prioritizing development and public funding on sites near transit is a key strategy to allocate the limited resources available towards this end. The TOD typology and station profiles included in this report provide measurements for understanding how and where to achieve affordability and transit goals, in order to help L.A. Metro and the City of Los Angeles prioritize station areas for investment. The typology and the station area profiles examine whether:

- Existing intensities around stations can support reductions in vehicle miles traveled (VMT);
- Stations are performing as well as they could be in terms of reduced car ownership and increased mode shares for walking, biking and transit;
- Land is available to increase the intensity of uses;
- There is good access to stations for pedestrians, bicyclists and transit users;
- Existing residents are vulnerable to displacement and/or loss of affordable housing through changing market conditions and expiring housing subsidy contracts; and
- There is access to regional employment opportunities.

Our work on this project, which included two days of focus group meetings with over 60 public and private TOD partners, leads us to conclude that there is much work still to be done, especially in the areas of planning and community engagement, in communication and collaboration among the public partners, and in the coordination of public resources and investment at stations. Now is the time to act, while market activity has slowed, and land can be assembled at a lower cost.

Fortunately, there is a growing understanding that the future health and prosperity of residents and of the region depends on more sustainable growth and development near stations. The new Urban Land Institute/PricewaterhouseCoopers “Emerging Trends in Real Estate Report” for 2010, while cautioning that little development will occur in the near term, is bullish on the future of the market for infill

³Source: *Gateway Cities SB 375 Web Survey Report*. Gateway Cities Council of Governments, August 2009. For more information about which cities are in the Gateway COG, refer to their website: <http://www.gatewaycog.org/>.

development in walkable neighborhoods near transit. There is a growing coalition of interests—including labor, environmentalists and business interests—keenly interested in jumpstarting Measure R investments, and possibly accelerating the 30-year program so that projects could be completed in 10 years. Focus group participants cited the lack of a meaningful transportation system to connect employees to jobs and reduce the cost of living as one reason so few Fortune 500 companies locate in downtown Los Angeles.

Moreover, the residents of Los Angeles are keenly interested in living locally and in those neighborhoods where it's possible to walk and bike to locally owned businesses and restaurants. The price of homes in urban core communities that offer these amenities – including, among others, South Pasadena, Pasadena, Silver Lake, Echo Park, Culver City, Glendale, and Burbank – is proof of this. At least two national studies released this past summer prove that property values in walkable neighborhoods have increased in value or held their value better than comparable properties in suburban locations.⁴

Planning for transit-oriented districts is moving forward on many fronts simultaneously.

The momentum for TOD in Los Angeles is building: the Southern California Association of Governments' Compass Blueprint Two Percent Strategy stresses that new development should be focused near stations; Mayor Villaraigosa promotes mixed-income, mixed-use development near 20 stations in his 5-year housing plan, and planning efforts are underway at 10 of them; the Planning Department is focusing resources on community plan updates around new transit corridors; both the Community Redevelopment Agency and the L.A. Unified School District, too, understand the value of these sites. Even the Urban Land Institute's Los Angeles District Office has recognized the importance of these investments. The ULI is staging a TOD Marketplace in June of 2010 and is subsidizing technical assistance panels for five cities that are offering properties near stations up for development.

A Regional Strategic Plan for Transit-Oriented Districts can facilitate the coordination, collaboration, and investments needed for success.

For all of the reasons above, it is important for the city, L.A. Metro and all of the other public and private TOD partners to use this market lull as the time to get “their ducks in a row,” before the market heats up and raises the cost of development near stations. It is critical that the city craft a TOD Strategic Plan to prioritize and focus the right kinds of public investment and public-private development activity around the right transit stops and corridors. The TOD typology, the station profiles and the analysis offered in this report offer a basis for understanding how stations currently perform relative to TOD, how investments might be prioritized and coordinate, and how to bring TOD from “clever exceptionalism” to widespread implementation.

⁴ Sources: Cortright, Joseph. *Walking the Walk: How Walkability Raises Housing Values in U.S. Cities*. CEOs for Cities, August 2009. and Pico, Gary and Jeffrey Fisher. *Effects of Walkability on Property Values and Investment Returns*. Responsible Property Investing Center, Boston College and University of Arizona, Benecki Center for Real Estate Studies, Indiana University, August 2009.

II. DEFINING 'SUCCESSFUL' TOD IN LOS ANGELES

WHAT IS SUCCESSFUL TOD IN LOS ANGELES?

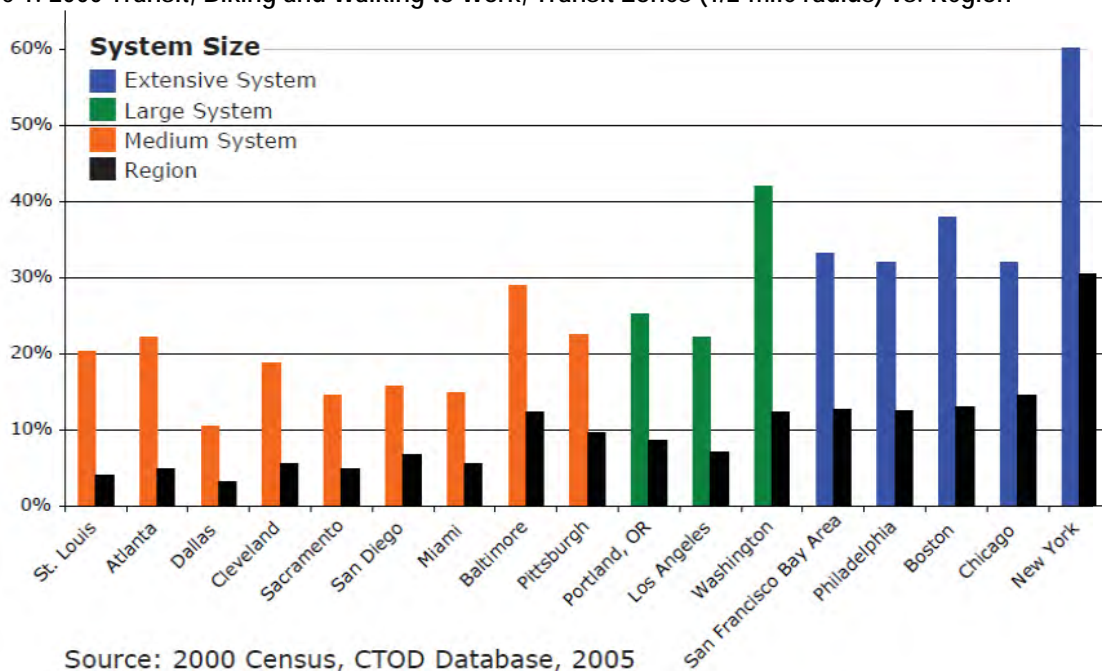
To bring transit-oriented districts (TODs) to scale in Los Angeles, we must start with a shared definition of successful TOD in the Southern California context. Rather than providing a definition that dictates a particular formula of land uses, densities, and urban design promoting TOD, the success of TOD should be measured and defined based on the broader outcomes that TOD seeks to achieve. Specifically, TOD integrates land use, transportation and urban design, and prioritizes walkable neighborhoods with well-integrated connections to the regional transit network. TOD can help the city and region:

1. Reduce the combined costs of housing and transportation;
2. Reduce auto-dependence, thereby alleviating congestion, reducing greenhouse gases, and encouraging residents to bike and walk;
3. Expand transportation choices for households of all incomes; and
4. Contribute to economic development and job growth.

These four goals set the context for the findings and recommendations outlined in this report.

As one of the most economically and ethnically diverse regions in the country, with a range of development patterns spanning more than a century, the Los Angeles's station areas encompass a broad array of demographic, physical, and economic characteristics. The transit network extends to neighborhoods with very low, low, moderate, and high incomes, nationally significant ethnic enclaves, varying degrees of development opportunities, and some of the lowest—and highest—rates of car ownership in the country. Thus, the strategies to create successful TOD will differ depending on the current context of each station area. But, overall, transit rich areas have been proven to support increased rates of biking, walking, and taking transit as shown in **Figure 1**.

Figure 1: 2000 Transit, Biking and Walking to Work, Transit Zones (1/2-mile radius) vs. Region



There is no “One Size Fits All” Pattern for TOD

The aforementioned goals can be achieved within a range of different types of station areas, with different mixes of land uses and different densities. Los Angeles’s station areas present a variety of different development intensities and land uses, offering a diversity of options for living, working and playing near the region’s transit system. While intensifying some of these station areas is a regional priority and key step to achieving our TOD goals, planning for TOD can also mean reinforcing existing communities and neighborhoods with better access to the station area, affordable housing preservation, community visioning and development, and commercial revitalization.

TOD is commonly cited as “transit-oriented development.” However, TOD in Los Angeles will not always entail new development, therefore planners and political leadership in the city have coined many different terms for the types of places that will help to achieve these goals: Transit-Oriented Districts, Transit-Oriented Development, Sustainable Transit Communities, and Walkable Neighborhoods, among others, are all terms that refer to the same fundamental set of objectives that can be achieved through integrated transit planning, development, urban design, streetscape improvements, and reinvestment. Some of the potential strategies that might be included in a TOD Plan are shown in **Table 1**. Throughout this report, we refer to “TOD” or “Transit-Oriented Districts” in order to acknowledge that while development is important, there is much more to successful TOD in Los Angeles’s established neighborhoods.

Table 1: Potential Strategies that Might be Included in TOD Implementation

<i>Revitalization and Intensification</i>	<i>Neighborhood Preservation and Stability</i>	<i>Access and Connectivity</i>
<ul style="list-style-type: none"> - Increase density/ development - Revitalize commercial corridors - Develop affordable housing - Assist existing residents economically (workforce development) - Enhance economic / job growth 	<ul style="list-style-type: none"> - Prevent displacement of vulnerable households - Preserve historic buildings - Preserve single family neighborhoods - Enhance community amenities (parks, schools, etc) - Preserve affordable housing - Maintain and enhance a particular local identity 	<ul style="list-style-type: none"> - Increase transit ridership - Overcome barriers to walking/biking - Improve safety - Improve urban design

OVERVIEW OF TOD GOALS

Goal #1: Make Housing and Transportation Affordable

Until recently, transportation costs have been a hidden factor in defining affordable living in the United States. Yet for the average household, transportation is the second greatest expense after housing, and collectively housing and transportation can make up more than half of annual expenses.⁵ While many home buyers “drive to qualify” for lower cost housing at the edge of the urban area, additional transportation costs can quickly eat up housing savings, especially as gas prices fluctuate. A 2005 study reported that for every dollar saved on cheaper housing in the suburbs, households spend 77 cents more on transportation.⁶

In Los Angeles—where transportation costs are already well above the national average⁷—it is especially important to consider both housing and transportation costs when promoting affordability. The average local household might pay a third of their income on rent for affordable housing, but transportation costs in the city can range from a low of \$2,900 to a high of \$12,000 a year in the city alone. In fact, *the average household in the region spends 54.8 percent⁸ of its income on housing and transportation.*

For Los Angeles’s more financially constrained households, making a careful decision about where to buy or rent necessitates weighing the relative costs of living in different neighborhoods—costs that cannot be fully understood unless one combines the local cost of housing with the local cost of transportation.

⁵ Source: Realizing the Potential: Expanding Housing Opportunities Near Transit. Center for Transit-Oriented Development, 2007.

⁶ Source: *A Heavy Load*. Center for Housing Policy, 2008.

⁷ The average household in the Los Angeles region spends nearly 30 percent of its income on transportation, over 10 points higher than the national average of 19 percent.

⁸ Source: CTOD National TOD Database

The presence or absence of transit, proximity to jobs, density, and a mix of uses including convenient access to services, schools, grocery stores, and entertainment all contribute to reduced local transportation costs by enabling households to rely less on driving and more on walking, biking, and taking transit. Other demographic factors can play a role as well, including household size and income: larger and wealthier households tend to own more vehicles and drive more miles. Yet even among wealthy households, neighborhood characteristics like those described above influence how much is spent on transportation. In neighborhoods rich with these amenities, every type of household is less likely to drive.

A key component of reducing transportation costs is lessening auto dependence: households who must drive long distances to get to work, or can only drive to get groceries or take their children to school, will spend more money on transportation. Low transportation costs are generally found in places where residents and workers have the choice to walk, bike, or take transit when commuting or doing other errands, and can thus live without one less car. **Families living in these types of efficient neighborhoods can save up to \$10,000 a year on transportation costs in Los Angeles.**⁹

Goal #2: Reduce Auto-Dependence and Enhance Transit Ridership

In addition to lower transportation costs, communities with reduced auto-dependence experience a multitude of benefits, including:

- More stable transportation costs, even when gas prices increase;
- A reduced need to expand freeways or other roads to accommodate new growth;
- Healthier residents as a result of more physical activity, which reduces both individual health care costs as well as public health expenditures; and
- A more stable and sustainable source of transit ridership, which leads to additional fare box recovery and revenue for transit agencies.

Reducing auto-dependence can also be an economic driver for the city and the region. **Increasing the transportation choices available to residents and workers will enable Los Angeles to continue to accommodate economic growth without a proportional increase in congestion.**

The State of California's recent legislation on integrating transportation and housing growth plans regionally (SB 375) lends additional weight to the importance of reducing auto-dependence. To set greenhouse gas reduction targets for each region, the State is encouraging regional leaders to engage with transportation and local land use planners to form strategies to reduce auto-dependence overall. Reducing auto-dependence will be critical to reducing total greenhouse gases emitted in Los Angeles. The Southern California Association of Government's 2004 Compass Blueprint Vision report found that growing congestion and vehicle miles traveled were serious challenges to livability in the region. The report found that integrating transportation and land use planning—the key to creating successful transit-oriented districts—is an important strategy to respond to those challenges.

Goal #3: Promote Equitable Access to Transit

Los Angeles's light rail and rapid bus corridors play a critical role in providing residents and workers a range of transportation options, thus lowering transportation costs and auto dependency. Because these

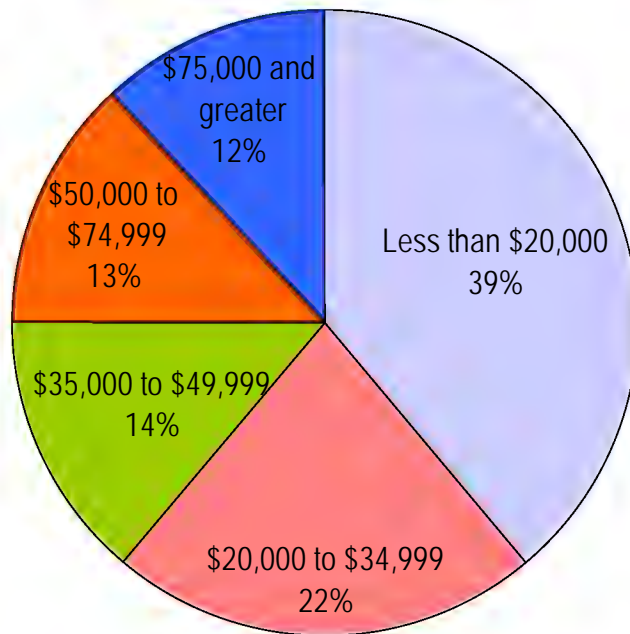
⁹ American Public Transportation Association, accessed February 2010:
http://www.apta.com/mediacenter/pressreleases/2009/Pages/091110_transit_savings.aspx.

transit-rich areas offer truly affordable living, **it is critical to ensure that households of all incomes have the opportunity to live in these places.**

The demand for transit-oriented living in the Los Angeles region is strong and growing. Whereas in 2000, less than six percent of all households in the region—or about 300,000 households—lived near transit, CTOD has forecasted that over 1.7 million households or about 22 percent of the region will want to live near transit by 2030. Such a large increment of demand is the result of an increasing preference among households to live in walkable mixed-use environments, but also because the types of households who prefer to live near transit—seniors and couples without children—are projected to grow rapidly over the next 20 years.¹⁰

This demand makes it more important than ever to ensure that equity, and affordable housing preservation and production, are core to the planning process for Los Angeles’s station areas. **Figure 2** shows that nearly two-thirds of this demand is likely to come from households earning less than the city’s median income (about \$36,000 in 2000). But, with a limited supply of developable, transit-rich land, and high land and construction costs, developers will continue building housing catering to the highest of end of market following the economic recovery.

Figure 2: Income Distribution for 2030 TOD Demand in the Los Angeles Region (2000 dollars)



Source: Center for Transit-Oriented Development, 2007

Furthering the need for equitable planning near transit is the fact that **transit extends through many of the city’s existing low- and moderate-income neighborhoods, offering local residents critical**

¹⁰ Source: Center for Transit-Oriented Development. Available at www.reconnectingamerica.org.

regional access but also making residents vulnerable to displacement over time. Table 2 shows that residents in transit rich neighborhoods already take advantage of the transportation alternatives these neighborhoods offer. These residents own fewer cars, and are three times more likely to use transit, walk, and bike to work than other residents in the city and region. Table 2 also shows that the median income of transit zone residents is significantly lower than the regional median income, despite the fact that household sizes tend to be similar. And, these lower income households are also significantly more likely to be renters, thus making households more susceptible to displacement if housing prices rise.

Table 2: Regional, City, and Transit Zone Demographic Characteristics, 2000

	<i>Region</i>	<i>City of Los Angeles</i>	<i>Los Angeles Station Areas</i>
Share Taking Transit, Walking, and Biking to Work	8%	14%	24%
Share Households with 0 or 1 Car(s)	46%	57%	66%
Median Household Income	\$45,280	\$36,687	\$29,726
Share of Renter Households	46%	61%	73%
Average Household Size	3.00	2.83	3.02

Source: U.S. Census, 2000; CTOD

Ensuring that housing options are available near transit will involve the development of new subsidized, workforce, and market rate housing. In neighborhoods where new development is not a significant option, the preservation of existing affordable units near transit can be an important strategy. Indeed, small parcel sizes and limited land opportunity near the some of the city’s existing and planned transit stations will pose implementation challenges to promoting more intensive development near transit, making housing preservation a key component of station area planning.

Preservation of existing affordable housing is even more critical given the vulnerable state of existing federally subsidized units in the Los Angeles region. A recent report by The AARP Public Policy Institute, The National Housing Trust, and Reconnecting America reported that of the 48,000 existing units in the Los Angeles region built through the Section 8 and Section 202 subsidy programs, over half are within a quarter mile of rail stations or frequent bus service. **Contracts on 82 percent of these transit accessible units - over 20,000 units in total - will expire by 2014.**¹¹ While many of these units are owned by public or non-profit agencies with an interest in renewing their contracts, other owners may choose to opt out of maintaining the affordability of units. Given the mismatch in the supply and demand for housing near transit, those owners that do not renew their federal subsidy contracts will likely be able to increase rents, sometimes to levels that price out current residents.

¹¹ Harrell, Rodney, Allison Brooks, and Todd Nedwick, “Improving Affordability and Access in Livable Communities: Subsidized Housing Opportunities Near Transit and the 50+ Population.” Washington, D.C.: AARP Public Policy Institute, September 2009. Available at www.reconnectingamerica.org/reports/. “Federally Subsidized” units include Section 202, Section 236, and Section 811 subsidies from the U.S. Department of Housing and Urban Development.

Goal #4: Support Economic Development

Transit plays an important role in linking a diverse range of workers to their jobs, enhancing the quality of life that will draw a broader pool of knowledge-based workers, and supporting the lasting economic health and growth of the city's existing job centers. The City of Los Angeles is clearly part of a much larger regional economy, in which employers are dependent on predictable access to a well-trained workforce. Such priorities among employers have, for example, driven large corporations and businesses to follow the growing labor pool out to their suburban homes in the Inland Empire.

Economic growth in Los Angeles is under constant threat of being stymied by congestion and fluctuating energy costs. **To achieve predictable access and avoid a situation where congestion acts as a chokehold on future economic growth, it is important to ensure major existing job centers are well served and highly accessible to the regional transit network.** Unlike residential growth, which is relatively fluid and geographically fungible, employment growth is significantly more likely to occur near or within existing job centers. One reason for this is that 78 percent of quarterly job growth nationally occurs through expansion of existing firms, rather than creation or attraction of new firms.¹²

One key to economic growth is ensuring that workers with a broad range of skill sets are offered stable access to major regional job centers. **Expansive, integrated transit networks and transit-supportive development provide more diverse economic opportunities than individual transit lines, and can therefore support upward mobility and better sustain economic fluctuations.**¹³ In addition, as the transit network becomes better connected to regional job centers, more workers will choose to walk, bike or take transit to work.¹⁴ The transportation cost savings from alternative mobility choices actually boosts spending on other goods and services in the local economy.¹⁵

Studies have also shown that **workers who take transit are more productive.**¹⁶ High quality transportation alternatives have been shown to reduce tardiness, absenteeism, and give employers a competitive advantage in the search for high quality employees. Employees taking transit are also less affected by the grind of driving to work in daily traffic and instead can do work or relax on their trips to and from work.¹⁷

Recent trends indicate that workers increasingly prefer to live near where they work and enjoy a higher quality of life that is free from the strains of traffic and congestion, making jobs and housing near transit an increasingly popular choice.¹⁸ To create a truly functioning transit network in Los Angeles will require not only meeting the demand for housing near transit, but also ensuring that residents are able to access the places they want to go. Fortunately, Los Angeles will be aggressively expanding its transit network in the next 30 years, providing opportunities to link up other major job centers and destinations to the regional network, while also providing opportunities to build a greater supply of mixed-income housing. All of this will make Los Angeles more economically competitive as a region while providing residents and workers with a higher quality of life.

¹² Strategic Economics: FTA New Starts Economic Development Criteria Working Paper. November 2006

¹³ *ibid*

¹⁴ Center for TOD. "Destinations Matter: Building Transit Success." May 2009

¹⁵ CEOs for Cities. "Portland's Green Dividend." July 2007

¹⁶ *ibid*

¹⁷ Source: Gulian a, E., A. I. Glendon, G. Matthews, D. R. Davies, and L. M. Debney. *The Stress of Driving: A Diary Study*. Work & Stress, Volume 4, Issue 1 January 1990, pages 7 – 16

¹⁸ For a description of demand please refer to the "Equitable Access to Transit" section above.

III. EVALUATION OF STATION AREA PERFORMANCE

CTOD has developed a series of tools that can be used to evaluate the existing conditions in each given station area—and throughout the city—to understand the local context for future TOD opportunities and investment needs. Two tools created for this project—the station area profile sheets and the station typology—help evaluate a range of factors such as land use mix, development intensity, equity, and access. Other tools, such as the Affordability Index created for SCAG in 2008, and employment data from the U.S. Census Bureau, can help to further inform regional and local access opportunities.

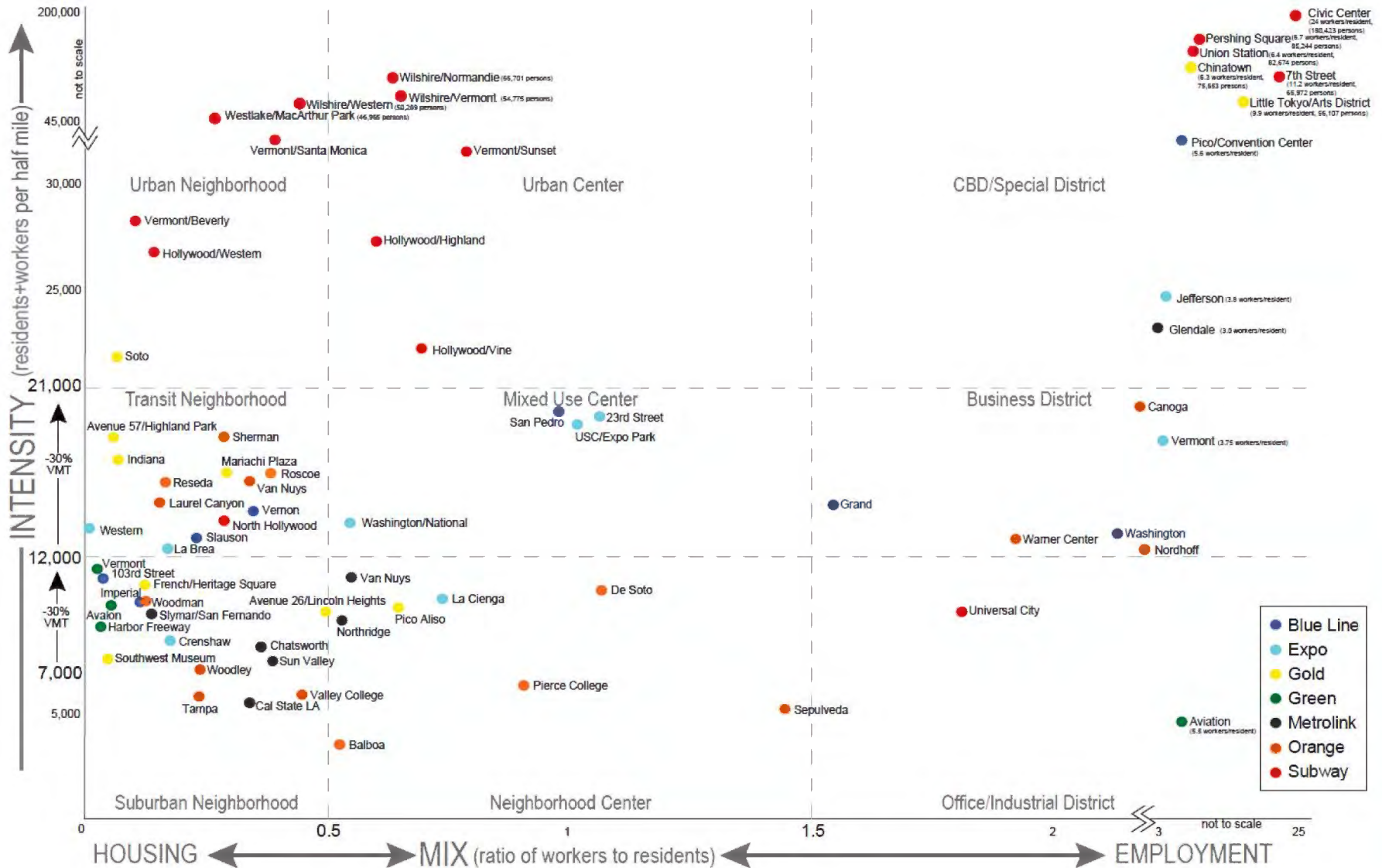
The following sections provide a framework for using these different resources to evaluate how stations are currently performing relative to the goals described in Chapter I. Through this analysis, we can begin to identify strategies that will enhance TOD success at different stations, and prioritize stations for future public and private investment.

EVALUATION TOOLS

In developing this analysis, CTOD has used several tools to understand existing performance. These tools include:

- **CTOD National TOD Database:** Developed in collaboration with the Federal Transit Administration, the CTOD National TOD Database includes over 4,200 existing and planned fixed-guideway transit stations and information from the US Census regularized to the ½-mile radius around each station. Many of the demographic, ridership, and other information in this report are drawn from this resource. The CTOD National TOD Database provides the ability to quickly compare conditions across the city and with other regions around the country.
- **Housing + Transportation Affordability Index:** The Center for Neighborhood Technology, with the Center for Transit-Oriented Development and the Brookings Institution developed a model for understanding the combined household cost of housing and transportation. The transportation cost model includes 12 physical and demographic factors in determining transportation costs. Data and maps for all 337 metropolitan regions in the United States is available at <http://www.htaindex.org>
- **Baseline TOD Typology:** **Figure 3** shows a baseline typology created for existing and under construction station areas in the City of Los Angeles. This Typology creates nine place types for station areas in Los Angeles, which can be used to direct specific strategies for accomplishing the goals set out in this paper. The nine place types shown in this matrix are based on existing data and conditions. The Typology shows the existing intensity of each station area in Los Angeles, as well as the mix of residents and employees in each station area. Stations with similar intensities and similar ratios between residents and workers may use similar strategies to create successful transit-oriented districts.
- **City of Los Angeles Parcel Data:** For more detailed analysis of station areas, CTOD has used existing data from the City of Los Angeles with individual parcel-level information. This data is the most comprehensive source for existing conditions. This report balances analysis of citywide data and station-level data to provide a more complete view of TOD opportunities and challenges.

Figure 3: Station Place Types, by Intensity and Use Mix



Source: Center for Transit-Oriented Development, US Census 2000, US Census Longitudinal Employment-Household Dynamics 2004

GOAL #1: MAKE HOUSING AND TRANSPORTATION AFFORDABLE

Evaluation Tools

While the cost of housing is well-defined as a monthly rent or mortgage payment, transportation costs are more fragmented and can include separate payments for insurance, repairs, tires, and gas. Because these costs are cumulative and vary from month to month, they are hard to measure. For this reason, the Center for Transit-Oriented Development and the Center for Neighborhood Technology created a tool known as the “Housing + Transportation Affordability Index,” which redefines the measurement of affordability to include both housing and transportation costs. In partnership with the Southern California Association of Governments (SCAG), CTOD has worked to help measure and compare housing and transportation costs in Los Angeles neighborhoods.¹⁹

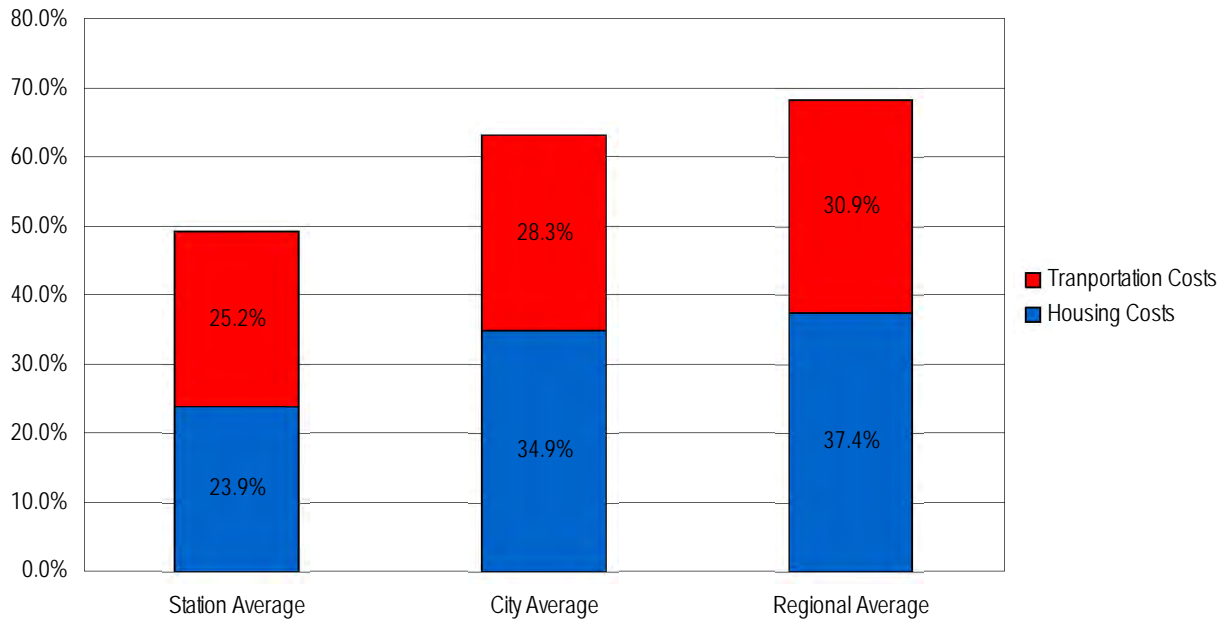
Citywide Performance

Many neighborhoods and station areas in the City of Los Angeles offer significantly lower combined housing and transportation costs than the region. Figure 4 shows that on average, Los Angeles’s station areas have lower combined costs than the city or region, but that in many areas low housing costs are the main driver of this overall reduced burden.

Figure 5 shows the combined housing and transportation costs at each station as a percent of the median household income in the City of Los Angeles (2000), and **Figure 6** shows transportation costs alone. The citywide average housing + transportation costs are 63 percent of Area Median Income (AMI). All but three stations (Tampa, Pierce College and Sylmar/San Fernando) have lower housing and transportation costs (and lower transportation costs alone) than the regional average, and almost all have lower combined costs than the citywide average.

¹⁹Source: *The Affordability Index Toolbox: A New Tool For Measuring The True Affordability Of Housing Choices, And Other Tools To Promote Affordability*. Center for Transit-Oriented Development, March 2008

Figure 4: Housing and Transportation Costs in Los Angeles, Comparing Station, City and Region



These percentages are of the median income in the city of Los Angeles (\$36,000), and not the region (\$45,000).

Source: Center for Transit-Oriented Development

Given the city's relatively low household incomes, even areas with low housing and transportation costs can be expensive for many local households. By national standards, the benchmark for affordable housing is 28 percent of one's household income. Just as there is a standard for housing affordability, so should there be a standard definition for housing and transportation affordability. Previous studies using the Housing + Transportation Affordability Index (H+T Index)²⁰ have identified 47 percent of household income as a target benchmark for housing and transportation affordability. This benchmark combines the national average transportation expense (19 percent of household income) with the mortgage-underwriting standard for housing debt (28 percent of household income).²¹

Using this benchmark, fewer of Los Angeles's station areas seem to be performing as well as transit-oriented districts should: **only 28 of the 71 transit stations in Los Angeles have costs falling under this H+T benchmark. When looking at just transportation expenditures, only nine stations in Los Angeles fall below the national average of 19 percent.**

Again, the primary reason for this is the relatively low household incomes in the city. **Figure 5** shows the median income at each station area throughout the city. Most of the station areas in Los Angeles have median household incomes below \$36,000, the transit zone median household income in Los Angeles in 2000, meaning that even average housing and transportation costs will consume a higher percentage of total household income. Nonetheless, the station areas in Los Angeles offer residents significant cost savings over other parts of the region.

²⁰ Source: *The Affordability Index: A New Tool for Measuring the True Affordability of a Housing Choice*. Center for Transit-Oriented Development and the Center for Neighborhood Technology. The Brookings Institution, January 2006.

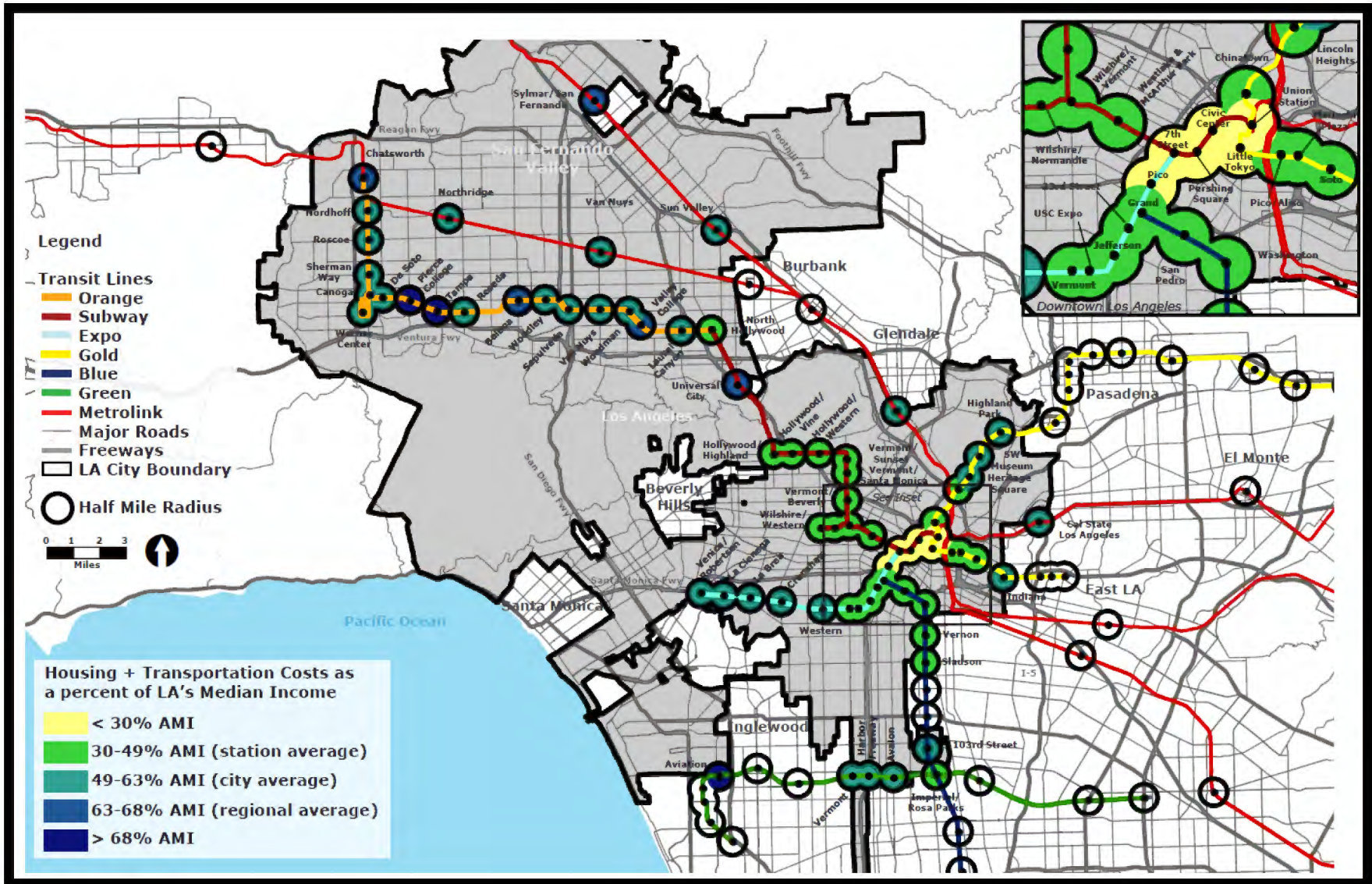
²¹ The 28 percent standard was applicable as of 2006.

Table 3: Los Angeles Transit Stations with Housing and Transportation Costs below the National Average, 2000

<i>Station</i>	<i>Line</i>	<i>H+T Costs as % of LA's Median Income</i>	<i>T Costs as % of LA's Median Income</i>	<i>H+T Costs below National Average</i>	<i>T Costs below National Average</i>
Pershing Square	Red/Purple	20.6	11.15	✓	✓
7th Street Metro Center	Red/Purple/Blue	21.71	12.04	✓	✓
Little Tokyo Arts	Gold Line	27.78	16.03	✓	✓
Civic Center/Tom Bradley	Red/Purple	28.43	12.27	✓	✓
Union Station	Gold Line	28.65	17.43	✓	✓
Pico/Convention Center	Blue/Expo	28.86	14.87	✓	✓
Grand	Blue	30.97	18.04	✓	✓
Westlake/Macarthur Park	Red/Purple	31.7	18.29	✓	✓
Chinatown	Gold	32.33	18.3	✓	✓
23 rd	Expo	35.11	21.05	✓	
Wilshire/Vermont	Red	37.21	19.44	✓	
Jefferson	Expo	38.69	23.54	✓	
Wilshire/Normandie	Purple	38.75	19.99	✓	
USC/ Exposition Park	Expo	40.07	24.41	✓	
Pico Aliso	Gold Line	40.6	22.86	✓	
Hollywood/Vine	Red Line	40.73	22.06	✓	
Wilshire/Western	Purple	40.9	20.64	✓	
Hollywood/Western	Red Line	41.15	22.21	✓	
Mariachi Plaza	Gold Line	41.28	23.42	✓	
Vermont/Santa Monica	Red Line	41.88	23.44	✓	
Vermont/Beverly	Red/Purple	42.41	22.78	✓	
San Pedro	Blue	43.02	23.94	✓	
Vermont/Sunset	Red Line	43.06	23.1	✓	
Hollywood/Highland	Red Line	43.08	21.7	✓	
Soto	Gold Line	43.32	24.47	✓	
Vermont	Expo	44.94	25.94	✓	
Imperial/Wilmington/Rosa Parks	Blue/Green	44.97	27.59	✓	
Avenue 26 Lincoln Heights	Gold	46.46	26.14	✓	

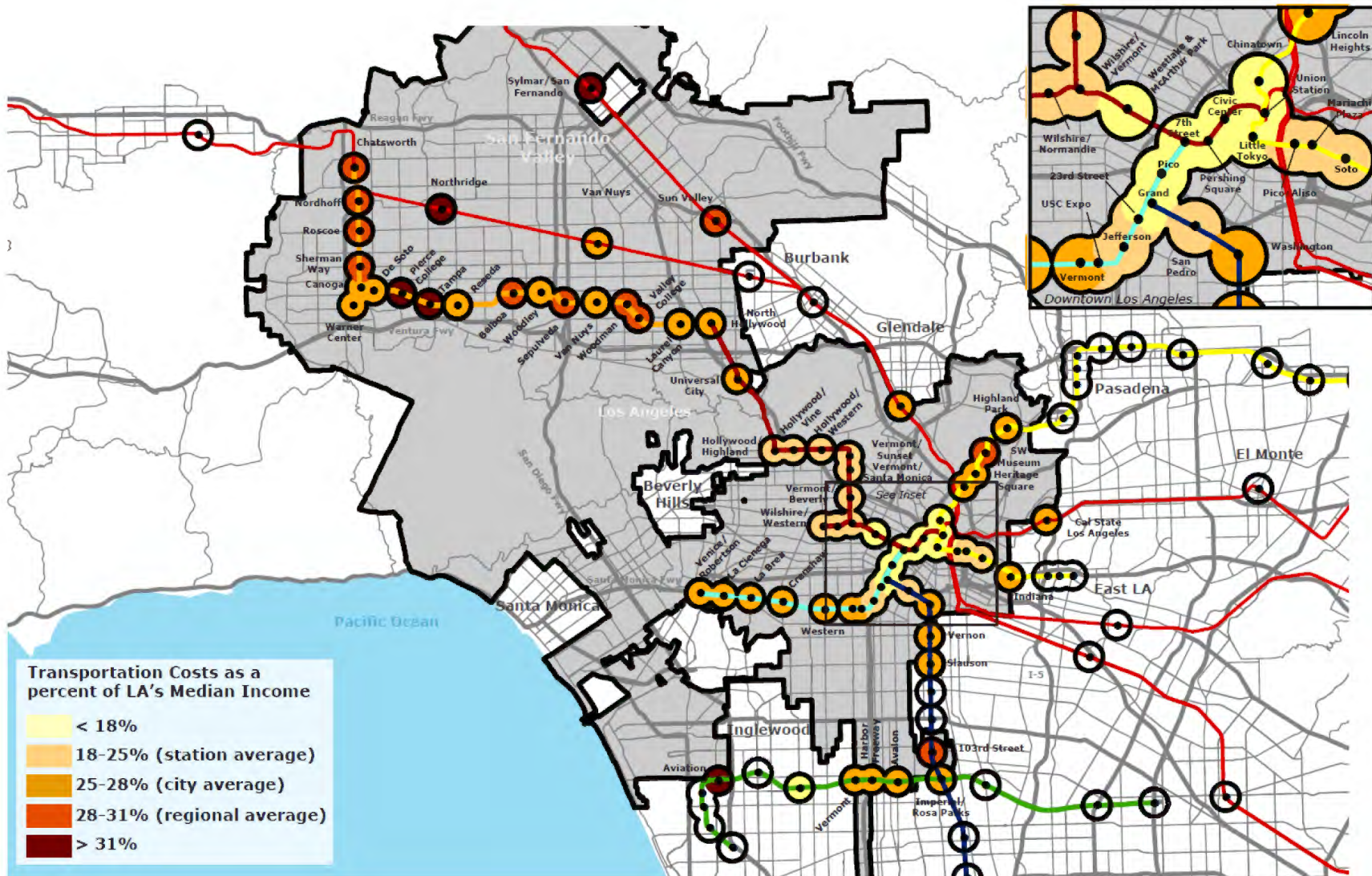
Source: Center for Transit-Oriented Development, Southern California Association of Governments

Figure 5: Housing and Transportation Costs, Compared to Station, City and Regional Averages, 2000



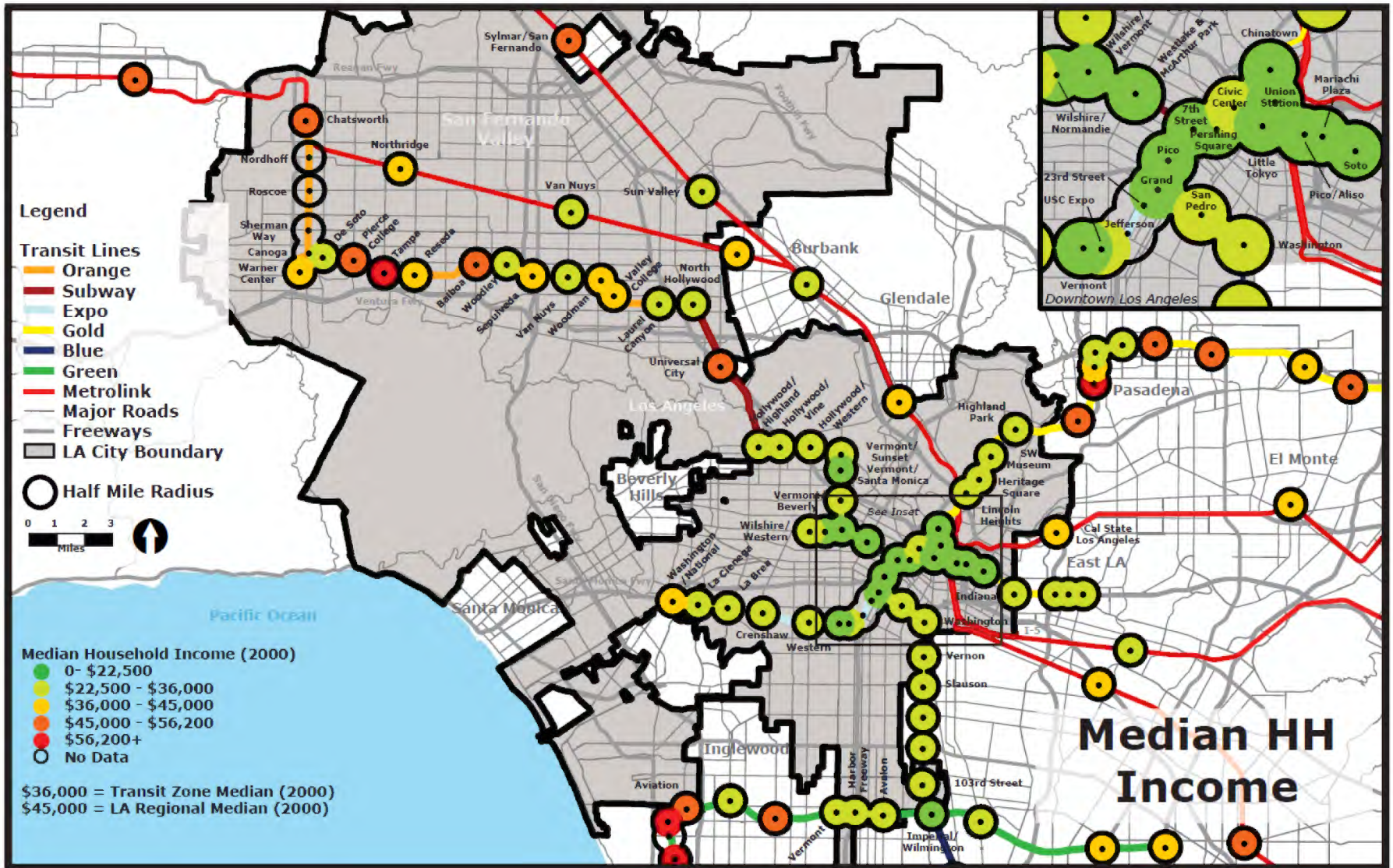
Source: Center for Transit-Oriented Development, Southern California Association of Governments

Figure 6: Transportation Costs compared to Compared to Station, City and Regional Averages, 2000



Source: Center for Transit-Oriented Development, Southern California Association of Governments

Figure 7: Median Household Income, 2000



Source: Center for Transit-Oriented Development, US Census 2000

Although station areas with lower than average transportation (T) costs are of critical regional importance for focusing future sustainable growth, these stations do not always accommodate a large number of residents or workers. The nine station areas that enjoy lower transportation costs than the national average) are of regional importance. Ideally, station areas with lower transportation costs will have a higher number of residents, and therefore provide a large number of households with the possibility of reducing their transportation spending and redirecting their income towards other needs. However, some low T-cost station areas have relatively few people living or working within walking distance, despite the benefit of low transportation costs.

Figure 8 shows the mix of residents and workers, and intensity of each station area compared with the costs of transportation as a percentage of median income at those stations. Stations such as Avenue 26/Lincoln Heights on the Gold line and San Pedro on the Blue line have a relatively low intensity of residents and workers near the stations, despite offering potentially low transportation costs.

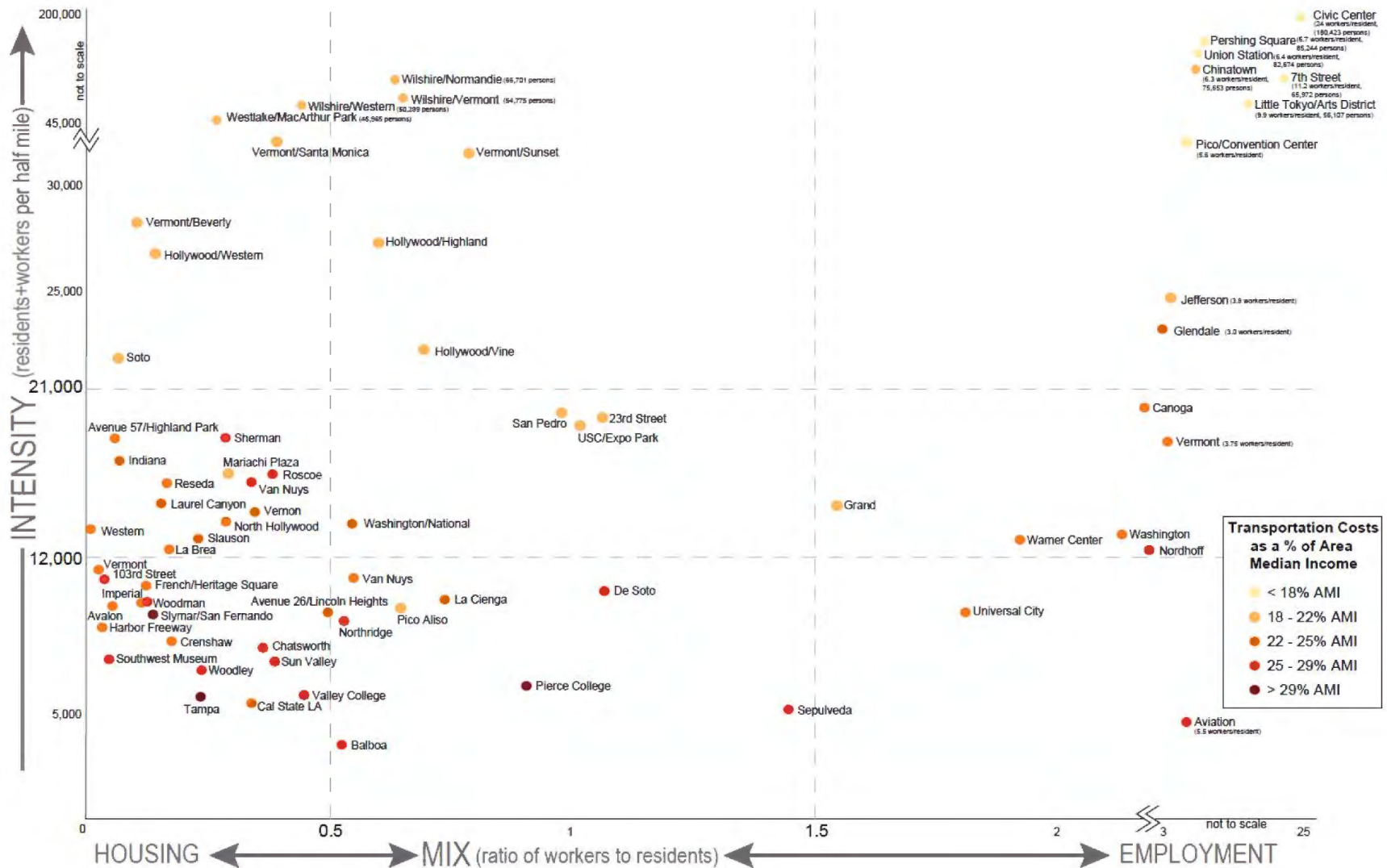
In addition to increasing the number of people who can benefit from the low transportation costs in low intensity station areas, station areas that already accommodate a relatively large number of residents and workers should also be considered as focus areas for future development. Though these station areas—such as Hollywood and Vine, or Soto—have many more people living and working in the half mile around the station area, the number of people that are benefiting from the greater affordability at these stations could potentially be much higher. **Table 4** shows that while the levels of affordability are similar in the two station areas, the Wilshire and Normandie station area provides three times as many people with lower transportation costs when compared with Hollywood and Vine.

Table 4: Comparison of Housing and Transportation Cost Burdens in Sample Station Areas

Station	Residents in the half mile around the station	Housing and Transportation Costs as a Percent of City AMI	Transportation Costs as a Percent of City AMI
Hollywood and Vine	13,176	40.7%	22.1%
Wilshire and Normandie	43,934	38.7%	19.9%
Avenue 26/Lincoln Heights	6,563	46.5%	26.1%
San Pedro	9,793	43.0%	23.9%

Source: CTOD National TOD Database, Housing + Transportation Affordability Index

Figure 8: Alignment of Transportation Costs and Station Area Intensity/Use Mix (Baseline Typology)



Source: Center for Transit-Oriented Development, US Census 2000, US Census Longitudinal Employment-Household Dynamics 2004, Southern California Association of Governments

Station Area Performance

As part of this project, CTOD has created a profile sheet highlighting data for each of the 70 existing and planned stations in the City of Los Angeles. This section does not review the performance of each individual station area, but instead takes a more in-depth look at housing and transportation cost performance in example station areas in order to illustrate how these station profile sheets can be interpreted.

Hollywood and Vine Station (Red Line)

Hollywood and Vine is one example of a station along the Red Line that has low combined H+T costs (39 percent of city median income) and low transportation costs relative to other station areas in the city (21 percent of city median income).

However, as shown in **Figure 7**, most stations in Los Angeles have median incomes that are significantly lower than the city’s median. This means that local residents may have higher percentages of their income dedicated to housing and transportation costs.

Using SCAG’s H+T Toolkit, we can compare the estimated costs of housing and transportation to each station area’s median income. **Table 5** shows how costs at Hollywood and Vine differ when examining the station area from the citywide perspective and the station-area perspective. The median income at Hollywood and Vine was \$23,300 in 2000, 30 percent lower than the city’s median household income (\$36,700).

Table 5: Housing and Transportation Costs at Hollywood and Vine

	Transportation Costs	Housing Costs	Combined Costs
Annual estimated costs	\$5,765.88	\$6,848.49	\$12,614.37
Costs as a percent of city median income (\$36,000)	15.7%	18.7%	34.4%
Costs as a percent of station median income (\$23,000)	24.7%	29.3%	54.1%

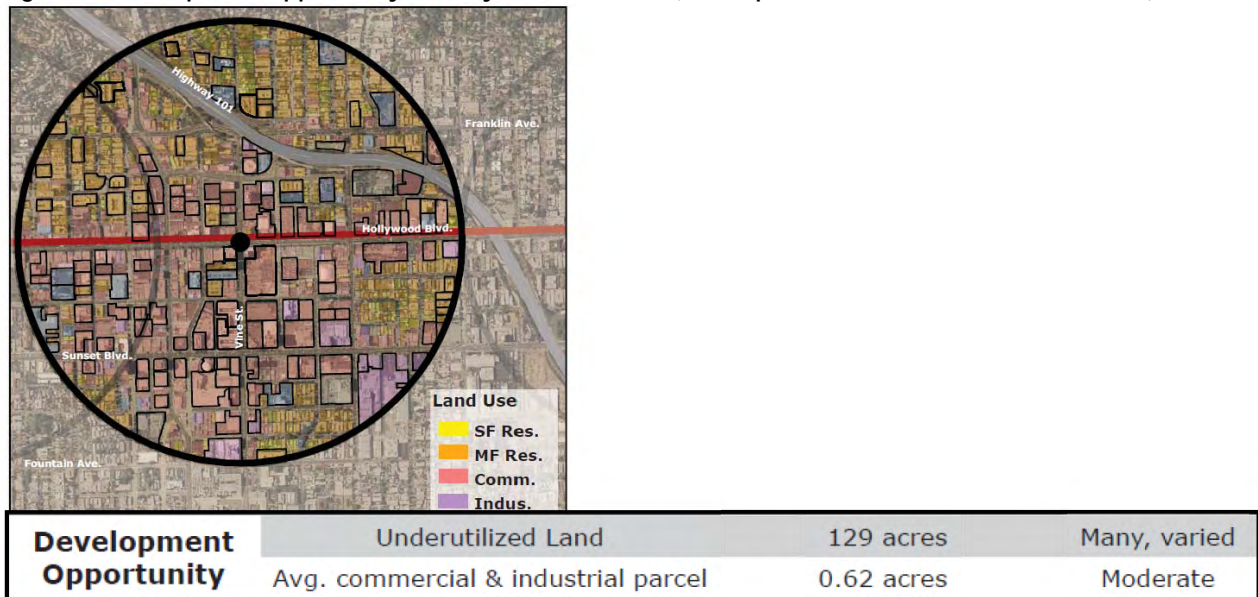
Sources: Southern California Association of Governments, Center for Transit-Oriented Development

From a citywide standpoint, stations like Hollywood and Vine look affordable to the average Los Angeles resident, but for lower income households living in the station area, these combined costs exceed the 47 percent benchmark. This dissonance between the costs to local, more low-income residents versus the cost to residents earning a median household income can create serious equity issues. Low costs benefit residents of these communities, but they can also attract households with higher incomes. Families attracted to a place that offers high quality transit access and a walkable environment with neighborhood amenities may increase market demand for housing in these station areas. Increased demand can raise prices, making these areas even less affordable than they are for current residents, which can lead to displacement of residents. **Thus, it is crucial to look not only at housing and transportation costs compared to the city median income, but to examine stations at a local level to understand the**

potential vulnerability of households to displacement. This issue is discussed more in later sections of this chapter.

Stations like Hollywood and Vine also offer the opportunity to concentrate housing development near transit in order to offer more regional households the benefits of reduced T costs. **Therefore additional intensive mixed-use development should be a priority at these low T stations, if the land opportunity exists.** And, in the case of Hollywood and Vine, the City has been successful at attracting more than a thousand new housing units within a block of the station. This anticipated transformation has occurred through both the proactive implementation of local public and private partners, and due to the availability of relatively large parcels of land in the station areas. **Figure 9** shows that many of the parcels in the Hollywood and Vine station area are greater than a half acre.²² While most of these parcels are occupied by economically viable uses, clearly, there has already been some momentum for transformation and intensification immediately adjacent to the station.

Figure 9: Development Opportunity at Hollywood and Vine (A Sample from the Station Profile Sheets)



Source: Los Angeles Assessor's Office, Center for Transit-Oriented Development

103rd Street Station (Blue Line)

In addition to protecting low income households in station areas with low housing and transportation costs, **some lower income station areas have moderate or even high transportation costs, leading to auto-dependence among households that can barely afford to own a car.** Table 6 shows that the costs for housing and transportation at 103rd Street (on the Blue Line) exceed 70 percent of the median income of for households in that station area. While the combined costs of housing and transportation fall below the national desired maximum, a closer look at the numbers shows that low housing costs are the primary reason for the low overall cost at 103rd Street. A fluctuation in housing costs could result in a situation where existing households are priced out. In these station areas, it might make sense to pursue strategies

²² ½ acre is a general rule of thumb about the viability of new, market-rate development. Some investments will be made on smaller parcels, and some ½ acre parcels may not be good opportunities for new development.

that reduce household transportation costs, and to monitor housing costs and changing demographics to determine whether the station is vulnerable to rising housing costs. As reducing transportation costs really comes down to reducing the distance that local residents drive to work, shopping, and services, strategies to achieve this are shown in the next section, “Goal #2: Reducing Auto-Dependence.”

Table 6: Housing and Transportation Costs in the 103rd Street Station Area

	Transportation Costs	Housing Costs	Combined Costs
Annual estimated costs	\$8,752.74	\$8,085.86	\$16,838.60
Costs as a percent of city median household income (\$36,000)	23.9%	22.1%	46.0%
Costs as a percent of local median household income (\$23,000)	37.8%	34.9%	72.8%

Sources: Southern California Association of Governments, Center for Transit-Oriented Development

Goal #2: Reduce Auto-Dependence and Enhance Transit Ridership

Evaluation Tools

Reducing auto dependence is clearly the most direct way to reduce transportation costs, as discussed in the above section. Therefore, many of the evaluation tools are the same—and lower transportation costs can often be used as a proxy for lower vehicle miles traveled (VMT). Whereas the previous section focused on the relationship between transportation and housing costs, this section will focus on potential strategies to reduce VMT. Tools described in this section include:

- The **citywide baseline typology**, which offers a starting point for understanding the relative similarities and differences between stations;
- A discussion of the **factors that contribute to lower VMT**;
- An evaluation of **development potential**, to understand where significant transformation might be possible;
- Assessment of **current station area performance measures**, including existing transit ridership, mode to work data, and auto ownership rates; and,
- A station area look at urban design factors limiting the potential to walk, bike, and take transit, including **block size and mobility barriers**.

Citywide Performance

Figure 10 shows the baseline typology created for existing and under-construction station areas in the City of Los Angeles. While this approach provides an easy way to analyze citywide performance within each place type, the stations have important differences that are revealed in the station area profiles. Key findings from this typology analysis are:

There is no “one size fits all” solution to TOD in Los Angeles. The distribution of station areas across all nine place types shows the wide range of densities, intensities, and mix of uses that already defines Los Angeles’s transit network. Station areas range from less than 5,000 residents and workers per half mile, to more than 180,000. And the ratio of workers to residents ranges from nearly 25 workers to each resident (Civic Center) to a nearly completely residential station with no workers (Vermont on the Green Line).

Similarly, future new development in station areas will range from single-family homes to high-rise apartments, from 20-story office buildings to industrial buildings and warehouses. When built with the right planning and design standards, with supportive access infrastructure, and at a very low minimum intensity, all of these different uses can support reductions in auto dependence.

Most stations in Los Angeles exceed the minimum intensity (7,000 or 4 to 7 du/acre)^{23 24} needed to support basic, low frequency bus transit service.²⁵ While many factors contribute to transit

²³ 4-7 du/acre is cited in Zupan as the lowest possible density for basic to medium level bus service (see footnote 25)

²⁴ Pushkarev, Boris & Zupan, Jeffrey. *Public Transportation and Land Use Policy*. Regional Plan Association 1977.

²⁵ Persons per station area can be found on the vertical axis of the matrix.

supportiveness and VMT reductions (described more below), intensity of uses is one of the most important criteria for reducing auto-dependence. All but a handful of station areas meet the minimum threshold to support basic bus service, for example, but *given that these areas have or will have frequent, fixed-guideway service, a higher standard is needed to evaluate their supportiveness for the quality transit service they already enjoy*. Therefore, stations falling near or below this minimum threshold will need to consider strategies to intensify their uses in order to ensure that surrounding land uses are adequately supporting the transit stops with local ridership.

Three of the station areas with very low intensities, below 7,000 persons per half mile, include major education institutions. The students that are drawn to these places on a daily basis (Pierce College, Valley College and Cal State Los Angeles) increases the number of people already in and around the station areas, but is not quantified in this typology. These student populations offer an opportunity to significantly bolster transit ridership as well.

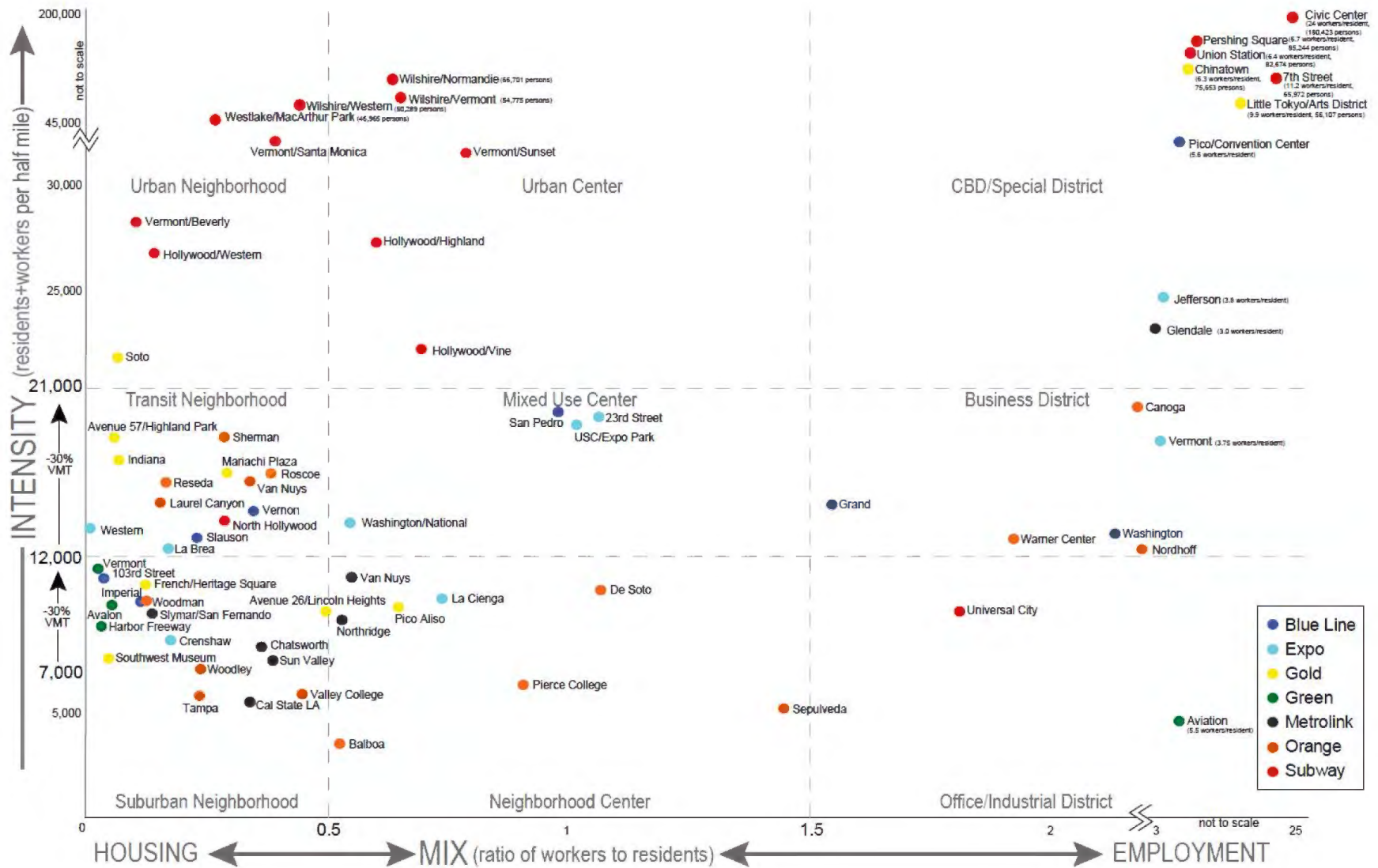
Small incremental increases in station intensity can result in large decreases in per household VMT.

The typology shows that stations at 7,000 persons within one half-mile can reduce auto-dependence and VMT by up to 30% by adding 5,000 more people to the station area.²⁶ Roughly estimated, this increase for a station with only housing could equate to an increase of about 1,600 households (using the regional average of 3.0 people per household) and in gross density of about 3-5 du/acre. In a station area with only office uses, this could equate to an additional 1.75 million square feet of office space, or a net increase in the gross floor-to-area ratio (FAR) ranging from 0.75 to 1.0. Excluding land for streets, roads, and public or institutional uses, these residential densities would likely be achievable through targeted infill development, accessory dwelling units or only a few larger development projects.

Station areas have the potential to reduce VMT and auto-dependence by another 30 percent by moving from 12,000 persons per half mile to 21,000 persons per half mile (an additional 9,000 persons). However, even smaller increments can support significant reductions in auto-dependence.

²⁶ Peter Newman and Jeff Kenworthy. "Urban Design to Reduce Automobile Dependence". *Opolis*, v. 2 no 1 (2006)

Figure 10: Station Place Types, by Intensity and Use Mix



Source: Center for Transit-Oriented Development, US Census 2000, U.S. Census Longitudinal Employer-Household Dynamics, 2004

Only twenty stations have reached the level of intensity (21,000) needed to support completely car-free or low-car lifestyles. Less than one-third of the Los Angeles transit network stations fall above the highest marker on the matrix. In Los Angeles, the stations with intensities above 21,000 persons per half mile (**Table 7**) should have the lowest levels of auto-use in Los Angeles, and they also offer the lowest transportation costs.

Table 7: Stations with More than 21,000 Persons Within a Half-Mile Radius

<i>Station</i>	<i>Line</i>	<i>Use Mix (Jobs / Residents)</i>	<i>Use Intensity (Jobs + Residents)</i>
Soto	Gold	0.07	21,954
Hollywood/Vine	Red Line	0.70	22,347
Glendale	Metrolink	3.01	26,719
Hollywood/Western	Red Line	0.15	26,945
Hollywood/Highland	Red Line	0.58	27,464
Jefferson	Expo	3.83	28,245
Vermont/Beverly	Red/Purple	0.11	28,396
Vermont/Sunset	Red Line	0.77	31,810
Vermont/Santa Monica	Red Line	0.40	32,431
Pico/Convention Center	Blue/Expo	5.58	34,740
Westlake/MacArthur Park	Red/Purple	0.28	46,965
Wilshire/Western	Purple	0.43	50,288
Wilshire/Vermont	Red	0.63	54,778
Little Tokyo Arts	Gold	9.87	56,106
7th Street Metro Center	Red/Purple/Blue	11.17	65,974
Wilshire/Normandie	Purple	0.52	66,702
Chinatown	Gold	6.29	75,652
Union Station	Red/Purple/Gold	6.43	82,673
Pershing Square	Red/Purple	7.86	89,973
Civic Center/Tom Bradley	Red/Purple	24.64	180,421

Source: Center for Transit-Oriented Development, U.S. Census Longitudinal Employer-Household Dynamics, 2006

As station areas move higher on the typology matrix, the potential for intensity alone to reduce VMT is significantly less. Therefore, reducing VMT beyond the 21,000 mark will require station area improvements and changes to other factors that contribute to reduced auto dependence. The exact strategies needed for each station area depends on local characteristics such as land use mix, proximity to retail and services, urban design, walkability and transit richness. These contributing factors are discussed below.

Other Factors Contributing to Reduced VMT Potential

Again, since reducing VMT is the most direct way to reduce transportation costs, this section looks at the factors influencing transportation costs as part of the Housing + Transportation Affordability Index, and the specific application for the Los Angeles region created for the Southern California Association of Governments (SCAG). **Table 8** shows the seven factors that the Affordability Index has correlated with reduced transportation costs, and compares the performance of the region overall with Koreatown as an example.

Table 8: Factors Affecting Transportation Affordability in Koreatown²⁷

	<i>Average in the SCAG Region</i>	<i>Koreatown</i>	<i>How to Read</i>
Block Size	27.5 Acres	5.8 Acres	A smaller block size provides a more walkable environment.
Transit Connectivity Index	1,804	20,300	The greater the transit connectivity, the more likely that its residents will take transit, developers will build near transit, etc.
Land Use Mix Index	0.46	0.50	A greater mix of land uses enables local residents to access shopping and services without driving.
Jobs per Square Mile in Nearby Areas	57,269	163,592	The closer a community is to jobs, the shorter the commutes are. Shorter rides can also encourage commuters to use alternative transportation.
Households per Acre	6.5	44.2	More compact development can support a wider variety of retail and services, and make walking to these services easier.
Average Journey to Work Time	28.5 Minutes	33.5 Minutes	Shorter commutes lead to cost savings in gas and other transportation expenditures (and reduce emissions).
Cars per Household	1.7	1.0	Car ownership rates can be influenced by local income levels and by where you live.

Sources: Southern California Association of Governments, Center for Transit-Oriented Development, 2008.

Some of the key findings from this evaluation are:

Factors supporting local walking and biking are just as important as factors supporting transit use.

The commute trip only comprises about 18 percent of all trips made on a daily basis;²⁸ other trips to access shopping, services, day care, and other day-to-day activities therefore must also be accessible without a car in order to truly reduce auto dependence. Therefore, small block sizes, and a mix of land uses within a station areas can help local residents to access their other daily needs by walking and biking. The data above show that Koreatown outperforms the region, with smaller block sizes (5.8 acres vs. 27.5 acres per block), and a more diverse mix of land uses (0.50 vs. 0.46).

Proximity to work is another key component of reduced auto use. The Affordability Index research has determined that proximity to major job centers can significantly reduce the vehicle miles traveled each day. However, when living close to job centers is not financially realistic option for workers, ensuring that the regional transit network actually connects to these centers can enable households to reduce their auto dependence and live farther from where they work. This strategy is discussed further as part of Goal #4.

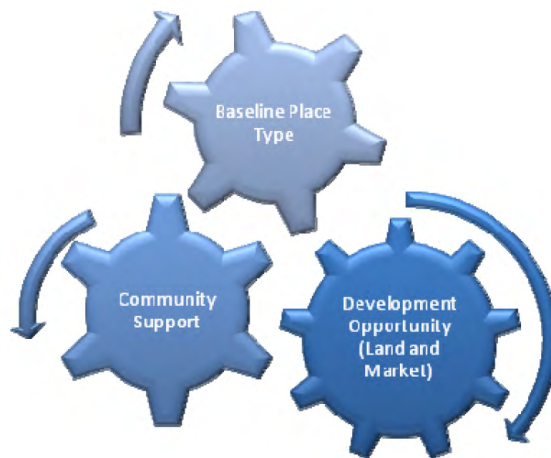
²⁷ Source: *The Affordability Index Toolbox*. Center for Transit-Oriented Development, March 2008.

²⁸ Source: *TOD and Employment*. CTOD, 2008.

Development Opportunity

The potential to reduce VMT and auto dependence in each station area is influenced by three major factors: the existing mix of uses, community support for change, and development opportunity, which is comprised of market strength and land availability (**Figure 11.**) This section evaluates development opportunity, with significant findings described below.

Figure 11: Factors Influencing Potential for Station Area Transformation



While many of Los Angeles’s stations are land constrained, several have substantial development opportunity. These station areas have the potential for much greater land use intensity, and thus potential to manipulate several of the factors discussed above that can reduce VMT and auto dependence. **Table 9** shows the ten stations with the most underutilized commercial land in parcels that are larger than ½ acre (considered the minimum size parcel needed to attract a major developer). Six of these stations are along the Orange Line, and three are within the Warner Center Specific Plan area (Warner Center, Canoga and De Soto). These parcels are all non-residential land, so primarily residential station areas have fewer underutilized parcels according to this analysis.

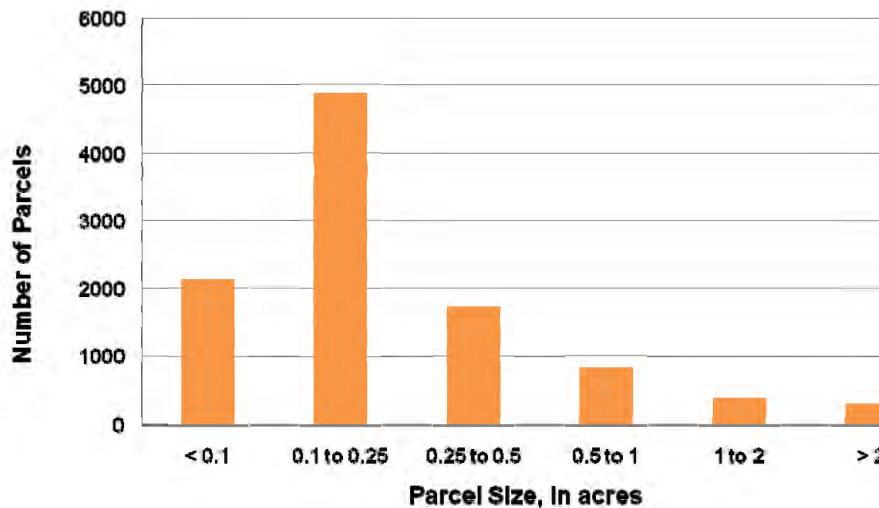
Table 9: Top Station Areas with Potential Development Opportunity in the City of Los Angeles

Station (Line)	Acreage of underutilized land with a parcel size > 0.5 acres
Canoga (Orange)	151.35
Warner Center (Orange)	150.62
Sepulveda (Orange)	142.73
Woodley (Orange)	139.42
Chinatown (Gold)	134.00
Van Nuys (Metrolink)	130.63
Balboa (Orange)	127.82
Washington (Expo)	113.20
Union Station	101.89
De Soto (Orange)	91.83

Source: Center for Transit-Oriented Development, Los Angeles County Assessor, 2009.

Perhaps one of the greatest challenges facing the City of Los Angeles in enhancing the potential VMT reduction at its station areas is the size of its development opportunities. A study of underutilized land shows that there is a significant acreage of vacant and underutilized commercial properties at station areas, but the majority of parcels are smaller than the one half acre needed to comfortably accommodate development (Table 12).

Figure 12: Vacant and Underutilized Parcels in Station Areas, by Parcel Size



Source: Center for Transit-Oriented Development, Los Angeles County Assessor, 2009

There are many strategies that the City and other actors can employ to support the development of small parcels. Parcel assembly, development incentives such as density bonuses, brokering negotiations between property owners and developers, and modifying land use regulations such as parking ratios can all be strategies to facilitate small parcel development. But, the above figure suggests that transformation will require significant collaboration among public and private partners, and proactive implementation

and investment. Chapter IV evaluates how the regulatory, structural, and political climate in Los Angeles can support this type of implementation.

The next section discusses various indicators that TOD advocates can use to evaluate the potential for transformation of individual station areas, and to create tailored implementation strategies that respond to the customized needs of different stations.

Station Area Performance

Existing Performance Metrics

The Station Profile Sheets provide a sense the current auto dependence of households living in the station areas, by looking at three key metrics:

- Transit ridership (daily station boardings)
- Mode to work
- Cars per household

Westlake/MacArthur Park Station

The first example station area, Westlake/MacArthur Park, is on the red and purple lines just outside of downtown Los Angeles, and falls in the highest intensity bracket on the typology matrix described above. Given its high intensity of residents and workers, one would expect to see high transit ridership, low auto-use, and low auto-ownership. **Table 10** shows these numbers as shown on the station profile sheet.

Table 10: Metrics Evaluating Auto Dependence at the Westlake/MacArthur Park Station Area (A Sample from the Station Profile Sheets)

<i>Metric</i>	<i>Value</i>	<i>Evaluation</i>
Daily Station Boardings	8,478 riders	High
Mobility Barriers	None	Walkable
Non-Auto Work Trips from Area	64.2%	High
Non-Auto Work Trips to Area	20.4%	Moderate
Residents with 1 or 0 cars	90.3%	High

Source: LA Metro, Center for Transit-Oriented Development, US Census 2000

Over 8,000 people board the subway at Westlake/MacArthur Park on an average weekday, demonstrating that ridership levels are on par with what would be expected of a station in the high intensity bracket. Non-auto work trips (walking, biking, and taking transit) are also very high. Regionally, only about 8 percent of daily commute trips use non-auto modes, and the average for all of the Transit Zones in the Los Angeles region is 20.4 percent. Residents commuting from the Westlake/MacArthur Park station area far exceed both those levels, with 64 percent of residents walking, biking, or taking transit to get to work. Workers commuting to the station area are less likely to use alternative commute modes, with 20.4 percent of all workers in the area walking, biking or taking transit. Westlake/MacArthur also has one of the lowest levels of car ownership among the station areas in the City of Los Angeles, with over 90 percent of all households possessing 1 car or less (and 60 percent do not own a car). According to these measures, the higher level of intensity and other contributing factors in the Westlake/MacArthur Park station area have successfully reduced the auto-dependence of residents. But there is room for improvement among workers commuting to the station area.

Vermont/Sunset Station

Vermont/Sunset is also in the highest intensity bracket and is also on the Red Line, but has significantly fewer daily boardings and non-auto commute trips than Westlake/MacArthur Park, and significantly higher shares of car ownership. **Table 11** shows part of the station profile sheet for Vermont/Sunset. While the Red Line enjoys higher ridership numbers than any of the other Metro Los Angeles rail corridors, the Vermont/Sunset station boardings are low compared with other stations on the Red and Purple line stations. Residents commuting to work walk, bike, or take transit nearly three times less than residents at Westlake/MacArthur Park. And, in spite of the presence of several major hospitals immediately adjacent to the station area, even fewer people use alternative modes to get to jobs near the Vermont/Sunset station when compared with Westlake/MacArthur Park. The percent of households with 1 car or less is still fairly high, but again, much lower than Westlake/MacArthur Park.

Table 11: Metrics Evaluating Auto Dependence at the Vermont/Sunset Station Area (A Sample from the Station Profile Sheets)

Metric	Value	Evaluation
Daily Station Boardings	4,018 riders	High
Mobility Barriers	Block size	Semi-walkable
Non-Auto Work Trips from Area	26.2%	High
Non-Auto Work Trips to Area	14.1%	Moderate
Residents with 1 or 0 cars	78%	High

Source: LA Metro, Center for Transit-Oriented Development, US Census 2000

Urban Design and Transportation Factors Influencing Auto Dependence

Increasing intensity in station areas is one crucial step in reducing auto-dependence and creating successful transit-oriented districts. However, intensification is not the only strategy that can or should be used to reduce VMT and increase transit ridership. The station profile sheets provide detailed information on some of the quantifiable factors that influence auto-dependence, including:

- Block size,
- Mobility barriers,
- Transit network, and
- Mix of uses.

Block size

The difference in auto-dependence between Westlake/MacArthur Park and Vermont/Sunset shows that reaching a particular level of intensity is not enough to encourage walking, biking and transit use. **Block size plays a crucial role in creating walkable, bikeable neighborhoods.** The maps from the station profile sheets (**Figure 13**) show that both Westlake/MacArthur Park and Vermont/Sunset have relatively small blocks and connected street grids. In the area directly around the station, Vermont/Sunset has several moderate sized blocks that may act as deterrents to walking to the station, or around the neighborhood.

Figure 13: Comparison of Block Sizes at Westlake/MacArthur Park and Vermont/Sunset Stations (Samples from the Station Profile Sheets)

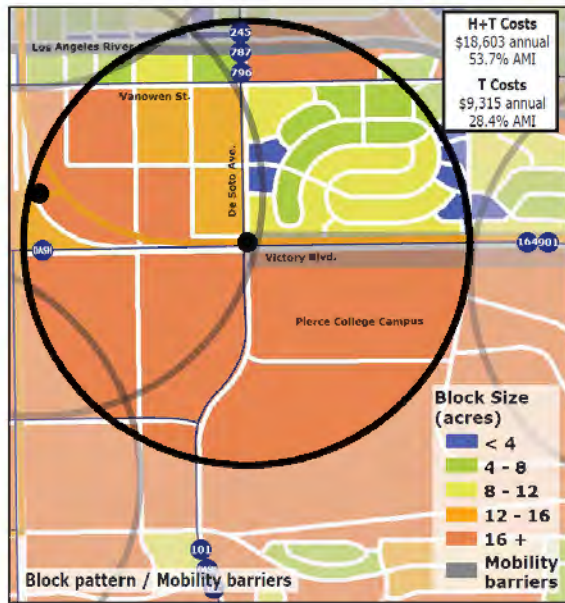


Source: Center for Transit-Oriented Development, U.S. Census Bureau, 2000

As a station providing access to significant regional health care facilities, station area access improvements to enhance ridership could potentially be a high priority investment at the Vermont/Sunset station. Given the analysis of the larger block sizes in this area, one possible implementation technique would be to make the pedestrian environment more pleasant on longer blocks or to find ways to break down the scale of these superblocks with new pedestrian connections. Such guidelines could include streetscape and hardscape improvements, but also street level design standards for new development. Programmatic investments, such as negotiations with Kaiser Permanente and other local health facilities to provide incentives for employee and patient transit ridership, could also be a valuable strategy for enhancing transit ridership.

An alternative strategy that has been proposed for areas surrounding the DeSoto and Canoga stations on the Orange Line is to ensure that new development on large blocks includes public rights-of-way near the stations. In some cases, built-out blocks near the DeSoto station (**Figure 14**) have incorporated private fire roads that are being considered for public use as part of the Warner Center Specific Plan restudy. In this station area, as in many others in more recently developed parts of the city, have very large blocks and disconnected street networks. Improving walkability in this context will require additional tools to those needed for stations like Vermont/Sunset.

Figure 14: Block Sizes in the De Soto Station Area (A Sample from the Station Profile Sheets)

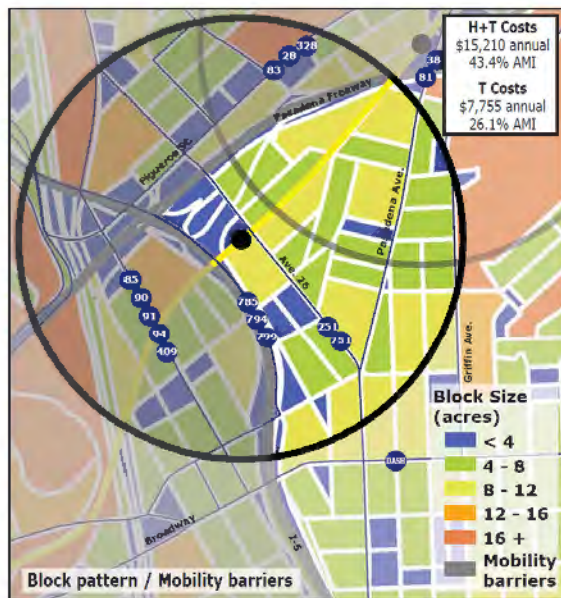


Source: Center for Transit-Oriented Development, U.S. Census Bureau, 2000

Mobility Barriers

In addition to providing information on local block size, the mobility station area map illustrates existing mobility barriers that present particular challenges to creating a supportive pedestrian environment. These barriers will also need to be addressed to open up potential development opportunities within the half-mile radius that can actually take advantage of increased transit ridership and reduced VMT. **Figure 15** shows the Avenue 26/Lincoln Heights station area, an example where a significant portion of the half mile radius around the station is significantly limited by the intersection of two freeways.

Figure 15: Block Size and Mobility Carriers at Avenue 26/Lincoln Heights (A Sample from the Station Profile Sheets)



Source: Center for Transit-Oriented Development, U.S. Census Bureau, 2000

In fact, freeways act as a mobility barrier in 35 of Los Angeles’s existing and under construction station areas. **Table 12** below lists the Los Angeles transit stations within one half-mile of a freeway.

Table 12: Transit Stations Within Half a Mile of Freeways in Los Angeles

<i>Station</i>	<i>Line</i>
7th Street Metro Center	Red/Purple/Blue
Avalon	Green
Avenue 26 Lincoln Heights	Gold
Avenue 57/Highland Park	Gold
Aviation	Green
Cal State LA	Metrolink
Chatsworth	Metrolink
Chinatown	Gold
Civic Center/Tom Bradley	Red/Purple
French/Heritage Square	Gold
Grand	Blue
Harbor Freeway	Green
Hollywood/Vine	Red Line
Hollywood/Western	Red Line
Imperial/Wilmington/Rosa Parks	Blue/Green
Indiana	Gold
Jefferson	Expo
Little Tokyo Arts	Gold
Mariachi Plaza	Gold
Nordhoff	Orange
North Hollywood	Red Line
Pico Aliso	Gold
Pico/Convention Center	Blue/Expo
San Pedro	Blue
Sepulveda	Orange
Soto	Gold
Southwest Museum	Gold
Sun Valley	Metrolink
Union Station	Gold
Universal City	Red Line
USC/ Exposition Park	Expo
Venice/ Robertson	Expo
Vermont	Green
Vermont/Beverly	Red/Purple
Washington	Blue

Source: Center for Transit-Oriented Development

Transit Network

A transit system that serves the whole region should prioritize creating the “last mile” connection from a light rail or BRT station area to households and jobs outside of walking distance of the station area. Being well-connected not only to rail and BRT but also to destinations on local bus lines can be a critical component of lowering auto-dependence and transportation costs. For example, the red and purple line stations shown in **Figure 16** all enjoy low transportation costs and low levels of auto-dependence

compared to the region and the city. The transit quality that makes such performance possible is not just the result of the subways, but also of the many frequent bus lines that link to the stations.

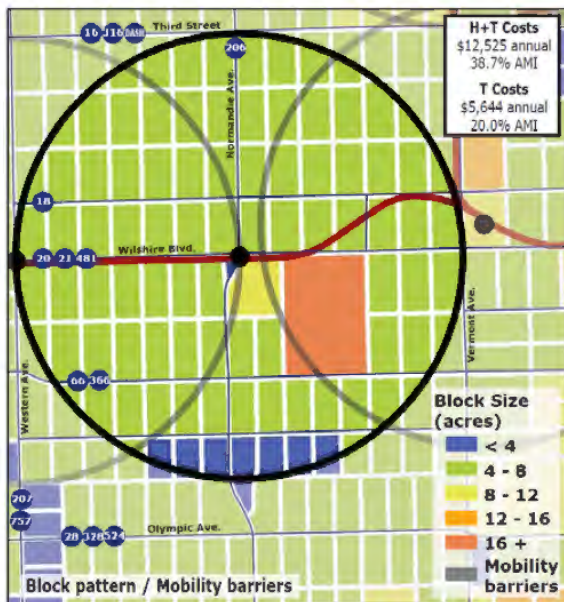
Figure 16: Bus Service Connecting to the Red and Purple Line Stations



Source: LA Metro, Center for Transit-Oriented Development

The mobility map on the station profile sheets shows bus service that is in close proximity to each station, and can be used to evaluate the true, multimodal “transit richness” of the station area. **Figure 17** shows that Wilshire/Normandie has routes on every other East/West bound street, and five North/South routes within a half-mile of the station. Such linkages between bus and rail transit are critical to enabling households to reduce their transportation costs and auto-dependence.

Figure 17: The Transit Network in the Wilshire/Normandie Station Area (A Sample from the Station Profile Sheets)



Source: Center for Transit-Oriented Development, U.S. Census Bureau

Mix of Land Uses

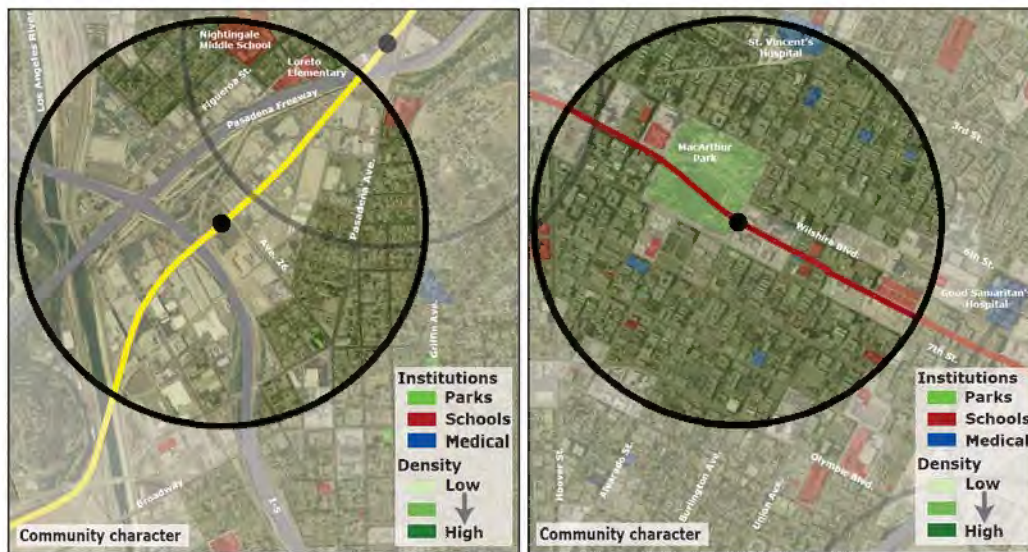
Station areas with a mix of uses provide residents and workers with local options that are accessible by walking or biking. Walking to get lunch, to take children to school or day care, or to get a few groceries on the way home are all trips that can be accomplished without a car if neighborhoods offer the right mix of retail and service uses. Even if a household can access its jobs on the local transit network, it is the ability to access these other daily needs that can determine whether that household needs to own a car.

In this study, the Typology Matrix can be used as a tool to evaluate the use mix of a local neighborhood. The “x axis” on the matrix measures the ratio of workers to residents in different neighborhoods.

Generally, more “residential” station areas in the Typology are those where there are twice as many residents as workers. To reduce auto-dependence in these areas, increasing the mix of retail, service, and civic/institutional amenities offers the last puzzle piece to decreasing auto dependence. The more “employment” station areas in the Typology have more than 1.5 times the number of workers as residents. In these areas, increasing the residential component may reduce overall auto-dependence.

Both the Typology Matrix and the station profiles show the mix of uses in each station area. The station profiles also show major community amenities. At Avenue 26/Lincoln Heights (**Figure 18**), the location of the schools at the edges of the half mile radius and on the far side of a freeway limits the potential for easy walking and biking connections, while the park located at the entrance to the Westlake/MacArthur station enhances that stations connections to neighborhood amenities.

Figure 18: Community Amenities at Avenue 26/Lincoln Heights and Westlake/MacArthur Park (Samples from the Station Profile Sheets)



Source: Center for Transit-Oriented Development, US Census 2000, Los Angeles Assessor's Office, 2009

GOAL #3: PROMOTE EQUITABLE ACCESS TO TRANSIT

Evaluation Tools

Income diversity is a key strategy for offering households of all incomes the opportunity to live near transit, thus reinforcing all of the goals of TOD. In addition to advancing the goal of maximizing equity, economically diverse neighborhoods tend to be more stable and may help to support and foster greater opportunities for upward economic mobility.²⁹

While there are many ways to evaluate whether station areas should be prioritized for investments towards neighborhood stabilization and affordable housing development, current demographic indicators can offer a sense of the vulnerability of local residents to future displacement as market changes draw new households to station areas. These indicators include:

- Median Household Income
- Percent of Renter Households
- Share of Expiring Affordable Units

Evaluating neighborhood change can be useful to determine where investments are needed immediately to stabilize a neighborhood that is already experiencing displacement, disinvestment, or other unwanted demographic shifts. Neighborhood change indicators include:

- Change in Educational Attainment
- Change in Family Structure
- Change in Median Household Income
- Change in Income Diversity

CTOD has evaluated the above indicators using 2000, and 1990 to 2000 data, respectively. Although the 2000 Census is fairly outdated at this point, this analysis both provides a framework for approaching this evaluation when 2010 data becomes available, and provides a sense of station area trends from the last decade that may have continued since 2000.³⁰

CTOD has provided tools to evaluate the above demographic factors at a regional scale, and at a station area scale. Regional evaluation can help the City to prioritize areas for particular types of investment, while local evaluation can help TOD and housing practitioners tailor implementation and investment strategies to the local conditions.

²⁹ Source: Vartanian, Thomas, "Adolescent Neighborhood Effects on Labor Market and Economic Outcomes," *Social Service Review*. Chicago, IL: University of Chicago Press, June 1999.

³⁰ Towards the end of 2010, the U.S. Census Bureau is expected to release the American Community Survey five-year rolling average which will provide this data at the Census Block Group level.

Citywide Performance

Overall Context

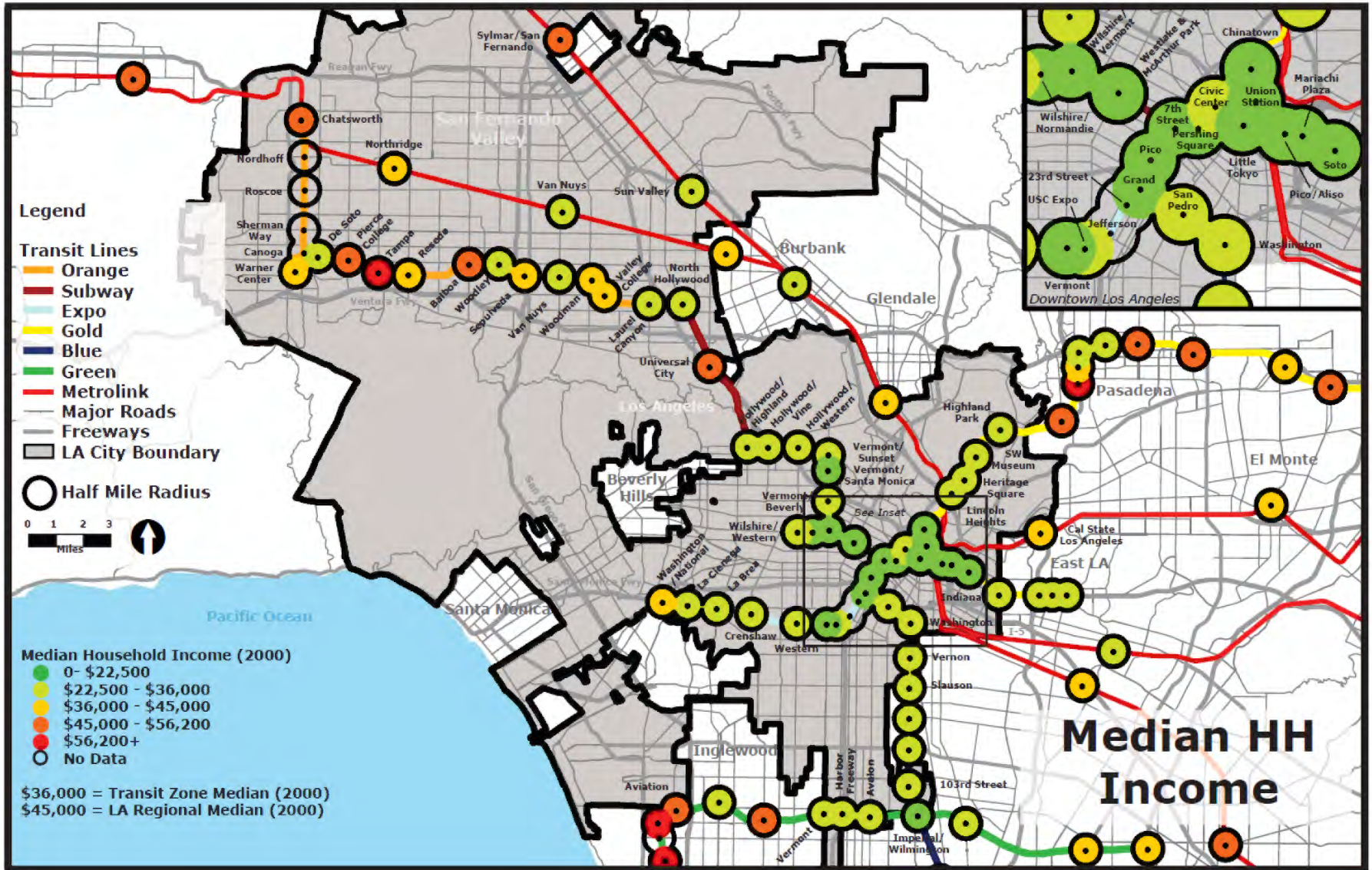
Los Angeles's station areas tend to be located in the City's lower income areas, making equity a key priority in any Citywide TOD Strategy. **Figure 19** shows the median income at each station area throughout the City in 1999. Most of the station areas in Los Angeles have median household incomes below the 1999 City median of \$36,000.

A high share of renter households suggests that many station areas are vulnerable to potential displacement of residents. While 61 percent of housing units in the city are renter-occupied, the station area average share of renters is slightly higher at 65 percent. **Figure 20** shows that many station areas have higher shares of renter-occupied households, particularly stations on the Red Line, the Eastside Extension, and significant parts of the Blue Line and Exposition line.

The majority of contracts on federally assisted affordable housing units in the station areas will expire by 2014, furthering the vulnerability of low-income residents to displacement. The Los Angeles region has the second highest number of units expected to expire by 2014, with nearly 25,000 units with expiring contracts. Over half of all federally assisted (Section 8, Section 202, and Section 811) units are located within ¼ mile of a high quality transit stop, and 82 percent of these transit-adjacent units have expiring contracts.

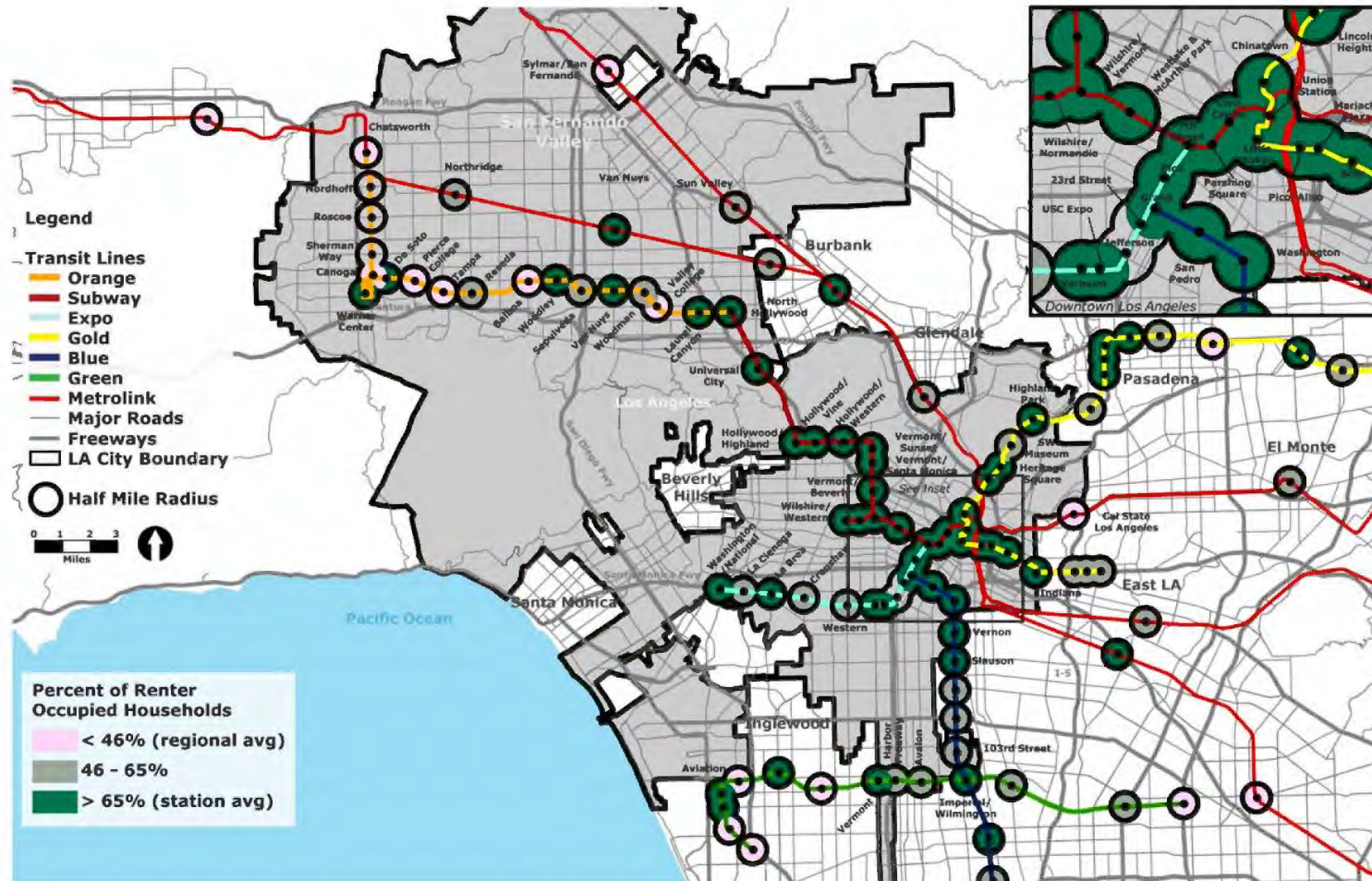
Figure 21 shows station areas with a larger than average share of expiring federally assisted housing units, such as Hollywood and Highland, where over 85 percent of the units in the station areas are expiring. A closer look at the Station Profiles for these stations shows 126 units within four distinct projects in the half mile surrounding the station, 100 percent of which will expire by 2014.

Figure 19: Median Household Income, 2000



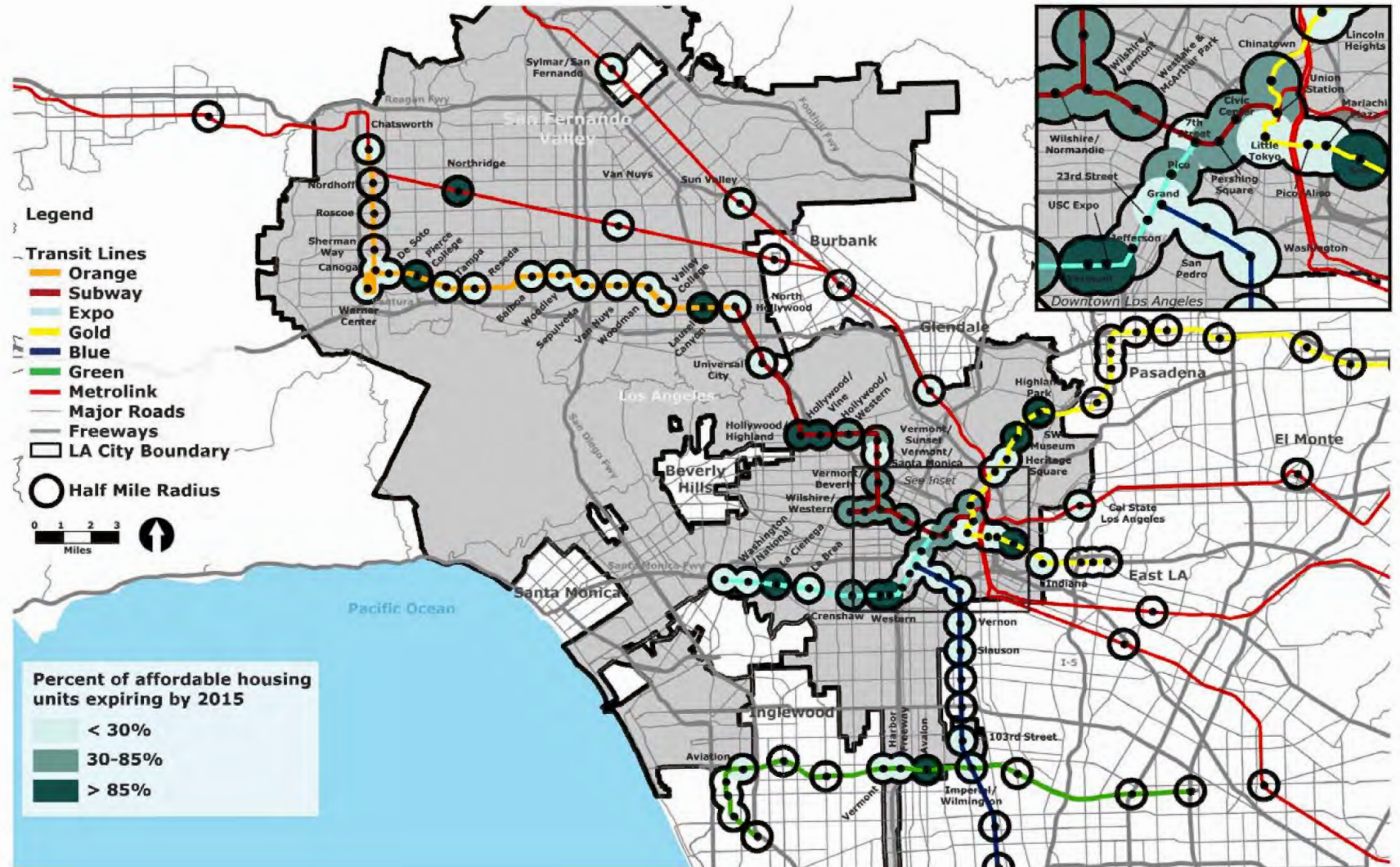
Source: Center for Transit-Oriented Development, US Census 2000

Figure 20: Share of Renters by Station Area, 2000



Source: Center for Transit-Oriented Development, US Census 2000

Figure 21: Share of Expiring Federally-Assisted Affordable Housing Units By Station Area



Source: Center for Transit-Oriented Development, HUD User, National Housing Trust

Prioritizing Station Areas for Public Investment

Achieving equitable access to transit for all households will require a broad range of investment strategies, which will need to be tailored to each station area based on unique demographic, market, development opportunity, and transit connectivity characteristics. The regional screen maps and station profiles provide a starting point for prioritizing stations based on various demographic and housing characteristics. For example, **stations that are experiencing the following types of rapid demographic change may require priority intervention:**

- *Increased Risk of Displacement:* In these neighborhoods, there is growth in the number of residents in higher income and educational attainment categories, while there is decline in the number of residents in lower income and educational attainment categories. This is sometimes the result of existing households experiencing upward mobility, but may be a sign of displacement.
- *Disinvesting:* In these neighborhoods, there are an increasing number of residents in lower income and education categories, while there is a decline in the number of residents in higher income and education categories.
- *Polarizing:* In these neighborhoods, there are an increasing number of residents at each end of the income and education spectrum, and a decline of middle class residents. This can be reflected in the data by a decline in the income diversity of residents, while the median income stays fairly stable. Residents in neighborhoods with this profile are especially vulnerable to sudden upward shifts in housing costs or to rapid disinvestment

Other, more stable higher income, middle income, lower income, or mixed-income neighborhood types may not require immediate intervention, but might be a priority for other types of public investment to realize other goals such as maximizing intensification of development to reduce auto dependence.

Within these high priority station areas, the appropriate type of public investment strategy can vary as well. For example, station areas with significant land opportunity can be appropriate for development-oriented strategies, such as development of affordable housing, or negotiations with private developers to maintain a share of new units in permanent affordability. More built-out station areas may require preservation strategies, including renegotiation contracts on federally assisted units, acquisition of existing multifamily buildings for preservation as affordable housing, or parcel assembly for new development.

Existing and Potential Market Strength

It is also important to consider existing real estate market strength, and the potential for new transit investments to alter the real estate market in existing neighborhoods. Existing market strength can be evaluated using a variety of indicators, such as changes in sales prices or rents for existing units, evaluation of planned, proposed, and permitted development or improvement projects, or even more qualitative evidence such as reports from local real estate brokers about the change in interest in a neighborhood. Transit can also catalyze changes in the market, provided conditions are supportive of such change. By evaluating indicators of potential for displacement, such as a high share of renter occupied housing units—particularly renter-occupied single-family units—one can understand the potential for market changes to result in significant demographic change.

What are the factors that contribute to potential changes in the market as a result of new transit investments? As Los Angeles's existing light rail corridors have demonstrated, not all new transit construction results in overnight changes to market conditions. Generally, station areas with the following

characteristics are more likely to experience a market shift when new fixed-guideway transit is introduced:

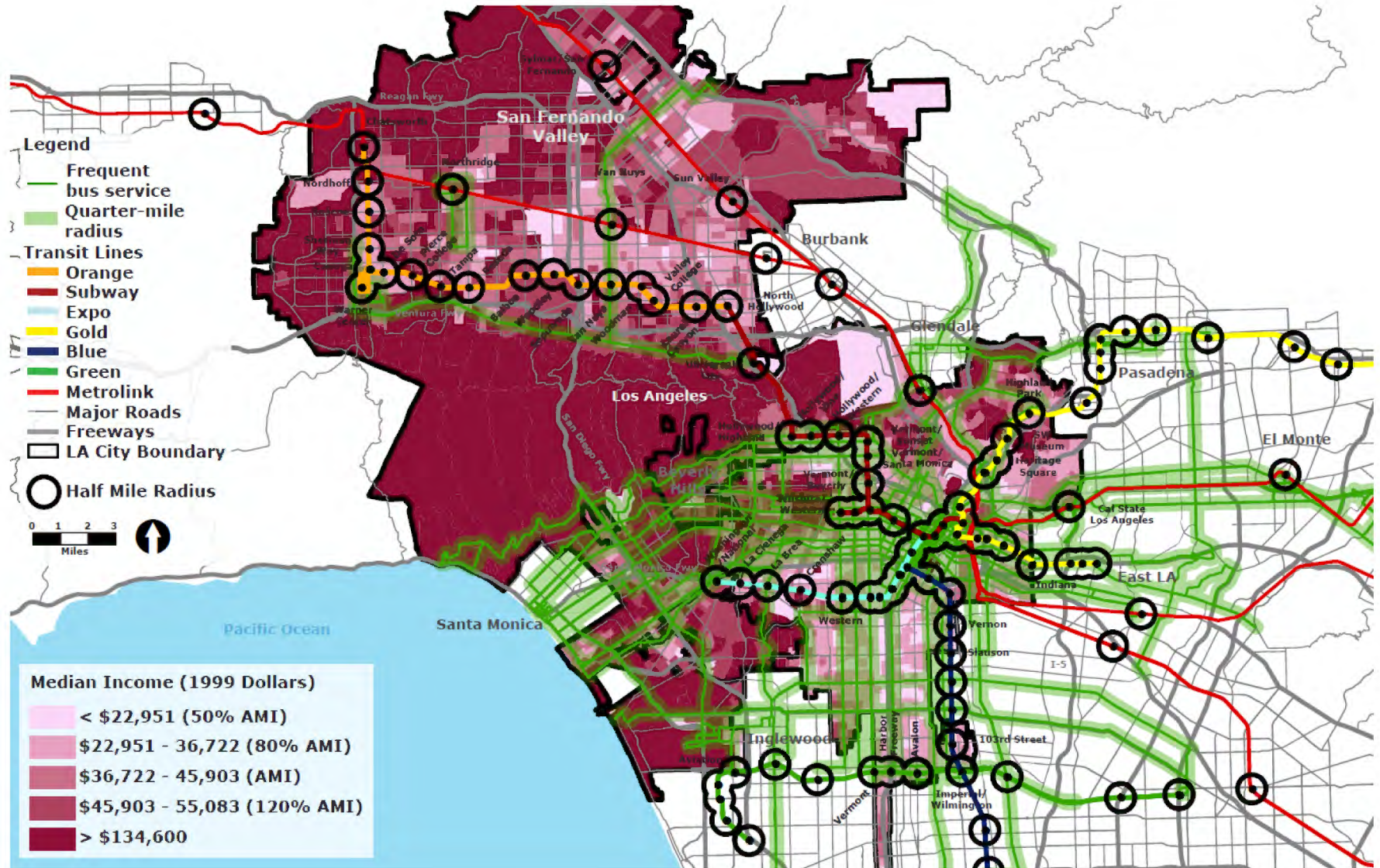
- Proximity to major employment or other activity centers
- Proximity to areas with existing market/development activity
- Significant, larger vacant or underutilized parcels

Transit Investment and Access Priorities

In addition to promoting equitable access to transit by ensuring neighborhood stabilization through the acquisition and production of housing and other policy interventions, the city can also evaluate and prioritize investments in walking, biking, bus, and rail access by evaluating demographic and economic indicators. **Figure 22** shows that the Los Angeles basin enjoys relatively frequent bus and rail service (15 minutes am to pm peak), but areas of the San Fernando Valley do not enjoy the same transit access, or offer transit-supportive land uses and urban design elements such as higher density housing in small blocks. Nonetheless, median incomes in many parts of the San Fernando Valley are below the city average, **suggesting that these households may be more dependent on the limited transit systems available.**

An overlay of income data with housing and transportation costs, using the Affordability Index described above can provide insight into potential transportation and access investment priorities. While other factors such as density should be considered to understand the “transit supportiveness” of these locations, such an overlay of costs with income can offer one screen of the greatest potential need for transit and access improvements.

Figure 22: Median Household Income and Frequent Bus Service



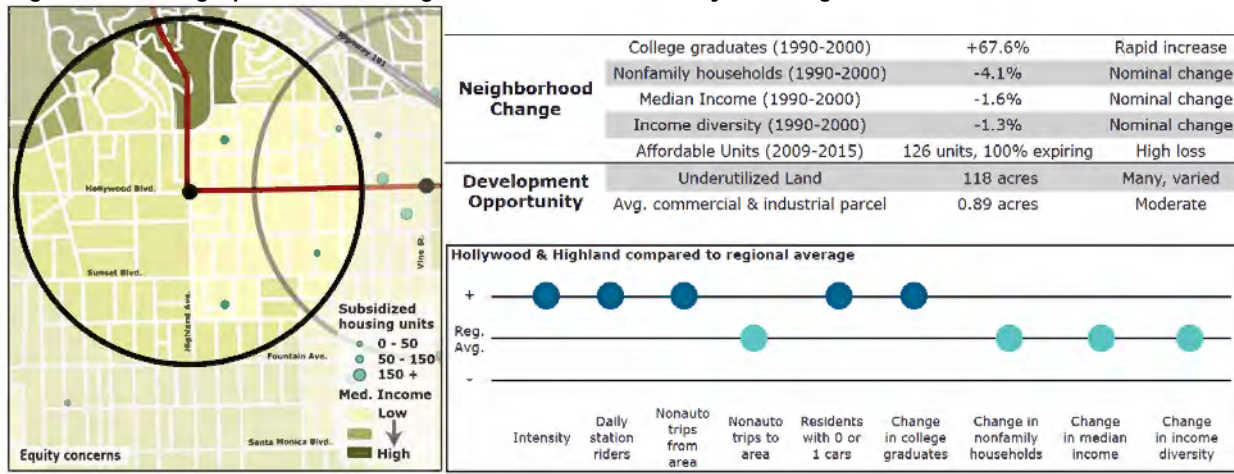
Source: Center for Transit-Oriented Development, US Census 2000, LA Metro

Station Area Performance

As discussed above, the citywide evaluation provides information that can prioritize certain station areas for investment in affordable housing, preservation, community engagement, displacement prevention, or other measures to promote equitable access to transit. The station profile sheets can offer a better sense of the types of intervention or investment that are appropriate to each station area. Two examples are provided below.

Hollywood / Highland Station Area

Figure 23: Demographic and Housing Indicators from the Hollywood/Highland Station Profile



Source: Center for Transit-Oriented Development, US Census 2000

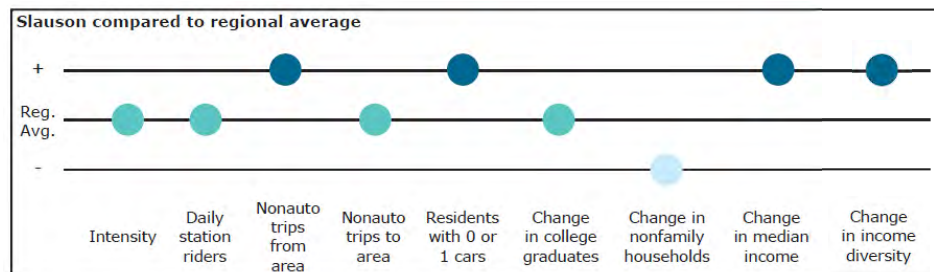
The Hollywood/Highland station area has relatively low existing incomes and a high number of existing federally subsidized affordable units. Evaluation of changing demographic characteristics in the Hollywood/Highland station area shows a rapid increase in the share of residents who are college graduates, but a very nominal change in the share of nonfamily households, median income, and overall income from 1990 to 2000. While the 1990-2000 indicators need to be updated, these indicators suggest that the neighborhood may have been relatively stable and therefore might not be an immediate priority for the kinds of investment meant to prevent displacement of lower income residents. However, targeting the existing federally subsidized units for preservation may be important to prevent the loss of this important equitable development resource.

Slauson Station Area

In another application of the data as seen in **Figure 24**, the Slauson station does not have any expiring federally assisted units. This station maintains a higher than average share of renters which suggests that many households could be vulnerable to displacement. The neighborhood change indicators show that the neighborhood experienced more rapid demographic change than other stations in the city from 1990 to 2000, with a 16 percent increase in nonfamily households, and an eight percent change in median household income. These changes have increased the overall income diversity of the station area, but nonetheless this station should be monitored for potential displacement, particularly given that incomes in the station area fell below the city median in 1999. The demographic change indicators show that there has been an increase in market interest in the neighborhood. As a potential precursor to displacement, these trends should be monitored to see if they have continued through the current decade and determine what kinds of policy and investment responses may be warranted.

Figure 24: Demographic Indicators from the Slauson Station Profile

Neighborhood Change	College graduates (1990-2000)	+4.3%	Nominal change
	Nonfamily households (1990-2000)	-15.6%	Rapid decrease
	Median Income (1990-2000)	+8.4%	Increase
	Income diversity (1990-2000)	+3.5%	Increase
	Affordable Units (2009-2015)	0 units, 0% expiring	No change
Development Opportunity	Underutilized Land	85 acres	Small, clustered
	Avg. commercial & industrial parcel	0.55 acres	Moderate



Source: Center for Transit-Oriented Development, US Census 2000

GOAL #4: SPUR ECONOMIC DEVELOPMENT

Evaluation Tools

Transit can help to bolster the city's economic development goals by enhancing connections between Los Angeles's major job centers and the regional workforce. Transit access in particular can reduce absenteeism among workers, offer a predictable way to get to work, and can enable the city's economy to continue to grow without further straining the already congested freeway network.

Transit can also help attract a new, highly educated labor force to the region from other parts of the country. Reduced congestion, transportation costs, and VMT can also contribute to the higher quality of life that is preferred among knowledge-based workers who are drivers of the new economy.

Because transit's contribution to economic development needs to be viewed through a regional framework, most of the evaluation tools that provide a sense of Los Angeles's performance and investment priorities exist at the regional or citywide scale. These include:

- The **proximity of jobs to transit**;
- The **ratio of workers to residents** in each station area, using the typology; and
- The **relationship between transit ridership and employment sectors**.

Further tools exist to understand the potential role of job growth at the station area level:

- The **current number of jobs** in a station area;
- The **orientation of stations to jobs** in a station area; and
- The **development opportunity** in jobs-rich station areas.

Citywide Performance

Connecting Jobs to the Transit Network

There have not been systematic national studies of connections between transit investment and regional job networks, but **Los Angeles does not perform well compared with similarly sized regions or transit systems**. **Table 13** and **Figure 26** show that 22.5 percent of the jobs in Los Angeles County are within a half-mile of existing or under construction light rail, BRT, and commuter rail stops. The number of jobs near transit in the larger Los Angeles region would be even lower; the entire Portland metropolitan region, which has 33.8 percent of jobs near transit, shows what is possible with a comparatively sized transit system. Rapid Bus networks in the city provide somewhat improved connectivity with jobs, but could be increased dramatically with expansion plans and investments in "last mile" connections to job centers that are not immediately adjacent to stations.

Table 13: Percent of Employment in Transit Shed of in US Transit Systems of Varying Size

Region	Transit Network Size	% of employment within a half mile of transit
Atlanta, GA	Medium	13.7
Los Angeles, CA	Large	22.5
Minneapolis - St. Paul, MN	Medium	19.6
Philadelphia, PA	Extensive	29.8
Phoenix, AZ	Small	11.2
Portland, OR	Large	33.8

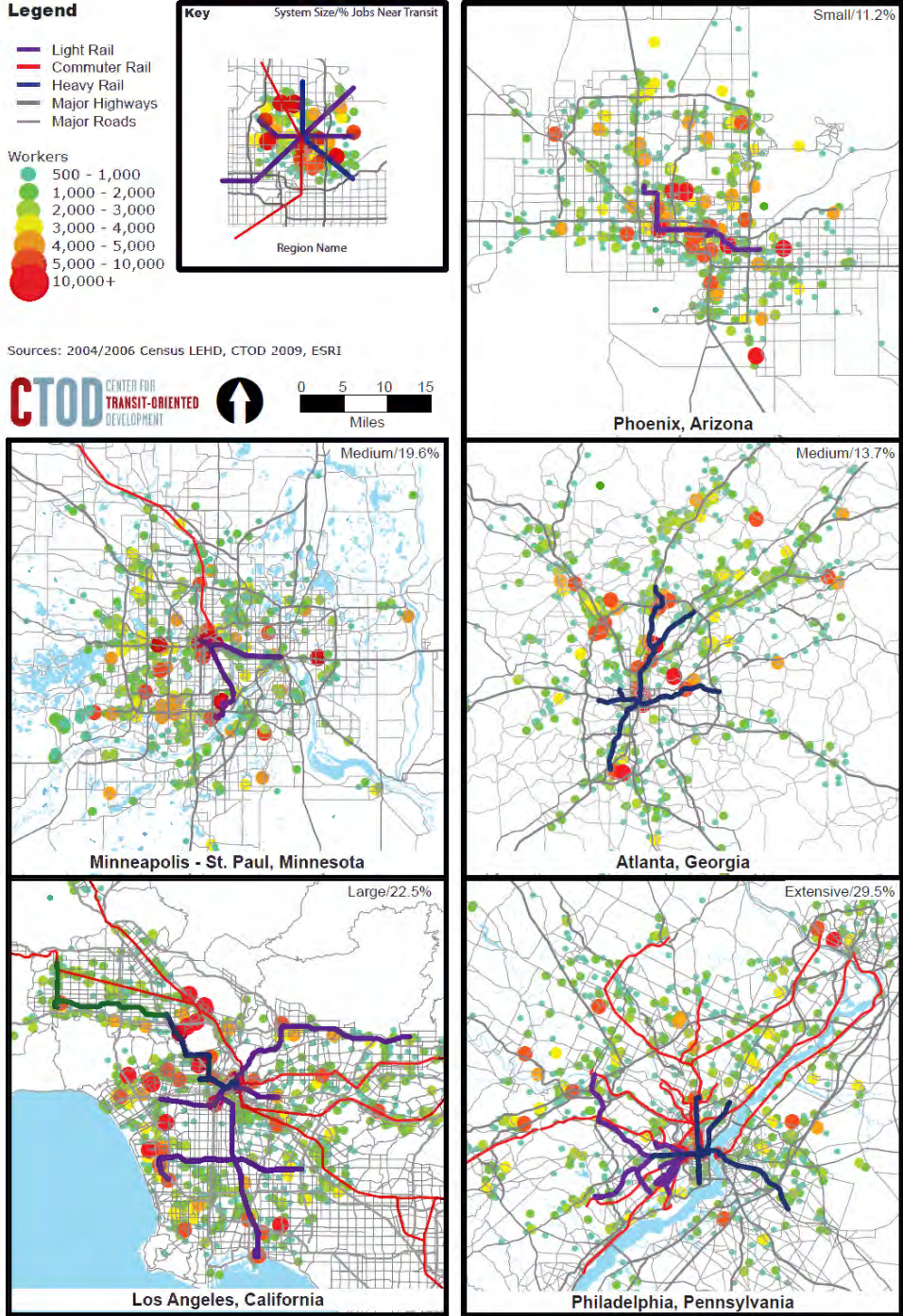
Source: Center for Transit-Oriented Development, U.S. Census Bureau Longitudinal Employer Household Dynamics, 2006

To increase regional access, major employment clusters and destinations within the city must be connected. There are two major strategies that are crucial to connecting jobs in Los Angeles with transit. One key to this strategy is to link large employment centers to the rapid transit network. Places like Century City and Ventura Boulevard, for example, have a large number of jobs and are linked by Rapid Bus, but would benefit from further improvements to transit connections and reductions in travel times (created by rail or other dedicated lane transit options). The other component of increasing regional access is improving intermodal connections between light rail, subway and bus. Commercial corridors in the San Fernando Valley would benefit from smoother, quicker connections to the greater network (**Figure 26**).

Beyond major transit connections to employment clusters, planning needs to incorporate pedestrian and bicycle access and “last-mile” connections. Many of the major clusters within the Los Angeles city limits are connected, but with limited walking or biking access (see **Figure 26**.) If development continues on heavily traveled lines and in station areas, more mobility investments along these corridors will shape and extend development pressure from major centers and spur greater building densities. One key to sustaining and capturing this market potential within existing employment clusters is to enhance accessibility through improved bicycle and pedestrian access to stations.

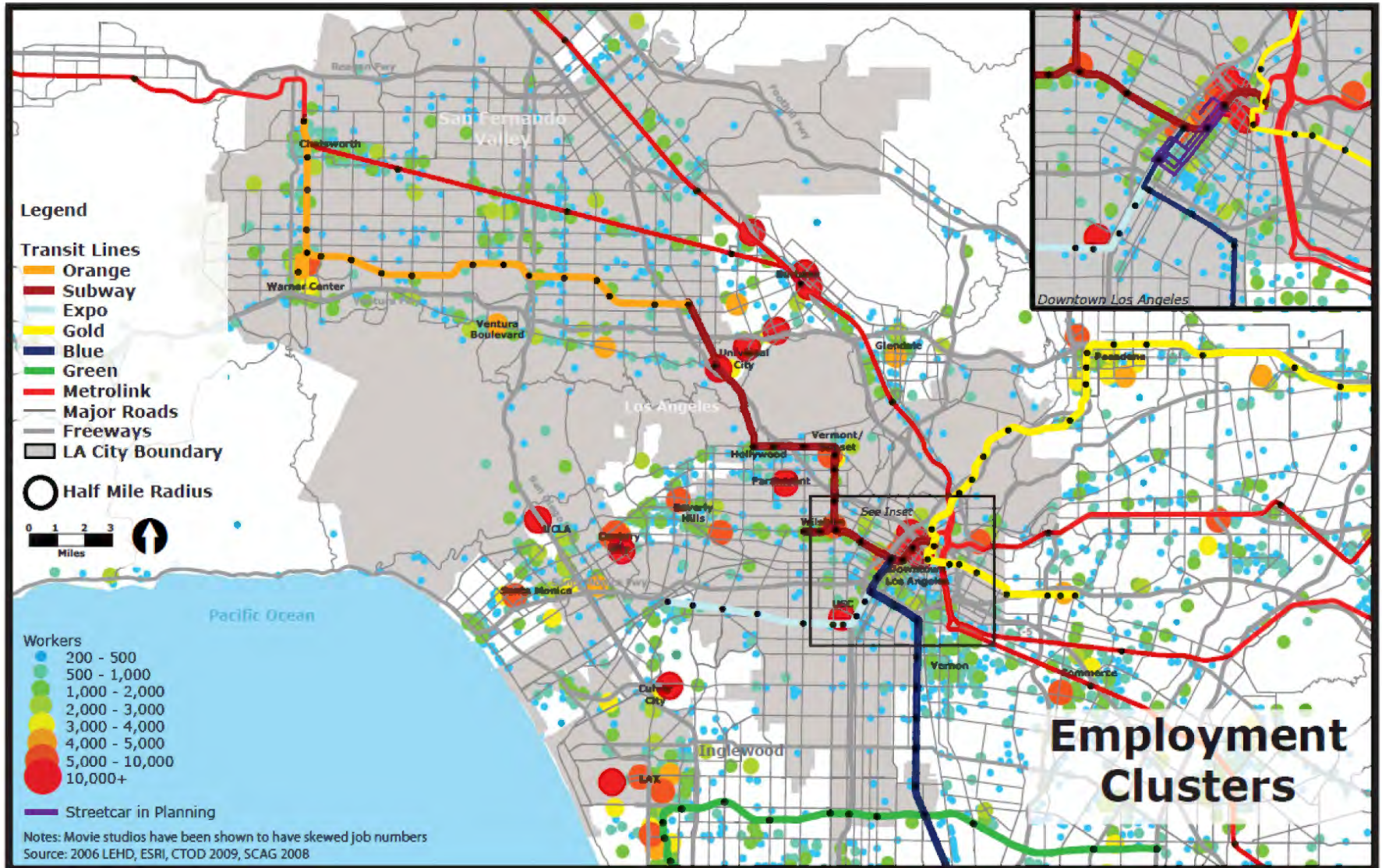
Figure 25: Comparison of Regional Employment and Selected National Transit Systems

Regional Employment Compared



Source: Center for Transit-Oriented Development, U.S. Census Bureau Longitudinal Employer Household Dynamics, 2006

Figure 26: Employment clusters within the City of Los Angeles



Source: Center for Transit-Oriented Development, U.S. Census Bureau Longitudinal Employer Household Dynamics, 2006

Mix of Station Area Jobs to Residents

There are many employment focused stations in the city's transit system. The baseline typology (Figure 3) shows the mix of jobs to residents in each of the city's station areas. Stations in or near downtown Los Angeles currently have the highest ratio of jobs per resident, with Civic Center (24 jobs/resident), 7th Street (11 jobs/resident), and Little Tokyo/Arts District (10 jobs/resident) topping the list of jobs-rich station areas. Outside of the broader downtown area, two stations on the Exposition Line (Jefferson and Vermont), two stations on the Orange Line (Canoga and Nordhoff), and one on the Blue Line (Washington) are highly jobs-oriented, albeit at a lower intensity than the downtown stations.

As the core of the regional transit network, the Central Business District (CBD) is a prime location for economic growth and its employment potential should be strengthened. As the main job center with regional access to the workforce from all directions and all modes, the CBD functions as a key destination on the transit system. While there have long been plans to make the CBD a 24-hour center, it will be critical to balance future residential growth with continued job growth. With high floor-to-area ratios, high allowable densities, and a significant amount of land available for development in some parts of the CBD, both future job and housing growth can be accomplished. The proposed regional transit connector – which will make the 7th Street Metro station a transit hub along with Union Station – is also a key transit improvement that will leverage the regional positioning of the CBD for future growth.

Increasing housing in job centers outside of the central business district (CBD) can benefit residents and actually promote economic development and future job growth. The CBD has the best connections to the existing transit network and allows commuters to come from all directions. Non-CBD destinations without that centrality are more limited in the pool of workers they can access on transit alone. Therefore, enhancing the concentration of housing in these job centers is important for increasing overall workforce access to jobs. Such a strategy can, in the long run, result in more job growth in these centers by reducing the number of workers who have to commute from long distances, thus accommodating future economic growth without proportional increases in congestion on freeways and major arterials.

These non-CBD job centers are also hot markets for future real estate development. ULI's 2010 Emerging Trends in Real Estate report remarks that apartments are "the only place with a hint of hope" in the recent market and that places near mixed use centers and transit corridors are the most attractive during the downturn.³¹ As the real estate market resurfaces over the next several years, planning for these investments will ensure that new development conforms to a local and regional vision, and is directed to sites that are appropriate for residential uses (i.e. not at the core of an industrial area.) Building housing in employment centers may additionally be easier than increasing density in existing neighborhoods because of opposition pressure. In fact, focusing growth around existing employment clusters and infrastructure will potentially take development pressure off surrounding neighborhoods by redirecting growth to nonresidential areas.

Existing regional policies have tended to focus on housing development, rather than employment location. Some states, including Illinois and New Jersey, are experimenting with economic development incentive programs for locating jobs near transit. However, this has not been the dominant strategy in California or in the Los Angeles region. New programs or policies to strengthen employment centers, encourage job location near transit, and diversify existing single-use employment centers will need to be a centerpiece of a comprehensive TOD strategy.

³¹ Urban Land Institute. 2009 Emerging Trends in Real Estate. November 2009.

Relationship between Transit Ridership and Employment Sectors

Some jobs are more transit-oriented than others. For example food service and professional, scientific and technical professions are the top sectors generating transit ridership in Los Angeles.³² Therefore, job centers with concentrations in the top transit supportive industries should be a priority for future transit connections. Industries that are more likely to be transit-oriented in Los Angeles based on the share of employees within the industry that take transit and the share of all riders that industry contains.³³

Workers who use rail transit are more economically diverse than workers who take bus and rail transit. **Table 14** shows that, among the top transit accessible jobs in Portland, workers who take just fixed-guideway transit to work are extremely economically diverse. This suggests that fixed-guideway transit captures riders from both high and low wage earning jobs.

Table 14: Income Diversity of Industries, by Transit Mode in Portland, Oregon

	Income Diversity Index*
Top Jobs in Bus Only	0.54
Top Jobs in Fixed-Guideway Only	0.88
Top Jobs in Both Bus and Fixed-Guideway	0.90

Source: Source: Strategic Economics, U.S. Census Public Use Microdata, 2000

*As the Income Diversity Index approaches 1, the industry offers jobs with a broader mix of incomes. As it approaches 0, incomes are more concentrated at fewer income levels.

Station Area Performance

Number of Jobs by Station Area

Station areas that do not already have large concentrations of jobs are unlikely candidates for future major job centers. Unlike residential growth, which can be shifted around the region fairly easily, employment growth is significantly more likely to occur near or within existing job centers. One reason for this is that 78 percent of quarterly job growth nationally occurs through expansion of existing firms, rather than births of new firms.³⁴ Therefore, stations with existing concentrations of jobs should be a focus for future job growth. Research in the Twin Cities suggests that expanding existing concentrations of jobs will increase transit mode shares, providing an impetus to take transit to work.³⁵

Commuters are much more sensitive to walking on the work end of their trip, than on the home end. **Figure 27**, excerpted from research by Robert Cervero, shows that that workers are three and a half times more likely to take transit to work if the stop is located close to their office, but are exponentially less likely to take transit if their jobs are farther away from the station.³⁶

³² Source: U.S. Census, Public Use Microdata Sample. (See Appendix for Transit-Oriented Employers.)

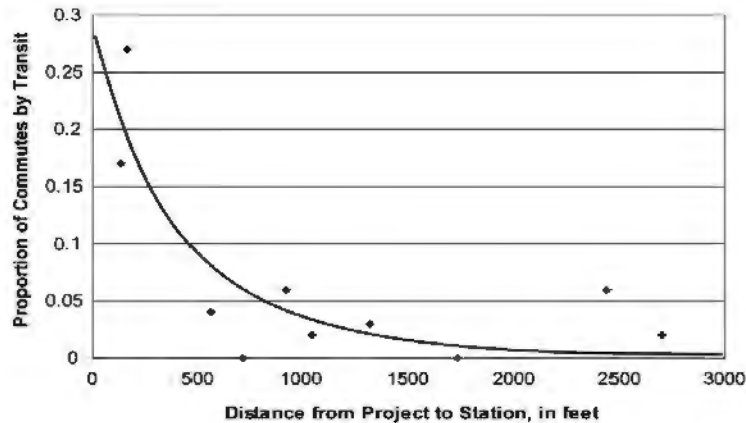
³³ This data is from 2000, which means that some of Los Angeles' system didn't exist when this data was gathered, but it shows which types of workers were most likely to take fixed guideway transit and buses.

³⁴ Strategic Economics: FTA New Starts Economic Development Criteria Working Paper. November 2006

³⁵ Barnes, Gary. "Using Land Use Impacts to Address Congestion." November 2003

³⁶ Cervero, Lund, Willson. Travel Characteristics of TOD in California. January 2004

Figure 27: Transit Commute Share Relative to Distance Between Office and Station



Source: Peter Newman and Jeff Kenworthy. "Urban Design to Reduce Automobile Dependence". *Opolis*, v. 2 no 1 (2006)

This also means that attention must be paid to station locations on new lines, as orienting them closer to employment centers renders a greater transit ridership benefit. Investments in pedestrian access improvements are therefore critical to generating ridership among local workers, and to realizing the productivity, competitiveness, and quality of life benefits of transit.

The City of Los Angeles's Employment Land Preservation Policy is an important, yet unique component of "transit-oriented district" planning, which will require further research and analysis. Many of the city's new station areas – including Little Tokyo, Pico Aliso, USC / Exposition Park, and the extension of the Orange Line to the Chatsworth Metrolink Station – are located in or near areas zoned for employment uses. Because many of these areas offer significant TOD opportunities as well, there is some potential for these stations to experience increased pressure for conversion to residential, retail, or other uses as market demand for TOD increases. The city will therefore need to continue to closely monitor the economic viability of these areas, and proactively work to identify uses that can be simultaneously transit-supportive, and aligned with the city's economic goals for employment zoned land. For example, many seemingly employment-generating uses, such as warehousing, will not generate significant employment within the city and are unlikely to support high levels of transit ridership.

CONCLUSION

The baseline typology, station profile sheets, affordability index, and other regional screen mapping all provide data-driven tools to understand the performance of station areas relative to the goals for TOD. These tools can also be used to generate an objective, quantitative prioritization of Los Angeles's 70 existing and under construction stations for different types of investments. A Citywide TOD strategy can help organize and phase the limited financial resources available for planning, development investment, and access improvements to focus public and private investments on station areas with the greatest potential for achieving the goals of TOD. As sections of this chapter have discussed, there are a wide range of investment types, which need to be targeted to individual station areas. Some of these investment paths are:

- **Development-focused:** new growth and additional housing and/or jobs reach transit-supportive levels of density. This path will be most appropriate for locations that have a lot of underutilized land or where communities have decided that growth and development can support other community goals. However, the high up-front private and community costs of

development may need to be mitigated by public-sector support and investment, such as assistance with land assembly, or subsidy of affordable housing.

- **Infrastructure-focused:** new investments in walkable and bikeable streets support increased transit use and the benefits of transit-oriented development without a high degree of additional development. This path will be most appropriate for places without development opportunities. However, the high up-front public cost of planning, designing and installing public infrastructure presents challenges in terms of how such investments can be financed.
- **Transit-focused:** In some areas that are not currently served by fixed-guideway transit, leading transit investments may be needed to catalyze high-quality TOD. Considering development opportunities early in the transit planning process can facilitate this path. Most of the analysis in this study focuses on existing transit-served areas, but this is an important consideration in new investments like the downtown streetcar and future transit expansion plans.

Perhaps one of the greatest challenges facing the city as it prepares to more comprehensively and systematically plan for transit-oriented districts is the complexity of the planning and political process itself. Some of the specific challenges of this process, and strategies for addressing them, are discussed in the next chapter. But, the data-driven evaluation in this chapter can contribute to these strategies by providing an objective view of station investment priorities, and regional priority locations for future economic and housing growth.

IV. CHALLENGES AND SUCCESSES: A SUMMARY OF FOCUS GROUP FINDINGS

Achieving the environmental and economic goals described in previous chapters will require an understanding of the place-specific challenges associated with supporting Transit-Oriented Districts in Los Angeles, and of the strategies that have proven successful in the past. To better understand how TOD can be brought to scale – so that there are more households and jobs located near stations, and so that more people can benefit – CTOD convened five focus groups from five case study areas, comprised of “clusters” of several stations along five corridors: the Gold Line from Little Tokyo to Indiana, the Red Line from Vermont/Wilshire to Vermont/Sunset, the Orange Line from Sepulveda to Warner Center, the Expo Line from USC to Crenshaw, and a key portion of the proposed streetcar corridor in downtown Los Angeles.

The focus groups were attended by a total of about 75 people, and included staff from the City Planning Department, City Department of Transportation, Community Redevelopment Agency, L.A. Metro, as well as members of neighborhood councils, developers, consultants, representatives from institutions located near stations, and other community members. Focus group participants were asked to identify the strategies that have worked to encourage good TOD in Los Angeles – giving specific examples where possible – and to describe conditions at the neighborhood, city, and regional levels that are making it difficult to develop good TOD. These focus group findings provide a framework for the recommendations in Chapter V and are grouped into three categories:

- **Partnership and Collaboration:** Successful TOD has the potential to significantly reduce transportation costs for households, reduce auto-dependence and greenhouse gas emissions, improve access to transit, and spur economic development at both the local and regional levels. These goals are intertwined and typically promoted by public agencies as well as community groups and private interests. The size and diversity of Los Angeles however, can make large-scale collaboration unwieldy and politically challenging. This section provides examples of successful partnerships and examines the areas in which improved collaboration would most effectively impact the creation of TOD.
- **Policy and Regulation:** Although there is no one-size-fits-all definition of TOD, there are planning elements that can be standardized to promote transit-supportive uses near stations citywide. Focus group participants reported several barriers that are common to all transit lines and stations in the case study areas, which suggests that a baseline citywide TOD policy and strategy, as well as more targeted efforts around high-priority transit stations, could facilitate development in a number of ways. The most common policy and regulatory changes recommended by focus group participants are reported in this section.
- **Funding and Prioritization of Investments:** Although the need for comprehensive and collaborative planning around transit stations is widely recognized, the ability to implement these changes is limited by the availability of funding and other resources from local, state and federal governments, as well as from the non-profit and private sectors. This section suggests ways to better leverage existing funding, and addresses the need for prioritization of existing resources.

PARTNERSHIP AND COLLABORATION

Focus group participants cited a lack of partnerships and collaboration as a barrier to TOD success in Los Angeles.

Successful TOD requires the coordination of land use, transportation, housing, and urban design, and therefore requires the involvement of multiple public agencies and city departments. In Los Angeles, the public agencies and decision-makers that have been involved in past TOD efforts – and which are likely to be involved in future efforts – include the Mayor’s Office, Planning Department and Planning Commission, L.A. Metro, Neighborhood Councils, the LA DOT, CRA/LA, HACLA, the LA Housing Department, and even the L.A. Unified School District. Each of these agencies has an incentive to invest in station areas, with investments including new public facilities and programs, sidewalks, bike racks, and other hardscape improvements, the subsidy of market-rate or affordable housing development, and/or the preservation of existing affordable housing, and these agencies can also help with parcel assembly, and facilitate regulatory changes and other planning efforts. There is not, however, a single agency or institution charged with integrating the goals, mission and activities of all of the public and private partners in TOD, or with co-leveraging resources. Successful TOD also relies on the support of the local community.

It is critical to acknowledge the complexity and interdisciplinary nature of successful sustainable communities (of which TOD is a subset). Inter-agency partnerships are becoming increasingly common throughout the United States, and even the Federal government is coordinating the planning and investment activities of the US Department of Housing and Urban Development, the Environmental Protection Agency, the US Department of Transportation, and potentially other agencies. This initiative, called the Sustainable Communities Partnership, has been created to eliminate the many barriers to sustainability caused by a basic lack of communication across housing, land use, and transportation agencies and staff.

Agencies in Los Angeles have collaborated in the past with great success. One oft-cited example is the reformulation and implementation of the Downtown Street Standards and Design Guidelines. When the South Group proposed the EVO South condominium project in South Park, they wanted to activate the pedestrian realm around the Staples Center with wide sidewalks, minimal driveway cuts, mid-block paseos and ground-floor retail development. The existing street standards would have required the adjacent street to be widened during construction to accommodate the projected increase in traffic, despite the development’s proximity to all of the bus and rail lines located in transit-rich downtown. The South Group went to their City Council representative, who called together a team of public agencies, including the CRA, Planning Department, the Urban Design Studio, LA Bureau of Engineering and the Mayor’s Office, to solve the problem. Representatives of these public agencies met weekly for nearly two years to create a revised set of street design standards, which were applied to all downtown streets.

Similarly, there is enormous potential in Los Angeles to leverage a “movement of movements” to build support for transit and TOD that would include affordable housing advocates, community development corporations, environmentalists, public health, green jobs and economic development. These advocates typically only focus on their area of expertise, or work in partnership on one or two issues. But because TOD increases affordability, creates active and healthy neighborhoods, counterbalances sprawl, reduces auto dependence and greenhouse gas emissions, and spurs economic development and job creation, the momentum behind each of these movements could leverage significant impact.

Local politics too often trump planning.

Due to its size and diversity, Los Angeles is a notoriously difficult city to govern. As a result, a strong City Council has emerged, comprised of 15 distinct and powerful districts. Each Council member is accountable to the community from which they were elected, and operates as an advocate for residents. Council Districts often have competing interests, however, which do not always coincide with the broader interests of the city or region as a whole. For example, if community members are unhappy with a project, they will usually appeal to their City Council representative, who wields the political influence to alter or stop a project. Decisions about which projects will go forward are often made on a case-by-case basis rather than by adhering to broader planning principles. These decisions may benefit the short-term interests of a small number of citizens, rather than serve the best interests of the broader population. Efforts by City Council members can trump decisions and planning efforts by other city departments.

The Planning Commission has sought to de-politicize planning decisions by issuing a manifesto called “Do Real Planning” that lays out broad principles to guide decisions, including requiring density around transit, making the city more walkable, providing mixed-income housing, and identifying “smart parking requirements” such as parking maximums, pooled parking and automated stacked parking. The Commission has urged the City Council to use these principles as a basis for new city ordinances, and they are being used by the Planning Department to guide community plans. The intent is to provide more certainty about development goals for developers and for communities.

High parking and low-density requirements in areas prioritized for growth continue to be a challenge, however. Wary of increased traffic and decreased street parking, local residents frequently protest new development, particularly high-density residential projects. By petitioning their local Council member, anti-growth activists are able to thwart new development. However, the data analysis in Chapter III has shown that households in many station areas do, in fact, own fewer cars than other households, and there is growing evidence that households living near transit and in walkable communities tend to drive less as well. Ensuring that local sustainable community advocates and planners have access to this data can help the public better understand the benefits of development near transit.

Focus group participants cited local efforts around community outreach and education on planning concepts as key to successful planning.

The concepts behind good planning for transit-oriented districts can be difficult to understand for well-seasoned planners, much less for community members who have not been professionally trained. In order to engage the full participation of community members in the planning process, and thus gain broad support for future development or other changes that make neighborhoods more transit supportive, there needs to be more education about TOD planning concepts, and the potential benefits of density as well as other changes that make station areas more transit supportive. The East Los Angeles Community Corporation (ELACC) was able to mount this kind of outreach and training initiative, for example, with funding from the California Endowment. The training included bilingual workshops on planning “lingo” such as “TOD” and “FAR,” thereby helping to ensure that local residents could play a meaningful role in the Community Plan Update process. Although it would require significant additional resources and capacity, expanding this level of outreach citywide would greatly improve the public participation process and facilitate better incorporation of community vision in transit-oriented districts.

Focus group participants also said that even public agency staff needs more education about the importance of TOD and the design standards and guidelines required to achieve it. Cross-agency technical education and training programs, and cross-departmental working groups on TOD could encourage a shared understanding of how each agency’s activities and investments could be more transit-supportive.

Focus group participants said that it is especially important to keep the LA Housing Department in the loop about TOD plans.

The City of Los Angeles Housing Department has significant resources in the city's affordable housing trust fund to subsidize affordable and mixed-income housing near stations, and did build more than 500 units of affordable and senior rental and for-sale housing, as well as market rate units, at the Avenue 26/Lincoln Heights station. This development – in several buildings on 12 acres of what had been industrial land - includes some neighborhood-serving retail, a childcare center, subterranean parking and open space, and is immediately adjacent to the station. The developer has said that lower parking ratios achieved substantial cost savings, without which the project would not have been financially feasible. But because the surrounding neighborhood is not walkable and not perceived as very safe, people have complained about the lack of parking and there have been problems in selling units for this reason.

Focus groups say transit and TOD should be linked to economic development and jobs.

The focus groups, especially the group of stakeholders along the Expo Line, said it would be far easier to enlist the support of communities and local businesses if transit and TOD were pitched as a way to stimulate economic development, to bring public and private investment into communities, to increase tax and other local revenues from increased property values and business activity around stations. Transit and TOD also generate employment in several ways: through short-term construction and engineering jobs; through improved long-term access to permanent employment; and by improving the economic competitiveness of the region. Focus group participants cited the success of the Alameda Corridor's local hiring plan, which provided 3,500 jobs and training and apprenticeship programs for low-income neighborhoods along the 20-mile corridor. The CRA's Local Hire and Construction Careers policy also requires that projects receiving a certain level of subsidy dedicate 30 percent of construction hours to local hires and 10 percent to disadvantaged workers, and that local residents be engaged as apprentices in the construction trades. The policy was enacted in February of 2009 and is expected to cover 15,000 jobs over five years in LA., a third of them in neighborhoods with high unemployment, and 1,500 for at-risk or hard-to-employ workers. In addition to generating jobs and training opportunities, local hire programs build goodwill and community support for development around transit.

There is major opportunity to partner with major employers including hospitals and educational institutions to encourage transit ridership and strengthen community connections to stations. These institutions could boost transit ridership significantly by offering the right mix of incentives and disincentives for patients, students and employees. At Pierce College, for example, only 500 of 5,000 available transit passes are purchased each semester. One disincentive is that it only costs \$27 per semester to park at Pierce College, whereas it costs \$175 per semester at USC. But any increase in parking fees would need to be accompanied by investments in making the station and the college seem more connected and slowing down fast-moving traffic on adjacent wide streets.

The focus groups were attended by representatives of Pierce College, USC, and the White Memorial Hospital, and all expressed interest and eagerness in partnering with the city and LA Metro to find ways to encourage more students to use transit, since it's so expensive to provide parking. In addition to hardscape and softscape improvements including wider sidewalks, traffic calming and street trees, other strategies include the promotion of discounted transit passes, transportation demand management and parking cash-out programs, good transit signage and real-time information and signage. The design and orientation of buildings, too, is key: buildings should be oriented toward the street and toward stations, and there should be shade structures, bike racks, street furniture and other amenities that create a friendly environment for pedestrians, cyclists and transit users.

POLICY AND REGULATION

Focus group participants cited a lack of planning and funding mechanisms to help bring TOD to scale in the city. Resources for station area plans are limited, and the community plan update process is too long-term and large-scale.

There are 35 community plan areas covering the 465-square-mile city of Los Angeles. The very large scale of these community plan areas makes this an inappropriate mechanism for station area planning – community plans are intended to provide a long-range vision and are not updated very often. Station area plans, in contrast, are short-term – in order to respond to the market – and focused on implementation. Moreover, the community plan update process is already strained by a lack of staff and resources, making it difficult for planners to engage residents in a meaningful dialogue about complicated topics such as floor-to-area-ratios (FAR) and to explain all the community benefits that can be achieved with development around stations. This is especially true in low-income neighborhoods where there are language and other barriers to participation.

A plan that defines the parameters of change in station areas – the size of buildings, density, mix of uses, parking, and components like open space – can provide certainty for residents, developers and investors. It can also shorten the entitlement and development process, which makes projects less costly, increasing the likelihood that a developer can invest in better architecture and building materials, public space and parks, or other community benefits. Individual station area plans, however, can cost around \$500,000 and are therefore not a scalable solution for planning the large number of station areas that exist in Los Angeles.

A TOD strategic plan could help prioritize stations for the limited funding that is available, and help ensure that funding is available for the stations where they will have the most significant impact. These stations include: station areas with low transportation costs and the potential for increased development, areas with significant development opportunity and community support for development, neighborhoods where there may be displacement of existing residents due to market-rate development, station areas that serve employment centers or offer economic development potential, and stations that have barriers to access.

Mayor Antonio Villaraigosa has already identified ten stations areas with the potential to be transformed into “sustainable transit communities” that can house low- and middle-income families, and the Mayor’s Office is working with funding from SCAG to identify an additional 10 stations for priority investment. The city will fund sidewalks, trees, lighting and parks in each location, provide incentives for housing, and provide for upfront environmental planning to expedite development and engage communities in the planning process from the beginning.

Focus group members cited the CRA-sponsored Crenshaw Vision and Implementation plan as a particularly successful community partnership that planned for infrastructure investments and development along the Expo Line. The planning initiative built consensus around a comprehensive vision, inventoried a wide range of public and private resources that could be deployed, and educated local residents about the benefits of development and how it could leverage community benefits. The West Angeles Church of God and its West Angeles Community Development Corporation are playing a leadership and investor role.

The Planning Department has had success mounting planning efforts with the aid of local colleges and universities. The Tarzana Crossing transit village was planned with the aid of students from Cal State Northridge and UCLA, was championed by the Neighborhood Council, and subsequently won \$100,000 in funding for a station area plan from the Southern California Association of Governments. Another

group of students, from Sci-Arc, is analyzing transit corridors to look at the mix of uses around stations and identify basic amenities including grocery stores, drug stores, dry cleaners and child care. Students are also collecting information of the size of sites available for development, so that residents of station areas can solicit the interest of retailers.

Excessively high parking requirements near stations are one of the most commonly cited barriers to creating transit-oriented districts in Los Angeles.

Communities around stations often demand high parking requirements because they fear the traffic that will be generated by the construction of stations and development. CTOD's typology research (see Chapter 2) shows that even small increases in station area "intensity" – the number of people who live and/or work in station areas – are associated with significant decreases in vehicle miles traveled (VMT). But there are no well-publicized local (or national) case studies of development projects that have not caused increases in traffic. In fact, many people still remember an LA Times story several years ago in which a reporter surveyed commuters coming out of the Mission Meridian TOD in South Pasadena one morning and found they were all headed to work by car.

This is changing, however: the city's adaptive reuse ordinance, for example, is credited with adding 10,000 new housing units downtown in the past couple of years through the conversion of historic commercial buildings that were not required to provide any new parking. A 2008 survey of downtown residents showed that increased intensity reduced driving and increased transit use, walking and biking: The survey showed that in 2008 only one-third of residents reported commuting alone by car, down from two-thirds in 2006; another one-third used public transit, up from 11 percent in 2006; and 37 percent walked or biked, up from 17 percent in 2006. The study also notes that 60 percent of downtown residents now live and work in downtown while surveys done a decade ago found 80 percent commuted out of downtown to work. If the adaptive re-use ordinance had required the provision of parking and made driving convenient it is likely that these new residents – who according to the survey have an overall median income of \$96,200 and are unlikely to be transit-dependent – would have driven their cars instead of walking, biking and using transit in such high numbers.

USC provides an interesting example of what could be a transit-oriented campus with considerable new academic, commercial and dormitory space including 7,500 new beds. However, in our focus group we were told that one new academic building, which added only a marginal number of new employees, was nonetheless required to provide 200 additional parking spaces. Zoning changes may not be able to correct this problem unless parking is capped, since parking is sometimes built because investors or major tenants require it. It is important to remember that the provision of parking, especially structured parking, drives up the cost of projects dramatically and crowds out other uses, including public open space, which could win community support by providing more community benefits. Making driving convenient acts as an incentive to traffic.

Focus group participants cited a need to improve connections between transit stops and neighborhoods.

In many cases, station and neighborhood access are an afterthought to the transit planning and design process – typically addressed only after the station has been built and utilizing retroactive strategies such as way-finding signage and minor infrastructure improvements. Better coordination and attention to bike and pedestrian access early in the planning process – when the station is designed and built – would prove much more effective. For example, focus group participants referred to a number of examples where the Department of Transportation worked at cross-purposes with LA Metro, widening streets in front of stations to accommodate the additional traffic generated by station area activities, while Metro was simultaneously investing in infrastructure to make station areas more pedestrian-friendly. Focus group participants also noted that LA Metro does not consistently prioritize the convenience of pedestrians, who

are sometimes forced to walk around large parking structures or other obstacles to get to and from stations.

But the problem of stations being separated from adjacent destinations by wide, heavily trafficked streets and surrounded by unwalkable neighborhoods was cited as a problem by many focus group participants. Where resources are available, LA Metro has successfully implemented the Community Linkages Program – a corridor level planning effort to ensure that stations are integrated into surrounding neighborhoods and providing access to pedestrians, bikes and transit users. These plans have gotten increasingly ambitious in scope, culminating in the recent \$30 million Eastside Extension planning effort, which worked with neighborhoods around stations to develop “community visions” for four joint development projects as well as plans for crosswalks, traffic calming, street trees, way-finding signage and other amenities. These planning efforts have been lauded by the Federal Transit Administration as a transit agency best practice.

Many significant destinations and employment centers in Los Angeles will not be served by rail in the near future. For this reason it is critical that high-quality bus and shuttle service connect stations to destinations, especially employment centers. The LA County-USC Medical Center, for example, is a major regional destination that draws patients and workers from a 50-mile radius. The medical center is served by a shuttle to Union Station but is not yet connected to the Gold Line station in Boyle Heights a mile away—just beyond walking distance.

There is a lack of local evidence showing that stations and TOD can reduce traffic, rather than increase it.

Prioritizing new development in walkable, bikeable transit-served neighborhoods is an important strategy for reducing VMT and greenhouse gas emissions (GHG), as called for in AB32 and SB375. However, CEQA mandates traffic mitigations for new development to maintain “levels of service” for drivers. Thus, higher-density urban infill projects near transit are required to widen streets even though these road improvements promote driving and make station access by non-motorized modes more difficult. The problem is partly a matter of scale: many regions are likely to require significant development in the urban core to reduce VMT and avoid many tons of emissions. CEQA requires analysis of the impact of the auto trips generated, which makes it appear that reducing density will produce fewer trips and emissions. But when viewed from the regional level, VMT and GHG reductions are best achieved by maintaining that project’s density and not making mitigations – such as road widening – that will promote driving. Because CEQA is focused on the project scale it isn’t suited to the large-scale land use strategies required to achieve significant GHG reductions. Because of this and other considerations, cities across the state are considering abandoning auto-oriented levels of service in favor of mitigations that provide for the safety and convenience of all users, including non-drivers.

SB 375 creates special CEQA provisions for the review of “transit priority projects” found to be consistent with the local “Sustainable Communities Strategy.” These projects must be residential or mixed-use residential, at a density of at least 20 units per acre, and located within a half mile of a major transit stop or a corridor with frequent transit service. These special provisions include a CEQA exemption for projects that meet environmental and land use criteria, a “sustainable communities environmental assessment” that is similar to a mitigated negative declaration, or an EIR (for those projects that can’t mitigate all impacts) that does not have to take into consideration cumulative impacts that have been addressed and mitigated in a prior EIR. SB 375 also allows communities to legislate traffic mitigation in advance rather administering it on a case-by-case basis. Communities can, for example, legislate policies that exempt transit priority projects from additional mitigations. SB 375 authorizes local governments to require any kind of mitigation, from street and road improvements to transit passes and transit contributions.

The City needs to create more detailed land use designations and implementation strategies for station areas that are in or adjacent to its industrial preservation areas.

The City of Los Angeles has inventoried industrial land citywide and determined which areas should remain industrial – thereby helping ensure there is room for job-creating industry within city limits – and which should be allowed to convert to other uses. Many transit lines – including the Expo Line in South Los Angeles, the Gold Line in Boyle Heights, and the Vermont-Beverly station on the Red Line – traverse neighborhoods that need stable jobs and that are in or near these industrial zones. But some jobs are more transit-oriented than others – warehousing, for example, doesn't provide many transit riders – and it will be important that the city encourage the right kinds of jobs to locate in industrial preservation zones with or adjacent to transit stations. Food services, professional, scientific and technical professions are the sectors that generate the most transit ridership in Los Angeles, according to the US Census. Zoning, design and parking standards must be tailored to fit the needs of these businesses and the transportation needs of their employees.

While TOD can promote economic development and job growth, many local decision-makers do not yet see this connection.

Because unemployment rates were nearly 13 percent in Los Angeles County in late 2009 when the focus groups were convened, people who attended cited economic development as a clear priority for TOD. Chapter III includes a discussion about some of the ways that TOD and transit access can contribute to economic development.

Extensive transit networks can promote a healthy economy by helping to keep the cost of living down for employees and helping to keep the cost of doing business down for employers while at the same time providing access to the regional workforce. During the past 30 years, many large employers in Los Angeles followed workers to out to the suburbs. The downtown Los Angeles focus group complained that the reason there are no Fortune 500 companies headquartered downtown is because there is no regional transit system to keep costs down and provide access to a broad pool of workers. Although many employers are now moving back to downtowns across the U.S. this has not happened to a significant degree in Los Angeles.

To ensure that the regional workforce can, in fact, take advantage of transit, the City will need to consider the role that transit plays in influencing the jobs-housing balance. As the major job center with access to the regional workforce from all directions and by all modes, downtown Los Angeles functions as a key destination on the transit system. While there have been and continue to be some opportunities for residential development within the downtown, the long-term focus should be on strengthening downtown as an anchor for regional employment growth. Conversely, increasing the supply of housing in job centers outside of downtown can also promote economic development while minimizing traffic by improving the jobs-housing balance. Such a strategy can, in the long run, result in more job growth in these places by reducing the number of workers who have to commute from long distances.

FUNDING AND PRIORITIZATION OF INVESTMENTS

Given the fiscal constraints of the City of Los Angeles, the Planning Department and other City agencies do not have the resources they need to fund planning around stations citywide. On the contrary, focus group participants reported that planning initiatives are typically undertaken only when funding is available, rather than when they are most needed. These funding limitations pose a serious challenge to successful TOD, and the situation is likely to get worse before it gets better because of the state's budget crisis. Rather than enumerating these challenges, however, this section focuses on opportunities for improving the administration and leverage of existing funding sources.

A wide range of actors are responsible for implementing and planning TOD, including the city's planning, housing and transportation departments and other agencies such as the CRA, Metro, HACLA, and the Mayor's Office, individual city council offices, and non-profit and for-profit groups including affordable housing and community development organizations. Given that there are so many actors it is no surprise that there is a lack of coordination when it comes to funding, even though resources are scarce across all organizations. A citywide TOD strategy that lays out the roles of all of the actors could provide a comprehensive plan for investment in TOD that pools limited resources with the goal of funding common goals and strategies.

Better coordination and understanding of existing funding sources for station area improvements is needed.

Focus group members said that having greater clarity about available funding sources and a mechanism for coordinating them and leveraging them is key. Although a range of funding sources exists, there is no clearinghouse or easily accessible resource guide for anyone seeking information about resources for station area planning and improvements. Compiling a complete list of resources takes time, money, and often requires previous experience with these funding sources. In some cases, departments or agencies such as the CRA have pieced together funding sources. For example, CRA staff has been working in the Vermont/Sunset station area to improve pedestrian access to the station and enhance linkages to Barnsdall Park. Piecing together financing is a major component of any project, and this information gap presents a serious challenge to efforts to promote TOD.

The three major categories of financing and investments that take place around a station area are:

1. Infrastructure Investments
2. Planning Investments
3. Housing and Community Development Investments

The following subsections discuss funding successes and offers suggestions for improvement, based on the comments made by the focus groups.

1. Infrastructure Investments

The expanded regional transit network that will be funded by Measure R can provide the armature for growth and development. But further investments are needed for local circulators that can provide "first mile/last mile" connections between transit riders and their destinations. These circulator services can also help move workers and residents around neighborhoods even if they don't use the regional transit network.

The downtown DASH bus system – with its frequent (5-minute headways) service and small propane-powered buses – has proved hugely successful as a local circulator that provides connections between transit stations and jobs, housing and other destinations. But the City of Los Angeles and Southern California Association of Governments are investigating other options, including a "Smart Mobility" demonstration project that will link community colleges, vocational schools, public social services and jobs with transit. Transit riders will be able to arrange to have the vehicle of their choice – ranging from electric bikes to Segues to a car-sharing vehicle, for example – waiting for them at a station by utilizing information services ranging from the Internet to GPS systems. A demonstration project is being launched at Union Station and the Civic Center Red Line station. Other options being studied include:

- Casual carpooling: Drivers meet passengers at designated locations and transport them to transit stations. These ad hoc carpools are popular in the Bay Area.
- Zone-based taxi fares: People often avoid taxis because they don't know how much a ride will cost. But if fares were based on distance instead of time traveled passengers would know the cost ahead of time, and this could facilitate travel to stations.
- Car-sharing: Privately operated car-sharing programs have not succeeded in LA, but city-supported car-sharing may be viable because in addition to serving members such a program could also help reduce the cost of maintaining the city's vehicle fleet, and costs could be offset by advertising.
- Short-term car rental: Like car-sharing but membership wouldn't be required.
- Bike-sharing: The city code could be modified to allow bike share lockers and locations on government property. Developers could be encouraged to provide for both bike and car-sharing on their property in lieu of funding road mitigations. Or the city could embark on its own program and offset costs with advertising.
- Folding bikes on transit: It is legal to bring a folding bike, but not a regular bike, onto trains and buses at all times. LA Metro is considering subsidizing the cost of folding bikes to encourage usage.

Focus group members praised LA Metro's Call for Projects, which every other year allocates discretionary federal, state and local transportation funding to public agencies through a competitive process. The total available funding varies, from a low of \$160 million to a high of \$800 million in recent years. A significant share of the funding goes to bike, ped, transportation demand management and other enhancement projects. In 2009, for example, out of a total pot of \$265 million, \$38 million was spent on pedestrian improvements, \$34 million on bikes, \$12 million on TDM, and \$8 million on other enhancement projects. Sixteen years ago, when the program began, the pot of money for peds and bikes totaled just \$1 million each.

2. Planning Investments

With 70 fixed-guideway transit stations, and several new lines in the works, many Los Angeles communities would benefit from a specific plan to guide growth and encourage TOD. In fact, SCAG's Compass Blueprint 2 Percent Strategy recommends accommodating the projected growth of 6 million residents by 2035 by developing just 2 percent of regional land at higher densities along major transportation corridors and especially in station areas. The plan recommends significant mixed-use development and walkability, and preserving existing open space and stable residential neighborhoods. But channeling so much growth into station areas requires good planning, and station area plans cost several hundred thousand dollars – an investment that is possible at only a few stations.

One way to address this obstacle is to develop a strategic plan that will prioritize stations for investment and development and make it clear where the development opportunities are significant enough to justify investing in a station area plan. In response to passage of the FasTracks ballot measure in Denver, for example, which provided for the construction of six rail lines and many stations, the city and county developed a TOD Strategic Plan (with the help of Reconnecting America and the Center for TOD) that prioritized stations for planning efforts and infrastructure investments. The strategic plan has been credited with guiding implementation efforts during the past three years, and has helped galvanize support for TOD in the region.

Strategic plans are necessary, especially now that city budgets are constrained because of the economy, to ensure that existing funding and resources are targeted to locations where they will have the greatest

impact. Mayor Antonio Villaraigosa has already identified ten station areas that have the potential to become sustainable transit communities, and he is working with SCAG to identify an additional 10 stations for priority investment. The typology and station area profiles completed for this report provide a quantitative framework to assist planners in prioritizing station investment. Potential factors for determining priority locations (described in more detail in Chapter III) include:

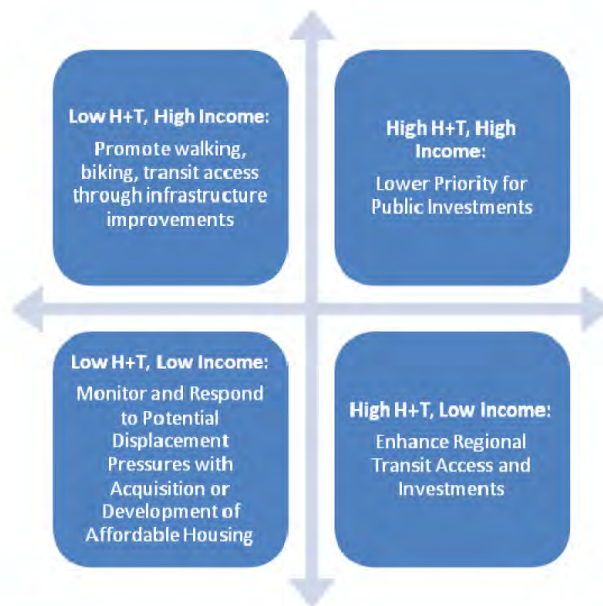
- Station areas with low transportation costs and potential for increased residential density.
- Areas with significant development opportunity and community support for development.
- Neighborhoods at risk for destabilization and vulnerable populations.
- Station areas with significant employment clusters and opportunities for economic growth.
- Stations with mobility barriers and existing high ridership.

3. Housing and Community Development Investments

Low- and moderate-income housing development should be focused in transit-rich areas because of the lower transportation costs, which makes these neighborhoods inherently more affordable. But there are many types of investments and regulations that can provide opportunities for households of all incomes to live near transit, from the preservation of existing affordable units, to the enforcement of rent control policies, to development of new affordable or mixed-income housing projects.

Understanding factors such as potential for displacement, recent demographic changes, current transportation costs, and other indicators identified in Chapter III can provide guidelines for prioritizing station areas for investment, and understanding the type of investment that is most appropriate. A TOD Strategic Plan could provide guidelines for prioritizing station areas for different types of investment. For example, transportation costs and median household incomes could be evaluated for all station areas, which could then be grouped into four categories that indicate the type of investment that would be most appropriate, and the priority for that investment, as shown in **Figure 28**.

Figure 28: Investment Priority Screen based on Income, and Housing + Transportation Costs



Conclusion

TOD is truly joint development that must involve the coordination of several city departments and public agencies and the co-leveraging of significant resources for planning and infrastructure improvements around stations (not to mention private involvement). Mounting station area planning efforts at all 70 stations is cost-prohibitive, but creating partnerships and working groups would help departments and agencies achieve common goals in station areas: TOD can provide a cost savings for households in station areas, increase transit ridership and decrease driving and greenhouse gas emissions, improve access to jobs and workers and decrease the cost of living and the cost of doing business for employers and employees, provide opportunities for economic development, and promote public health. There are many examples of successful partnerships and collaborations to attain shared goals in the city, including the collaboration that resulted in a revision of downtown street standards, LA Metro's Call for Projects funding, SCAG's Compass Blueprint plan and demonstration projects, LAHD participation in the Avenue 26/Lincoln Heights TOD project, the CRA's Crenshaw Vision and Implementation Plan, to cite just a few examples. But the heightened importance of station areas for development, especially given the GHG emission reductions required by SB 375, and the scarcity of resources will require even greater coordination on the part of all public stakeholders, and a focus on those places where resources can leverage the most benefit.

V. STRATEGIES FOR EXPANDING TOD IN LOS ANGELES

The case study focus groups described in the previous chapter clearly highlighted a number of successful programs and activities that already exist in Los Angeles to support successful transit-oriented districts. But, focus group participants also cited areas for improvement, and structural and political barriers that planning advocates and practitioners will need to overcome in order to truly bring TOD to scale. Because Los Angeles is home to the most transit-rich areas in the region, ensuring that TOD is supported within the city is critical to the implementation of SB375, and the reduction of greenhouse gases in California. Additionally, this transformation will need to accommodate households of all types and at all income levels, and healthy, transit-accessible job growth in order to truly reduce widespread auto dependence.

The focus groups and case study analysis have highlighted some critical strategies that can help take Los Angeles to the next step in supporting widespread TOD. These strategies have been organized into three categories:

- A. Build Community Support for TOD
- B. Establish Supportive Policies, Regulations, and Programs
- C. Improve Coordination and Collaboration Among Public and Private Entities

The following sections describe these categories in further detail, and the matrix shown as **Table 16** describes strategies and actions that public and private entities can take to support TOD in Los Angeles.

A. BUILD COMMUNITY SUPPORT FOR TOD

Maximizing TOD potential in the City of Los Angeles is not as simple as reducing parking ratios or changing other land use regulations. Focus group participants cited numerous structural barriers that limit TOD potential at some station areas, including, fundamentally, a lack of support from local community members over concerns about increased traffic and parking issues stemming from new development. Moreover, with the City's decision-making leadership divided among 15 individual city council members, there is inconsistent support for TOD in the city. While some council members and community groups in the city may see the benefits of high quality TOD, and be savvy enough to negotiate with developers to capture the community benefits of new projects, other parts of the city are less trustworthy of new development, or even expansion of the transit system itself.

Overcoming these structural issues and building community support for TOD will require a significant educational and advocacy effort led by both public and private organizations. But, if advocates can expand the understanding about benefits of high quality TOD, and leverage support from local residents and community groups, it may be possible to generate more consistent support from elected officials and government leadership in Los Angeles. There are a number of strategies that can help expand community support, including the following.

A1. Strengthen Regional Leadership to Guide SB 375 Efforts

The implementation of Senate Bill 375 is just beginning to come into shape, but one of the first steps that the Southern California Association of Governments (SCAG) has been charged with completing is a "Sustainable Communities Strategy," which outlines a plan for ways in which the region's future growth can be redirected to reduce vehicle-related greenhouse gas emissions. This Sustainable Communities Strategy offers a major opportunity for TOD, sustainability, and affordable housing advocates to influence future growth patterns in the region. But the Sustainable Communities Strategy also poses a

potential challenge to the realization of SB 375 greenhouse gas reduction targets: authority over the way land use and transportation decisions are made will still rest with local governments, who may not agree that the most environmentally sustainable pattern of future growth is in their best interest. Two potential areas of concern in this regard, for example, are job growth, and affordable housing.

Job Growth

As Chapter II established, locating jobs in transit rich areas can significantly boost transit ridership levels, and significantly reduce the number of long car trips a working family has to make in a day. However, there are very few areas of the Los Angeles region that offer a jobs-rich environment that is also highly transit accessible. Moreover with Cities throughout the region competing to attract local job growth, there is very little incentive for local governments to modify their land use plans in support of SB 375 if it means jobs will go elsewhere. Thus, more concentrated patterns of employment growth near transit could be a regionally significant strategy for reducing greenhouse gas emissions, but is certainly not a local priority for many cities that would be mainly residential in such a scenario.

Affordable Housing

Previous chapters have established that concentrating new development near transit is a key strategy for reducing auto dependence, and thus greenhouse gas emissions. Moreover, there is growing evidence that demand for living in walkable, mixed-use, transit-rich environments is significantly increasing. All of this is good news for the implementation of SB 375, but poses a challenge where affordable housing and equity are concerned. Many the region's most transit-rich, walkable neighborhoods also happen to be currently low- or moderate-income areas with vulnerability to displacement. If a growth in demand for living in these areas is accompanied by an increase in housing and land prices, it will be critical to ensure that any TOD supportive plans also include a comprehensive strategy for addressing displacement potential. Thus, the implementation of SB 375 will require a delicate balance between achieving emissions-reducing goals, and ensuring equitable access to transit.

Next Steps

SCAG cannot be expected to make all of the right decisions on its own, particularly when it will need to negotiate with a broad range of actors pushing potentially competing interests to implement the Sustainable Communities Strategy. But, enhancing regional leadership and advocacy for SB 375 will ensure that SCAG is able to maximize the number of decisions that are made in the best interest of the region as a whole rather than individual communities, and balance issues related to the environment, economic development, and equity.

Influencing SB375 will require any regional leadership to move quickly, as the Sustainable Communities Strategy will be completed in Fall 2010. Fortunately, there is a solid foundation of regional and statewide leadership already in place relating to issues surrounding climate change. Groups such as ClimatePlan and CalPIRG are taking statewide leadership in advocating for transit and sustainable development, but more support is needed specifically in the Los Angeles region. One strategy for quickly generating this regional leadership is to draw together advocates from regional initiatives related to labor, health, affordable housing, and other areas of concern that directly pertain to or benefit from TOD and sustainability.

The Great Communities Collaborative: A Model for Regional Leadership

An effort like this exists in the Bay Area, and may offer a model for Los Angeles to consider. The Great Communities Collaborative (GCC) is a joint effort of several nonprofit organizations (including Reconnecting America and the Center for TOD), foundations and public agencies, and was established to engage communities, particularly low-income communities and people of color, in local land use planning. Members of the collaborative are utilizing their expertise in land use planning to help community members shape plans for specific TOD projects and secure increased public and private funding to catalyze sustainable and equitable TOD. The collaborative has an ambitious goal: that all people in the Bay Area will, by 2030, be able to live in “complete communities” that are affordable across all incomes, with nearby access to quality transit and a mix of jobs, shops and services. The collaborative has succeeded in building broad community support even for typically contentious issues like adding density to station areas, in part because they help communities to understand the potential of TOD and to negotiate community benefits. Currently the GCC is working to advocate for a regionally beneficial and equitable Sustainable Communities Strategy in the Bay Area, by generating local and regional political pressure to change “status quo” growth patterns, and framing the much-needed arguments about how everyone can benefit economically, environmentally, and health wise from a strong regional plan.

A2. Build Citywide Capacity for Better Council, Agency Support of TOD

There is inconsistent support for TOD among the City’s 15 City Council members, making it difficult to ensure that TOD supportive policies, regulations and programs can be adopted at all of the city’s 71 transit stops.

Additionally, however, there is inconsistent support for TOD even at the staff level within the City government. Achieving successful TOD in Los Angeles can require the support of a wide number of different City, County, and regional level public agencies, including the following:

Los Angeles City Planning Department
Los Angeles Department of Transportation
Los Angeles Housing Department
Los Angeles Department of Public Works
City Council Offices

Los Angeles Community Redevelopment Agency (CRA)
Housing Authority of the County of Los Angeles
Los Angeles County Metro
Los Angeles Police Department
California Department of Transportation

To ensure that these agencies can work successfully towards the same end purpose, it is important to educate local staff about the roles that they can play, the best practices in creating supportive policies and implementation strategies, and providing them with the data that shows how households and workers in transit-rich, walkable environments behave differently when it comes to car ownership and a willingness to drive or walk. Offering staff in these agencies more technical support through education and best practices, and generating support for TOD at the community and neighborhood scale, can help to ensure that the many departments involved in creating successful TOD do not work at cross purposes.

A3. Build Capacity at the Neighborhood Level

Engaging local residents is a constant challenge for any planning process; planning involves a wealth of technical terminology and processes that can be difficult to understand, particularly among residents in multilingual communities. Generating proactive support for a complex planning concept such as transit-oriented districts can be an even greater challenge. However, focus group participants cited several

examples of success in engaging local community members to support and weigh in on planning efforts, some of which were discussed in Chapter III.

Several neighborhoods in the city, such as Boyle Heights, are fortunate enough to have dedicated community groups that can both help educate residents and advocate for their interests. But these groups are often overextended and underfunded. Moreover, many of these community groups would benefit for more interaction with each other, and collaboration to share tools and strategies that have or haven't worked when planning for TOD. There are several potential actions that can help expand the efforts of these community groups, including: supporting the education of local residents about planning processes, creating broader networks of neighborhood groups to share information, and offering these groups the analytical tools they need to understand what is happening in their communities, quantitatively.

The existing conditions data shown in the station profile sheets can be an important resource for both assuaging local resident's concerns about under-parking, and for calibrating parking ratios that respond to local conditions. Households in many of Los Angeles's station areas do, in fact, own fewer cars than other households in the area, reflecting the ability of these households to live more independent of the auto.

ELACC: Community Training for TOD Terminology

The East Los Angeles Community Corporation (ELACC) has played a significant role in ensuring local residents in Boyle Heights can fully participate in the current Community Plan update process. ELACC's community training program – which included bilingual workshops on planning “lingo” such as “TOD” and “FAR” – is one example of a successful community education program. Expanding this level of outreach citywide would require significant additional resources and capacity.

B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS

B1. Evaluate, Promote, and Support Existing TOD Efforts

The focus groups identified a range of existing regulations, policies, and implementation programs that already exist in the City of Los Angeles to Support TOD. Some of these successful efforts exist only within certain neighborhoods, while others are regional or citywide programs that are already in place. Nonetheless, all of these efforts should be considered as examples of supportive TOD policies, and can lay the groundwork for creating a more wholly supportive set of strategies to promote TOD in Los Angeles. **Table 15** lists examples that were cited during focus group events:

Table 15: Existing TOD Supportive Policies, Programs, and Strategies Cited by Focus Groups

Effort	Scale	Lead Agency/Actor
Downtown Street Standards and Guidelines	Local	CRA, Urban Design Studio, LA Bureau of Engineering, Mayor's Office
Community Training Program	Local	East LA Community Corporation
Community Linkages Program	Local	LA Metro
Barnsdall Park Transit Oriented District Streetscape Project	Local	CRA
Downtown DASH bus system	Local	LA DOT
Crenshaw Community Vision and Implementation Plan	Local	CRA
Warner Center Specific Plan Restudy	Local	Department of City Planning
Tarzana Crossing Mixed-Use Urban Village Concept Plan	Local	Neighborhood Council
University of Southern California Master Plan	Local	USC, Department of City Planning
Exposition and Eastside Extension TOD studies	Local	Department of City Planning
The "Do Real Planning" Initiative	City	Los Angeles Planning Commission
Smart Mobility Option	City	City of Los Angeles and SCAG
Sustainable Transit Communities Study	City	Mayor's Office, SCAG
Community Plan Implementation Overlay Study	City	Department of City Planning
Local Hire and Construction Careers Policy	City	CRA
City of Los Angeles Industrial Land Use Policy	City	Department of City Planning
Exposition Line Corridor TOD Study	Corridor	Department of City Planning
Eastside Extension Corridor TOD Study	Corridor	Department of City Planning
LA Metro Call for Projects	County	LA Metro

B2. Reevaluate Certain Regulations and Policies

As neighborhoods that enjoy a range of unique demographic characteristics and implementation challenges, transit rich areas can benefit from tailored land use policies and implementation strategies. Though the city may not have the resources to complete station area plans for all 71 existing and under construction stations, there are certain citywide regulations and policies that can be revisited in a more cost-effective, incremental way. For example, transit rich areas in Los Angeles typically enjoy lower rates of household car ownership, and lower rates of driving in general. As a result, many of these places can support development at reduced parking ratios, and can generate less traffic than the same type of development elsewhere in the city. Understanding car ownership dynamics citywide, and tailoring parking requirements and traffic generation models to reflect local conditions, could help to make development in transit rich areas more feasible by lowering construction costs.

With limited resources to complete station area plans or specific plans for a large number of stations, the Community Plan update is the primary mechanism currently available in the city to change land use regulations around the stations. While this tool is an extremely efficient way for such a large city to tailor regulations to 37 different plan areas, it does not provide key features that are the core of good station area plans: flexibility over time (to respond to changing market and transit conditions), and an implementation and phasing program. Because station areas are often subject to fluctuating land costs, a range of challenges including small development parcels, the need for improved pedestrian and bicycle

access, and growing demand for higher density housing, the land use and implementation strategies that are in place will need to be better coordinated.

The City's Community Plan Implementation Overlay (CPIO), which is currently in the conceptual stages, will offer a more flexible tool for land use regulation that accounts for the unique FAR and density possibilities, parking needs, and traffic characteristics of TOD throughout the city. Additionally, the CPIO will enable development projects that support livability and walkability goes to undergo a faster review process, thus supporting the construction of regionally significant projects.

In addition to more tailored and responsive land use regulations, successful TOD often involves the use of implementation tools, such as land or property acquisition funds, investment in public infrastructure including parks and schools, development and tenant attraction programs, subsidy of catalytic development, and other tools often recommended through the specific plan process. However the implementation of these types of tools often involves dedicated staff time and a proactive strategy that seeks out opportunities for new investment. Given City budget and staffing constraints, such a proactive strategy is more likely to be the domain of the CRA or local community development corporations than of City Planning or other City departments. Therefore, the coordination of local land use regulations by City Planning, with more implementation focused groups such as CRA and local CDC's, is critical to ensure that priority station areas can benefit from comprehensive TOD planning. Such coordination is further discussed in Section C of this chapter.

B3. Develop Local and Regional Tools to Support the Sustainable Communities Strategy, which will Implement SB375, AB32

Section A of this chapter has already discussed the need to strengthen regional leadership to guide SB 375 efforts, but there are many things that local transportation and housing practitioners can also do to prepare for its implementation.

SB 375 will provide for a CEQA exemption for projects that meet certain criteria pertaining to density, transit accessibility, and compact development. Because many of the criteria allowing for this exemption are defined at the state level, it will be important to build community support for qualifying projects to avoid distrust in the SB 375 guidelines. Local land use regulations, for example, should guide qualifying projects (also known as "transit priority projects") to ensure that the building design, tenancing, and supportive community amenities are regulated to fit the local community vision.

The implementation of SB 375 in general will require a significant change in community sentiments about density and development, particularly in Los Angeles where many of the transit station areas will be designated as regional priority areas for long-range growth. Fear of parking constraints and congestion problems are the two of the main issues behind opposition to new growth in many communities, and these issues will need to be addressed before SB 375 growth scenarios can become a reality.

To address these issues, regional leaders and housing and environmental advocates will need to build support at the community level (see Section A3 for more on building local capacity). One way to do this is to address concerns about traffic and parking by showing examples of recent TOD projects that have indeed generated fewer car trips, and lower car ownership in general. There is significant and growing evidence at the national level that TOD generates lower auto ownership and reduced auto use, but there is no substitute for showing how this particular trend plays out in the Los Angeles region. **Table 2** shows that residents in Los Angeles's station areas are three times more likely to walk, bike, or take transit to work than residents throughout the region, and are nearly 50 percent more likely to own one or fewer cars. Statistics such as these can help to assuage neighborhood concerns about traffic and parking, and

demonstrate that growth near transit will, indeed, help to reduce congestion throughout the region as a whole.

C. IMPROVE COORDINATION AND COLLABORATION AMONG PUBLIC AND PRIVATE ENTITIES

C1. Improve Inter-Agency Teaming when Planning TOD

Planning for TOD is a multidisciplinary exercise, requiring the coordination of numerous public agencies, departments, and political leaders within the City and County. A successful TOD plan might involve the following components and actors:

Planning and Regulation: City Planning, City Council

Implementation and Catalytic Projects: CRA/LA, LAHD, local CDCs and community groups

Street, Walking, and Biking Improvements: LADOT, CalTrans, Urban Design, Metro

Traffic and Transit: LADOT, LA Metro

Affordable Housing: LAHD, City Planning, HACLA, local CDC's and community groups

Community Outreach and Visioning: City Planning, CRA/LA, community groups

Economic Development: CRA/LA, City Planning, community groups

Currently most of these actors operate independently of one another, with little or no knowledge of each other's actions in a given station area. However greater coordination could enable a more efficient use of limited staff and financial resources across the board. Ongoing coordination could also help these actors understand each other's objectives, strategies, limitations and resources, creating a culture of cross-disciplinary learning that is so critical to ensuring the long-range implementation of successful TOD throughout the city.

The Corridor Working Group: An Emerging Coordination Tool Focused on Real Life Examples

One model that has emerged to support interagency collaboration is the corridor working group, where local governmental and nongovernmental agencies are able to meet regularly to define a broad set of goals for a given transit corridor, and create a coordinated strategy for implementation. This model has been set up in a number of places, and is particularly effective for transit corridors that cross a number of different jurisdictions. Some examples include:

The Central Corridor in Minneapolis/St. Paul: This planned transit corridor will connect downtown Minneapolis to downtown St. Paul, via an old commercial corridor that also intersects the University of Minnesota campus. Public and private leaders have convened over the last several years – under sponsorship by the local McKnight Foundation – to work collectively on the transit alignment, to identify issues of common concern, and to develop strategies and identify funding sources that will help overcome particular challenges such as limited pedestrian access, a lack of financing for station area infrastructure, and potential displacement of low income residents.

Denver West Corridor Affordable Housing Strategy: the Denver Housing Authority is working closely with the neighboring Lakewood Housing Authority to develop a TOD Strategy for the areas surrounding the West Corridor. These authorities are together looking at expiring federally assisted units, identifying development opportunities, and synching local housing production and preservation strategies to prepare for a potential increase in the local real estate market as a result of the new transit line.

MTC TOD Policy: Following disappointing ridership performance along the BART to SFO corridor, MTC in the San Francisco Bay Area has set up a policy that conditions the allocation of local transportation dollars on achieving certain levels of development. MTC has set housing growth targets for a number of planned transit corridors – including BART to San Jose – in order to get communities to think not just about their own growth, but about how they will relate their growth to neighboring stations. Housing targets are set intentionally at the corridor level so no one community is responsible for achieving these targets, but the communities have a shared financial motivation to ensure that the targets are achieved.

C2. Increase Coordination With Local, Citywide, Regional Community Groups and the Private Sector

Previous sections have established that there is no agency or entity will be able to single-handedly maximize TOD success throughout Los Angeles. Particularly in a city as large as Los Angeles, private actors including regional housing, economic, and health advocates, local CDC's and community groups, and for-profit and affordable housing developers will need to play an important role in the implementation of TOD. But, if public agencies in Los Angeles do not always understand each other's programs and policies, these private partners are at an even greater disadvantage.

A greater level of public-private coordination and transparency will ensure that TOD plans are implementable and that resources can be found to develop catalytic projects and finance station area improvements. To start, an inventory of local finance resources, policies, and tools along station areas and corridors can be very effective to help both public and private partners understand what is available, and coordinate their own resources with existing ones.

Additionally, developers, architects, and consultants in the private sector are key to ensuring the success of land use regulations and generating future development near transit. Focus groups and stakeholder committees involving private developers can provide significant insight into the regulatory barriers that might be hindering TOD in any given station areas. Many regions have begun also to include the lending community in stakeholder interviews and focus groups, as it is often the lenders who maintain rigid, “risk-averse” parking ratios and design standards that may not be compatible with TOD objectives.

C3. Align Existing Financing Sources and Pursue New Ones

Station area investments to improve TOD can take a variety of forms, including affordable housing production or preservation, land use planning and visioning, and infrastructure improvements to enhance local pedestrian, bicycle, or bus access. There are a range of existing funding sources to support each of these types of investment in the city, which are distributed by a number of different agencies (such as Metro, the City, LAHD and SCAG), but there is no single clearinghouse or easily accessible resource for those seeking information about these funds. For example, LA Metro’s semi-annual “Call for Projects” program is a valuable source of local financing for station area infrastructure improvements. The Call for Projects allocates federal, state and local funds with the goal of improving surface transportation throughout the region. Focus Group participants cited several potential ways in which the program could be improved including increased publicity and greater coordination with other public agencies to eliminate the duplication of efforts.

The TOD Strategic Plan: A Coordinating Strategy and Guide to Investment Phasing

A growing number of cities and regions are creating TOD strategic plans that provide guidance on land use and investment decisions across an entire fixed-guideway transit system. TOD strategic plans have been used to:

- Provide a vision about which stations will be designated for future growth, and which will stay the same;
- Offer specific recommendations for regulatory changes that can support this vision;
- Prioritize stations for short, mid, and long-term investments in planning, infrastructure, catalytic development, and affordable housing;
- Act as a coordinating document for many types of actors in both the public and private sectors.

The Central Maryland TOD Strategy: A Coordinating Document for Many Stakeholders

The Central Maryland Transportation Alliance (CMTA) – a coalition of business and nonprofit leaders whose mission is to improve transportation efficiency in Baltimore and surrounding areas – sponsored work on the Central Maryland TOD Strategy in 2008 together with the Surdna Foundation. This strategy was developed through a series of working groups involving stakeholders including private groups and City, County, and transit agency officials. Heralded by local media as an innovation in the planning field, the strategy prioritizes station areas for a variety of different investments, including infrastructure investment, facilitated development, quality-of-life improvements, and neighborhood reinforcement. Key to the success of the strategy is that it guides different types of stakeholders in making decisions about the stations they should prioritize given their own interests (affordable vs. market rate housing, neighborhood planning, etc.) and data on the current status of different station areas. Samples of guidelines provided in the Strategy are shown in **Figures 29 and 30**.

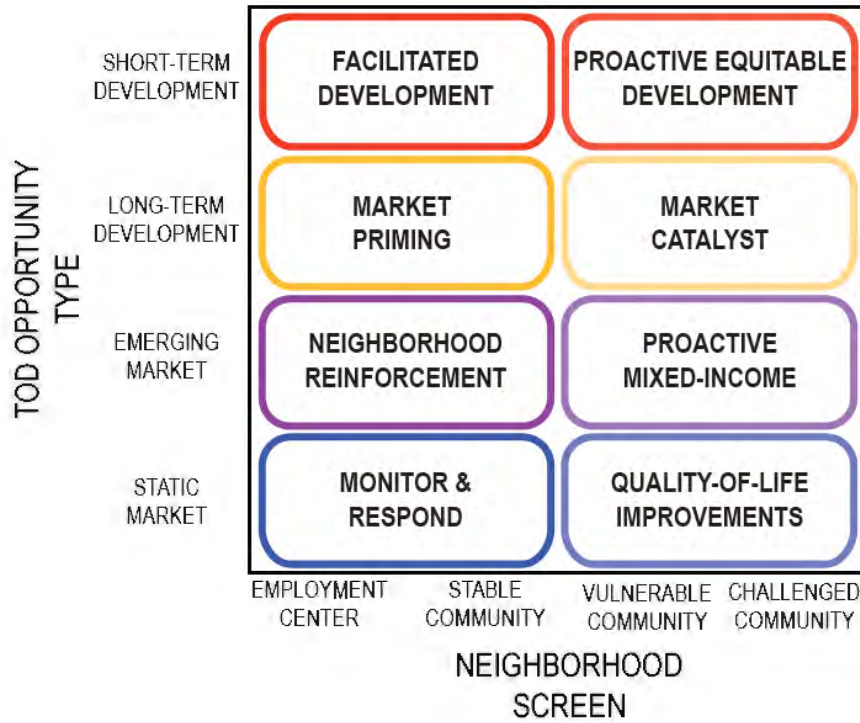
Keys to Success

Because the purpose of this Strategy was not just to coordinate the planning department's activities, but instead was to leverage partnership across a broad range of public and private actors, its success was conditioned on a number of factors:

- Widespread political support and understanding of TOD potential
- A set of actors willing to participate, coordinate, implement, and proactively seek funding
- Regular working sessions to ensure that these actors are on board
- Long-term dedication among actors to plan implementation

Fortunately, the many public and private entities that were involved acknowledged that they shared a common set of goals related to reducing congestion, increasing affordability, and managing transit growth. This type of planning could be instrumental in the implementation of SB 375, and make its implementation a challenge that not just public agencies need to address, but also leverage the involvement of private entities. However, the plan is clearly only as strong as the actors who support it, and the coalition-building discussed throughout this chapter is a critical precursor to the development of any citywide or regional TOD Strategic Plan.

Figure 29: Guidelines for Different TOD Investments, Based on Market Strength and Development Opportunity, CMTA TOD Strategy Excerpt



Source: Center for Transit-Oriented Development, Central Maryland Transportation Alliance, 2009

Figure 30: Investment Priorities and Resource Intensity for Different Stakeholders, CMTA TOD Strategy Excerpt

TOD Approach	TOD Opportunity Type	Neighborhood Type	Public Sector Planning	Public Sector Capital	Philanthropic Investment	Private-Sector Investment	Community Associations	Community Organizing and Advocacy
Proactive Equitable Development	Short-Term Development	Vulnerable/Challenged	***	***	***	***	***	***
Development Facilitation	Short-Term Development	Stable/Employment	***	***		***	***	***
Market Catalyst	Long-Term Development	Vulnerable/Challenged	***	***	***			***
Market Priming	Long-Term Development	Stable/Employment	***	***				
Proactive Mixed-Income	Emerging Market	Vulnerable/Challenged			***	***		***
Neighborhood Reinforcement	Emerging Market	Stable/Employment				***		
Quality of Life	Inactive Market	Vulnerable/Challenged			***		***	
Monitor and Respond	Inactive Market	Stable/Employment					***	

High resource intensity
 Moderate resource intensity
 Low resource intensity
 *** Priority investment areas

Source: Center for Transit-Oriented Development, Central Maryland Transportation Alliance, 2009

Table 16: Recommended Strategies and Actions to Bring TOD to Scale in Los Angeles

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
A. BUILD COMMUNITY SUPPORT FOR TOD					
A1. Strengthen Regional Leadership to Guide SB 375 Efforts					
Work with advocacy groups from a range of existing movements (affordable housing, environmental, public health, economic development etc) to build regional leadership for TOD among community groups.	Host a Multidisciplinary Forum to discuss the need for more regional leadership around SB 375	City/Regional			Mid
	Develop a platform for regional advocacy on issues related to economic development and housing				
	Generate local community support for a regionally-oriented Sustainable Communities Strategies and ongoing efforts				
<i>Please refer to B3. Develop Regional Tools Using Sustainable Communities Strategy as a Platform, for more strategies and actions</i>					
A2. Build Citywide Capacity for Better Council, Agency Support of TOD					
Work more closely with City Council members to promote TOD	Involve representatives early in planning process and include in working groups and collaborative efforts	City Council	Citywide Planning, Community Groups	Metro	Mid
Facilitate cross-agency participation in technical TOD education and training programs		City/Regional	Citywide Planning Department	LA Metro, LA DOT, CRA, City Council Offices	Mid

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
A. BUILD COMMUNITY SUPPORT FOR TOD (Continued)					
A3. Build Capacity at Neighborhood Level					
Improve education for communities engaged in planning efforts	Develop community training programs such as ELACC's on a broader scale to educate station area residents about planning basics, including the benefits of TOD.	City/Local	Non-profit, community groups	City Council offices, Planning Department	Short/Mid
Evaluate existing projects to demonstrate benefits of TOD	Survey travel behavior of residents in new TOD projects, such as Hollywood / Vine and North Hollywood developments	City	LA Metro	CRA, other TOD developers	Mid
B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS					
B1. Evaluate, Promote, and Support Existing TOD Efforts					
Continue to support the City's Housing Preservation Program	Place new prioritization on expiring housing units in transit rich areas		LAHD		
Local Hire		City	CRA, LA Metro		Short
Support Adaptive Reuse Ordinance in Downtown	Consider other areas that might also be appropriate for such an ordinance				
Support existing and planned policy documents promoting TOD	Support Community Plan Implementation Overlay, Warner Center Specific Plan Restudy, Tarzana Crossing efforts, etc.	City/Regional/Local	Citywide Planning Department		Short

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS (Continued)					
B2. Reevaluate Certain Regulations and Policies					
Develop TOD-Supportive Land Use and Urban Design Regulations	Revisit street design guidelines near transit stations to improve pedestrian and bicycle access and connectivity	City	DOT, Planning, Urban Design Studio	LA Metro, CRA, DOT, Urban Design Studio	Short
	Evaluate appropriate parking requirements for station areas; explore parking districts for transit-oriented districts	Station Area	Citywide Planning Department	Urban Design Studio, Citywide Planning Department, LA Metro	Short
	Tailor Floor-to-Area Ratio (FAR) and density requirements	Station Area	Citywide Planning Department		Short
	Revisit the SNAP to ensure regulations, programs in place are actually promoting new development	Station Area/Corridor	Planning Department	CRA, LADOT	
	Promote investments that help overcome major circulation barriers such as freeways	Station Area/Corridor			
	Create TOD Zoning Incentives	City	Planning Department		

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS (Continued)					
B2. Reevaluate Certain Regulations and Policies (Continued)					
Create New Planning Mechanisms that are More Short-Term than Community Plan Update, Cheaper than Station Area Plan	Continue to study potential for Community Plan Implementation Overlay	City	Citywide Planning	Community Advocates	Short
	Acknowledge transit station areas as priority growth areas in Community Plan updates and growth forecasts				
	Identify station areas with significant land opportunity and rich transit network for planning prioritization	City	Citywide Planning Department		Short
Economic Development	Commission a study to determine the optimal set of land use and design to attract high quality jobs while supporting transit-oriented uses; determine how the City's Industrial Preservation Policy fits in with TOD goals.	City	Citywide Planning Department		Mid
	Tailor Floor-to-Area Ratio (FAR) and density requirements	City	City of Los Angeles Community Development Department, City Council, CRA		Short
	Promote job growth in existing job clusters, especially near transit.	City/Regional	Citywide Planning Department		Mid
	Increase mobility, accessibility within job clusters	Local	LADOT, LA Metro		

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS (Continued)					
B2. Reevaluate Certain Regulations and Policies (Continued)					
Improve connections and access between transit stations and local communities.	Facilitate partnerships between institutions and public agencies to promote ridership. Potential strategies might include discounted transit passes, transportation demand management and parking cash-out programs and accessible and reliable transit information systems.	Station Area	LA Metro	Educational institutions and major employers	Short/Mid
	Improve access from major destinations to transit stops and stations to provide safe and clear connections and encourage ridership.	Station Area	Metro, Citywide Planning, Private and Public Institutions	Educational institutions and major employers	Mid
	Further incorporate the study of community connections and access early in the planning process for new stations (such as the Metro Linkages Program)	Corridor/Station Area	LA Metro	City Council Offices, Citywide Planning, CRA	Mid
	Prioritize funding and investments in "First Mile/Last Mile" strategies to expand the service area of existing transit.	Corridor/Station Area	LA Metro	City Council Offices, Citywide Planning, CRA	Short
	Support the Downtown Los Angeles Streetcar to promote better circulation both within the downtown and between the historic center and LA Live.	Local	LA Metro	City Council offices, CRA, non-profit, community groups, major institutions/ employers	Short/Mid

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
B. ESTABLISH SUPPORTIVE POLICIES, REGULATIONS, PROGRAMS (Continued)					
B3. Develop Regional Tools Using Sustainable Communities Strategy, SB375, AB32 as Platform					
Support CEQA Level of Service reform to allow planners to prioritize levels of service for transit, pedestrians, and bicyclists alongside the automobile.		State/Region			Short
Pay careful attention to the definition of "transit priority project" in the Sustainable Communities Strategy, to ensure that it fits with City land use and development objectives	Work with city agency staff on this definition	Regional, City	SCAG	Citywide Planning, Urban Design Studio, CRA	Short
C. IMPROVE COORDINATION AND COLLABORATION AMONG PUBLIC AND PRIVATE ORGANIZATIONS					
C1. Improve Inter-Agency Teaming when Planning TOD					
Develop a set of citywide TOD goals to guide public investment	Convene key stakeholders (public, private, community, institutional) to identify Los Angeles TOD goals.	City	Citywide Planning Department	CRA, LA Metro, City Council offices, non-profit, community groups, institutions	Short
	Develop a set of accountability metrics to measure the progress in meeting the established goals.	City	Citywide Planning Department	LA Metro	Short

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
C. IMPROVE COORDINATION AND COLLABORATION AMONG PUBLIC AND PRIVATE ORGANIZATIONS (Continued)					
C2. Increase Coordination Among Local, Citywide, Regional Community Groups and the Private Sector					
Convene interagency teams to promote TOD around high priority transit stations	Include City Council representatives, community representatives and local non-profits and institutions	Station Area	Citywide Planning Department	City Council offices, CRA, non-profit, community groups, major institutions/employers	Mid
C3. Align Existing Financing Sources, Seek New Ones					
Identify new funding streams and strategize future investment	Create an easily accessible, web-based listing of funding and technical assistance opportunities for TOD-related projects, including opportunities from a range of government, non-profit and private institutions.	City	Non-profit, community groups	Citywide Planning Department, CRA, LA Metro	Short
	Create an investment phasing strategy for improving existing stations and bus corridors	City	Citywide Planning Department	CRA, LA Metro	Short
Tie implementation funding for access and planning improvements to accountability measures and outcomes that meet TOD goals	Set performance benchmarks that communities need to achieve to secure funding	Regional, City	Metro, SCAG, Citywide Planning		Mid

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
C. IMPROVE COORDINATION AND COLLABORATION AMONG PUBLIC AND PRIVATE ORGANIZATIONS (Continued)					
C3. Align Existing Financing Sources, Seek New Ones (Continued)					
Devote regional and state funding to station area planning to accelerate implementation of TOD	Pursue further external (non-city) sources of funding for station area planning. Continue to monitor state and federal activities to look for these opportunities	Region	Metro, SCAG	Citywide Planning, Mayor's Office	Short
Prioritize station areas for public investment and planning efforts based on established goals	Understand future potential investment needs in stations (infrastructure, community planning, affordable housing, etc.)	City	Mayor's Office, Citywide Planning	CRA, LA Metro	Short
Research and inventory state, federal funding sources for TOD	Research potential to direct regional or state funding to station area planning.	City			Mid
Engage local governments around existing programs		Regional	Metro		Mid
Facilitate cross-agency participation in technical TOD education and training programs	Ensure that all departments have the same information and data regarding auto ownership, trip generation rates, and best practices in TOD	City	Citywide Planning, LATOD, LAHD, Urban Design Studio, City Council Offices, Mayor's Office	Metro, HACLA	Short

Strategy	Actions	Scale	Lead Stakeholders	Support Stakeholders	Time Frame
C. IMPROVE COORDINATION AND COLLABORATION AMONG PUBLIC AND PRIVATE ORGANIZATIONS (Continued)					
C3. Align Existing Financing Sources, Seek New Ones (Continued)					
Facilitate increased coordination among community groups	Convene leaders in the affordable housing, green jobs, health, economic development, and environmental initiatives to generate support for TOD	Regional	Non-profit, community groups		Short
Improve the transparency of the community linkages studies and program			Metro		
Create a coordinated affordable housing strategy across multiple departments	Inventory local resources and supportive policies	Station Area	LAHD, HACLA, City Planning, CRA/LA, Community Groups		

VI. APPENDIX

HOUSING AND TRANSPORTATION COSTS

Appendix Table 1: Housing and Transportation Costs as a Percent of City Median Income, 2000

Station	Line	H+T Costs as % of City Median Income	T Costs as % of City Median Income
103rd Street	Blue	51.14	29.10
23 rd	Expo	35.11	21.05
7th Street Metro Center	Red/Purple/Blue	21.71	12.04
Avalon	Green	51.79	28.18
Avenue 26 Lincoln Heights	Gold	46.46	26.14
Avenue 57/Highland Park	Gold	51.01	27.96
Aviation	Green	74.58	30.82
Balboa	Orange	64.92	29.98
Cal State LA	Metrolink	58.32	28.24
Canoga	Orange	55.66	25.66
Chatsworth	Metrolink	66.27	29.82
Chinatown	Gold	32.33	18.30
Civic Center/Tom Bradley	Red/Purple	28.43	12.27
Crenshaw	Expo	54.75	27.88
De Soto	Orange	53.71	28.39
French/Heritage Square	Gold	52.39	28.27
Glendale	Metrolink	57.79	27.80
Grand	Blue	30.97	18.04
Harbor Freeway	Green	50.22	27.64
Hollywood/Highland	Red Line	43.08	21.70
Hollywood/Vine	Red Line	40.73	22.06
Hollywood/Western	Red Line	41.15	22.21
Imperial/Wilmington/Rosa Parks	Blue/Green	44.97	27.59
Indiana	Gold Line	51.42	27.54
Jefferson	Expo	38.69	23.54
La Brea	Expo	51.32	26.92
La Cienega	Expo	53.48	27.80
Laurel Canyon	Orange	53.12	26.81
Little Tokyo Arts	Gold Line	27.78	16.03
Mariachi Plaza	Gold Line	41.28	23.42
Nordhoff	Orange	54.58	28.78
North Hollywood	Red/Orange	47.77	25.60
Northridge	Metrolink	62.39	30.55
Pershing Square	Red/Purple	20.60	11.15
Pico Aliso	Gold Line	40.60	22.86
Pico/Convention Center	Blue/Expo	28.86	14.87
Pierce College	Orange	69.40	31.20
Pierce College	Orange	69.40	31.20
Reseda	Orange	56.47	26.97
Roscoe	Orange	53.44	28.54

*The Center for Transit-Oriented Development
 Creating Successful Transit-Oriented Districts in Los Angeles*

Station	Line	H+T Costs as % of City Median Income	T Costs as % of City Median Income
San Pedro	Blue	43.02	23.94
Sepulveda	Orange	61.84	29.39
Sherman	Orange	54.01	28.66
Slauson	Blue	47.15	27.63
Soto	Gold Line	43.32	24.47
Southwest Museum	Gold	56.13	28.79
Sun Valley	Metrolink	61.65	29.92
Sylmar/San Fernando	Metrolink	65.01	31.73
Tampa	Orange	80.47	32.02
Union Station	Gold Line	28.65	17.43
Universal City	Red Line	66.36	26.29
USC/ Exposition Park	Expo	40.07	24.41
Valley College	Orange	65.86	30.09
Van Nuys	Orange	50.79	26.88
Van Nuys	Metrolink	52.84	28.40
Venice/ Robertson	Expo	55.48	26.18
Vermont	Expo	44.94	25.94
Vermont	Green	51.09	27.60
Vermont/Beverly	Red/Purple	42.41	22.78
Vermont/Santa Monica	Red Line	41.88	23.44
Vermont/Sunset	Red Line	43.06	23.10
Vernon	Blue	47.55	27.12
Warner Center	Orange	59.98	25.94
Washington	Blue	47.43	25.56
Western	Expo	53.29	28.21
Westlake/Macarthur Park	Red/Purple	31.70	18.29
Wilshire/Normandie	Purple	38.75	19.99
Wilshire/Vermont	Red	37.21	19.44
Wilshire/Western	Purple	40.90	20.64
Woodley	Orange	54.17	28.43
Woodman Station	Orange	57.95	29.35