



## Board Report

File #: 2019-0664, File Type: Program

Agenda Number: 12.

### PLANNING AND PROGRAMMING COMMITTEE OCTOBER 16, 2019

**SUBJECT: WEST SANTA ANA BRANCH TRANSIT ORIENTED DEVELOPMENT STRATEGIC IMPLEMENTATION PLAN**

**ACTION: APPROVE RECOMMENDATIONS**

#### **RECOMMENDATION**

CONSIDER:

- A. RECEIVING AND FILING the West Santa Ana Branch Transit Oriented Development Strategic Implementation Plan (WSAB TOD SIP); and
- B. AUTHORIZING the Chief Executive Officer or designee to enter into multiple agreements with WSAB corridor cities and the County of Los Angeles to fund implementation activities recommended in the WSAB TOD SIP in an aggregate amount not to exceed \$1,000,000.

#### **ISSUE**

In 2016, the Metro Board directed staff to identify budget, scope of work, and funds for the purpose of Transit Oriented Communities (TOC) predevelopment and planning activities for the WSAB corridor (see Attachment A). Metro, together with the City of South Gate and EcoRapid Transit, was awarded a grant to develop the WSAB TOD SIP, which was completed in spring 2019. Staff now seeks to enter into agreements with WSAB corridor cities and the County to fund up to \$1,000,000 in implementation activities including specialized studies and providing matching funds for grants, in order to continue implementation of the Board's 2016 motion.

#### **BACKGROUND**

##### *TOD SIP*

Metro has facilitated the development of a WSAB TOD SIP in order to maximize the transit investment that will be made in the WSAB corridor, and to ensure that communities along the corridor equitably benefit from the investment. The TOD SIP was funded by a \$2 million grant from the FTA Pilot TOD Project program, together with a \$500,000 match from Metro, and completed in collaboration with the WSAB local jurisdictions. The TOD SIP provides an overarching vision and strategic guidance for local WSAB jurisdictions to use as a reference as they develop and implement

---

plans, policies and economic development and mobility strategies in the 12 station areas on the alignment. This information will support station areas in equitably and sustainably transforming, as well as in improving their safety and accessibility via multiple modes of mobility. This is particularly important, as a concentration of Equity Focused Communities, as well as local jurisdictions with minimal staff resources and constrained local budgets are found in this transit corridor, running from the City of Artesia in the south, to downtown Los Angeles in the north. An Executive Summary of the TOD SIP is included as Attachment B and a link to the full TOD SIP is included as Attachment C.

Implementing the TOD SIP will require continuation of a multi-year strategy for transit supportive planning in this corridor, in which Metro's initial efforts to support land use planning around WSAB stations were largely focused on award of TOD Planning Grants to both EcoRapid Transit and WSAB cities.

## **DISCUSSION**

### *Implementation Strategy*

In addition to the impetus from the 2016 Board motion directing support for WSAB jurisdictions, two other key factors will guide Metro's strategy to support implementation of the TOD SIP moving forward.

First, the TOD SIP recommendations are focused on economic development, while also protecting and benefitting the disadvantaged and lower income populations that live along the corridor and mitigating potential displacement pressures. Metro's support for WSAB corridor TOC activities will track to the recommendations in the TOD SIP and should ensure that TOC activities are pursued with strong community engagement and commitment to the equitable realization of benefits, in keeping with Metro's Equity Platform and TOC Policy.

Second, Metro's role going forward is to assist the municipalities along the corridor to build capacity to pursue and carry out TOC activities. The TOD SIP was managed by Metro in coordination with the WSAB municipalities. In the future, the cities/County, given their control of local land use, will necessarily have primary responsibility for future planning, plan, and program delivery. Future programs and policies will be developed within the local governments and will be implemented by the entities with regulatory authority to carry out the identified activities.

### *Implementation Program*

With these factors in mind, staff proposes that the Board authorize Metro to enter into agreements with WSAB corridor cities and the County in an amount not to exceed \$1,000,000 to support an implementation program (Program) over the next three years to provide funding to:

- Conduct new planning studies related to TOD SIP recommendations;
- Provide grant matching funds to enable jurisdictions to pursue grant opportunities; and
- Provide short term loans to provide jurisdictions the cash flow they need to take on typical grant reimbursement requirements.

Implementation activities for which the WSAB jurisdictions may seek funding under this Program will be limited to planning activities in the following categories, which correspond to those that have been

included in the TOD SIP:

<b>Governance</b>	<b>Equitable Development &amp; Community Preservation</b>
- Corridor Wide Governance/ Economic Development Entity Structuring - Financing/Value Capture Feasibility - Special Districts Development, including TIFs, EIFDs and CRIAs - Corridor Wide Investment and Marketing Strategies	- Community Engagement/Education Initiatives - Affordable/Inclusionary Housing Policies - Rent Stabilization Ordinances - Anti-Displacement Policies - Land Trust/Property Assembly Studies - Equity Screens/Community Benefits Frameworks - Economic and Workforce Development Strategies Cultural Resource Identification and Development
<b>Transit Supportive Planning</b>	<b>Placemaking</b>
- Land Use, Zoning (Form/Use), Infill and Adaptive Reuse Studies - Parking Studies Environmental Clearance	- Design Guidelines - Public Space Activation Plans, Community Design/ Wayfinding/ Branding/ Identity Studies
<b>Mobility, Access &amp; Connectivity</b>	<b>Sustainability &amp; Resilience</b>
- Pedestrian/Bike/Active Transportation Plans - New Mobility/Micro Mobility Technologies Planning	- Renewable Power - Infrastructure/Smart Cities Systems: Capacity Studies, Planning, Financing - Environmental Remediation - Low Impact Development - Green Streets - Urban Greening - Green and Healthy Project Certification Planning

Should this program be authorized, WSAB corridor jurisdictions will be invited to express interest in funding, for up to \$200,000 per jurisdiction, for implementation of TOD SIP recommendations, within a specified period of time. WSAB jurisdictions will be required to demonstrate, and will be evaluated for selection, based on the following:

- need, either in terms of serving Equity Focused Communities, and/or in augmenting limited city staff or budget capacity,
- demonstrated nexus with TOD SIP recommendations, and
- readiness to take on the work program they propose.

### *Grant Writing Assistance*

In addition to the proposed Program, Metro will continue to provide grant-writing assistance to WSAB jurisdictions, focusing on funding activities that implement the WSAB TOD SIP recommendations. In fall 2018, the TOC team launched a pilot grant writing assistance program by using an existing Metro grant assistance contract and supporting five applications to the State of California's SB 1 Planning Grant program and the SCAG Sustainable Communities program. The five grants requested over \$2.4 million in TOC-related planning studies, and over \$1.24 million was awarded. The TOC team will continue this grant writing assistance program over the next three years, with an anticipated ability to support up to 10 grants per year.

### *Equity Platform*

Many WSAB corridor communities have been identified as disadvantaged communities that are the

---

focus of Metro's Equity Platform. Actions recommended in the TOD SIP include best practices for inclusive community engagement process, as well as equitable development and community preservation strategies, and transit supportive planning. Therefore, funds awarded would, in the words of the Equity Platform, "build local government technical capacity serving historically underserved communities". Providing local jurisdictions support in TOD SIP implementation activities also supports the Focus and Deliver pillar of the Equity Platform, targeting areas where Metro partners with others, particularly in land use and transit supportive planning.

### **DETERMINATION OF SAFETY IMPACT**

There is no negative impact to the safety of our employees or patrons. The program will advance transit-supportive, and active transportation planning and development policies that improve the integration of transit stations into existing communities and the built environment. This integration will support improved safety for passengers and Metro operations.

### **FINANCIAL IMPACT**

The FY 2020 budget includes \$500,000 in Cost Center 4530, Project 460201 (WSAB Transit Corridor Admin). Since this is a multi-year commitment, the Cost Center Manager and Chief Planning Officer will be responsible for budgeting in future years.

#### **Impact to Budget**

The funding for this project is from Measure R Transit Capital New Rail (35%). As these funds are earmarked for the WSAB Transit Corridor project, they are not eligible for Metro bus and rail capital and operating expenditures.

### **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

Providing funding to WSAB jurisdictions for TOD SIP implementation will carry out Strategic Plan Goal 3: Enhance communities and lives through mobility and access to opportunity, by facilitating transit supportive planning in future station areas. The program funding, since it will build and enhance the capacity of WSAB local jurisdictions, will also carry out Strategic Plan Goal 4: Transform LA County through regional collaboration and national leadership.

### **ALTERNATIVES CONSIDERED**

The Board may choose not to approve this \$1,000,000 funding authorization as requested. We do not recommend this alternative. This program, together with the ongoing grant writing assistance we have committed to provide to WSAB jurisdictions will further:

- implementation of the TOD SIP;
- the creation of transit-oriented communities that maximize access to corridor stations and, ultimately, transit ridership; and
- continuing progress toward the Board's 2016 motion to support WSAB jurisdictions' TOC

predevelopment and planning activities.

### **NEXT STEPS**

With the completion of the TOD SIP, city and county staff are expected to review its recommendations with their local decision makers and stakeholders and use the guidance within the plan to inform their own station area planning, programs and implementation actions. With Board approval, staff will, in the fall of 2019, release an invitation to express interest in funding under the Program, evaluate submissions, and initiate agreements with WSAB corridor jurisdictions, for TOD SIP related implementation predevelopment and planning activities. Staff will report implementation progress to the Board on an annual basis, at minimum.

### **ATTACHMENTS**

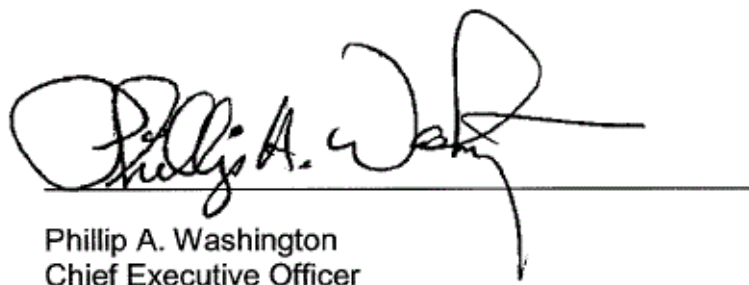
Attachment A - Board Motion Revised Item #32.1

Attachment B - WSAB TOD SIP Executive Summary

Attachment C - WSAB TOD SIP

Prepared by: Melani Smith, Senior Director, Countywide Planning & Development, (213) 922-7276  
Nick Saponara, Executive Officer (Interim), Countywide Planning & Development, (213) 922-4313  
Holly Rockwell, Sr. Exec. Officer - Real Estate, Transit Oriented Communities and Transportation, (213) 922-5585

Reviewed by: James de la Loza, Chief Planning Officer, (213) 922-2920



Phillip A. Washington  
Chief Executive Officer

**REVISED**

**Motion** by Directors Knabe, DuBois, Garcetti and Solis

West Santa Ana Branch Transit Corridor (Eco-Rapid Transit Project)

Creating Sustainable Transit Oriented Communities

Measure R includes the West Santa Ana Branch (Eco-Rapid Transit) Transit Corridor. This project runs 20 miles from the City of Artesia in Southeast Los Angeles County and continues through the cities of Artesia, Bell, Bellflower, Bell Gardens, Cudahy, Downey, Huntington Park, Los Angeles, Maywood, Paramount, South Gate, and Vernon.

The cities along this alignment are committed to supporting the implementation of this corridor and have come together in the Eco-Rapid Transit Joint Powers Authority whose mission is to pursue the development of an environmentally friendly energy efficient addition to the Los Angeles County transit system.

This addition to the LA County transit system will enhance and increase transportation options for the residents of the member cities, provide access to employment in other parts of the County and improve the quality of life for all area residents including those cities that have been designated "Disadvantaged Communities by the CalEPA EnviroScreen (SB 535 – De Leon Chapter 830, Statue of 2012).

The Los Angeles County Metropolitan Transportation Authority (MTA) is undertaking environmental studies in preparation for their development of the West Santa Ana Branch transit corridor.

Eco-Rapid Transit JPA, building on the Los Angeles County Economic Development Strategy and the Eco-Rapid Design Guidelines, is desirous of working directly with the communities along the corridor to develop a consistent set of development standards, practices, and sustainability objectives to encourage and incentivize new transit oriented developments throughout the West Santa Ana Branch transit corridor. This work will improve the ability of corridor jurisdictions to attract other funding to carry out identified public infrastructure improvements.

Eco-Rapid Transit will manage the preparation of local development plans and policies to incorporate specific Sustainable Development targets including an evaluation of existing systems—electric, water, storm water, sewage, fiber (data) to identify opportunities to modify existing facilities to create state-of-the art infrastructure that addressed the needs of these Environmental Justice areas. Additionally, the project will identify opportunities in existing transport facilities to identify changes within the corridor that could support increased mode share shifts from vehicles to transit, enhance active transportation opportunities, improve first and last mile connections and related design changes in housing, economic development, parking that better supports achieving the sustainability targets.

In order to achieve these transit oriented communities goals, we hereby request that:

- A) Direct the CEO to return to the Board of Directors within 60 days with a budget (not to exceed \$18 million), scope of work, potential funding sources and community engagement strategy ~~Measure R funds in the amount of \$18 million be allocated for the purpose of pursuing Transit Oriented Communities (TOC) predevelopment and planning activities, in coordination with the City and County of Los Angeles as well as the Eco-Rapid Transit and Gateway Cities Council of Governments, for the West Santa Ana Branch Project alignment and communities.~~
- B) ~~Metro Staff work with the Gateway Cities Council of Governments or the Eco-Rapid Transit JPA to implement this program.~~

# WEST SANTA ANA BRANCH

## Transit Oriented Development Strategic Implementation Plan

May 2019





---

# EXECUTIVE SUMMARY

## LINKING DESTINATIONS: THE WSAB CORRIDOR

An unprecedented opportunity lies before the local jurisdictions, the community stakeholders, and the potential investors and developers in the West Santa Ana Branch Corridor, to collaborate to ensure that the Corridor succeeds as an integrated whole – **one corridor**, and that the whole adds up to **distinct communities and destinations** that are more than the sum of their parts. The Corridor rail transit project is currently being environmentally cleared. The alignment is set, and the possible station locations have been identified. But the system is not yet built, and so there is still time to plan and prepare for the evolution that will inevitably come in the cities and county land along

the corridor, and within the station areas. There is an opportunity for the communities along the corridor to reap the greatest rewards if jurisdictions collaborate on policy, planning and implementation in their station areas, in ways that cities and counties in California have not typically done, so that important issues, like sustainable, equitable growth and economic development, are addressed consistently and effectively.

The defining characteristics of the corridor (described in more detail in Chapter 2) include its 20 miles of length and 12 proposed stations, as well as the 13 cities and a county that

have local jurisdiction – with some station areas split between two, three or even four local jurisdictions. The Corridor's land use, employment base, physical character, population demographics, and economic health vary dramatically along its length. Many of the WSAB communities are identified as disadvantaged communities (or communities most in need of economic investment, good jobs and clean air) per California Senate Bill 535. These disadvantaged communities are currently characterized by a lack of employment opportunities, low home ownership rates and low-income households.

However, the potential for greater access to opportunity – physical *and* economic mobility – for all in the Corridor, abounds. The 12 station areas described in this Transit Oriented Development Strategic Implementation Plan (TOD SIP) fall into five different development typologies (described further in Chapter 4), based on the local jurisdictions’ vision for the future in those areas. In some stations the opportunity is to build on a **Main Street**, or center of local commerce and culture. In others there is infill potential to better serve the needs of populations on **Residential Arterials** or in **Industrial Hybrid Areas**. In some stations there are strategic opportunity sites for **Large Scale Redevelopment**, and in others **High Density Walkable Mixed Use** development will continue to emerge.

Ultimately in station areas, transit investment is maximized when:

- people drive less and use transit more;
- a mix of uses in the station areas supports transit riders of all income levels with housing, jobs, retail, services and recreation;
- transit supportive densities, parking policies, and urban design support compact, accessible neighborhoods connected by multi modal mobility systems; and

- equitable benefits accrue to existing communities, that may be disadvantaged and underrepresented, and not just to new investors in the station areas.

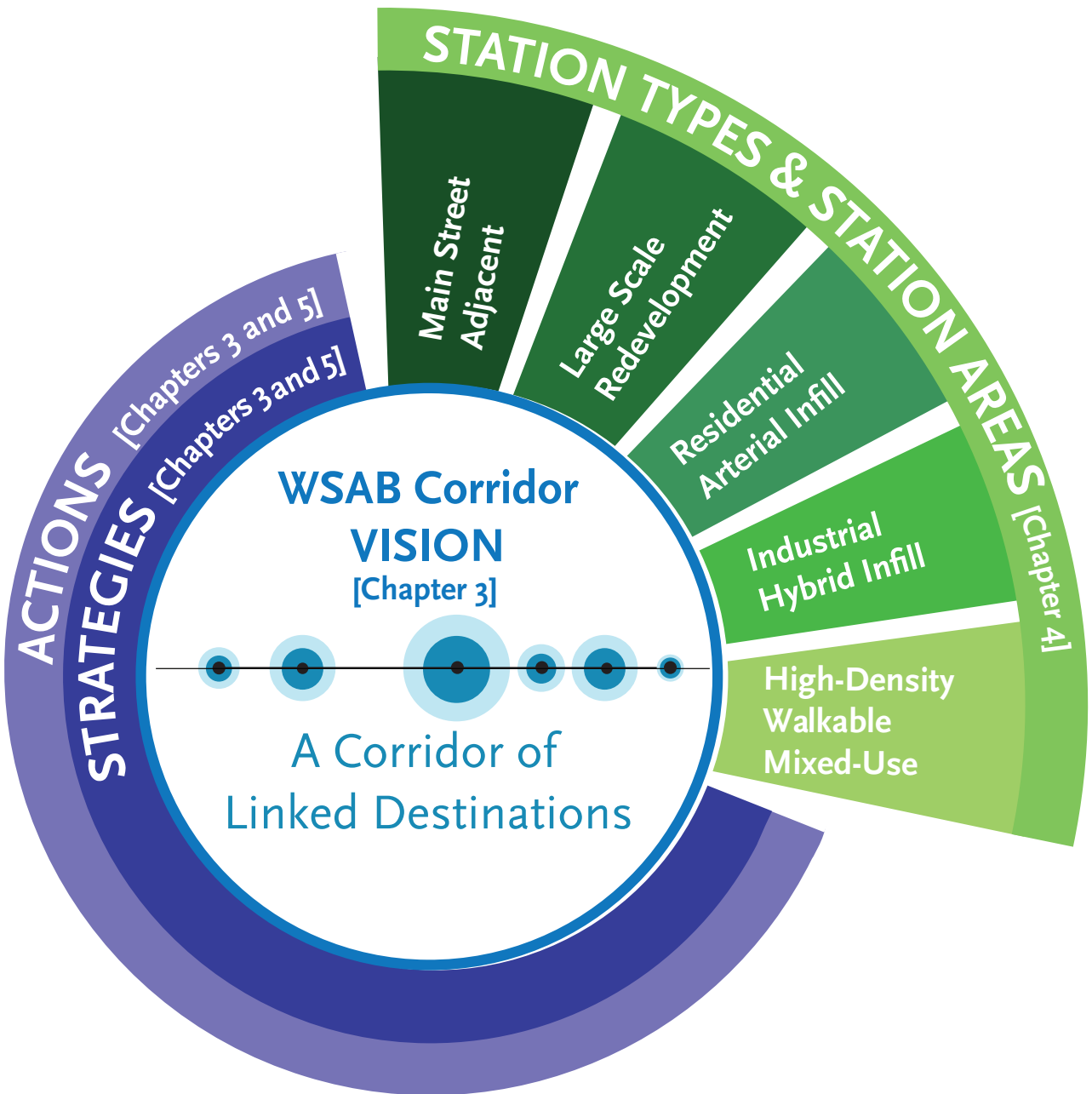
## WHO BENEFITS FROM USING THIS PLAN?

Moving into implementation, local jurisdictions can use this plan and its appendices as a resource to develop new corridor wide governance strategies, and for strategies and actions to adopt into local plans and programs. The TOD SIP also describes best practices to meaningfully engage community stakeholders as planning goes forward. Further, language that may be used to draft local jurisdictions’ resolutions of support for the Plan’s concepts is included as an appendix.

Community decision makers and stakeholders can use the TOD SIP to understand the cities and county’s visions for changes to come in station areas, and the types of development roles that each station will play in the corridor as a whole. Stakeholders can continue to advocate for their role in the planning process ahead, and in adoption of the strategies and actions outlined here that are a priority for them. Further, the list of existing city and county plans that were consulted

in the development of this plan is included, and may be a good reference for community members to use to increase their knowledge of planning already in place in their communities.

Potential Corridor investors and developers can use the TOD SIP and its appendices to understand the vision for, and characteristics of the corridor, as well as visions for and details about the station areas, their existing conditions, economic and market conditions, and priorities for multimodal access and mobility.



## VISION, STRATEGIES & ACTIONS

The TOD SIP provides an overarching vision and strategic guidance for local jurisdictions to use as a reference as they develop and implement plans, policies and economic development and mobility strategies in their station areas, in order to ensure that station areas transform equitably and sustainably and are safe and accessible via multiple modes of mobility.

Six strategies and a host of related actions are described in Chapter 3, that jurisdictions can take:

- to establish shared **Governance** approaches within the corridor;
- to ensure **Equitable Development & Community Preservation** go hand in hand in the station areas and populations in the corridor today can stay in the corridor in the future;
- **Transit Supportive Planning** to allow appropriate density and enforce consistent development standards;
- **Placemaking** to ensure the public realm is active and inviting across the corridor;
- **Mobility, Access & Connectivity** for users of all transportation modes; and

- **Sustainability & Resilience** to ensure that current environmental justice issues in the corridor are addressed and 21st century infrastructure is put in place to serve future needs while minimizing resource use.

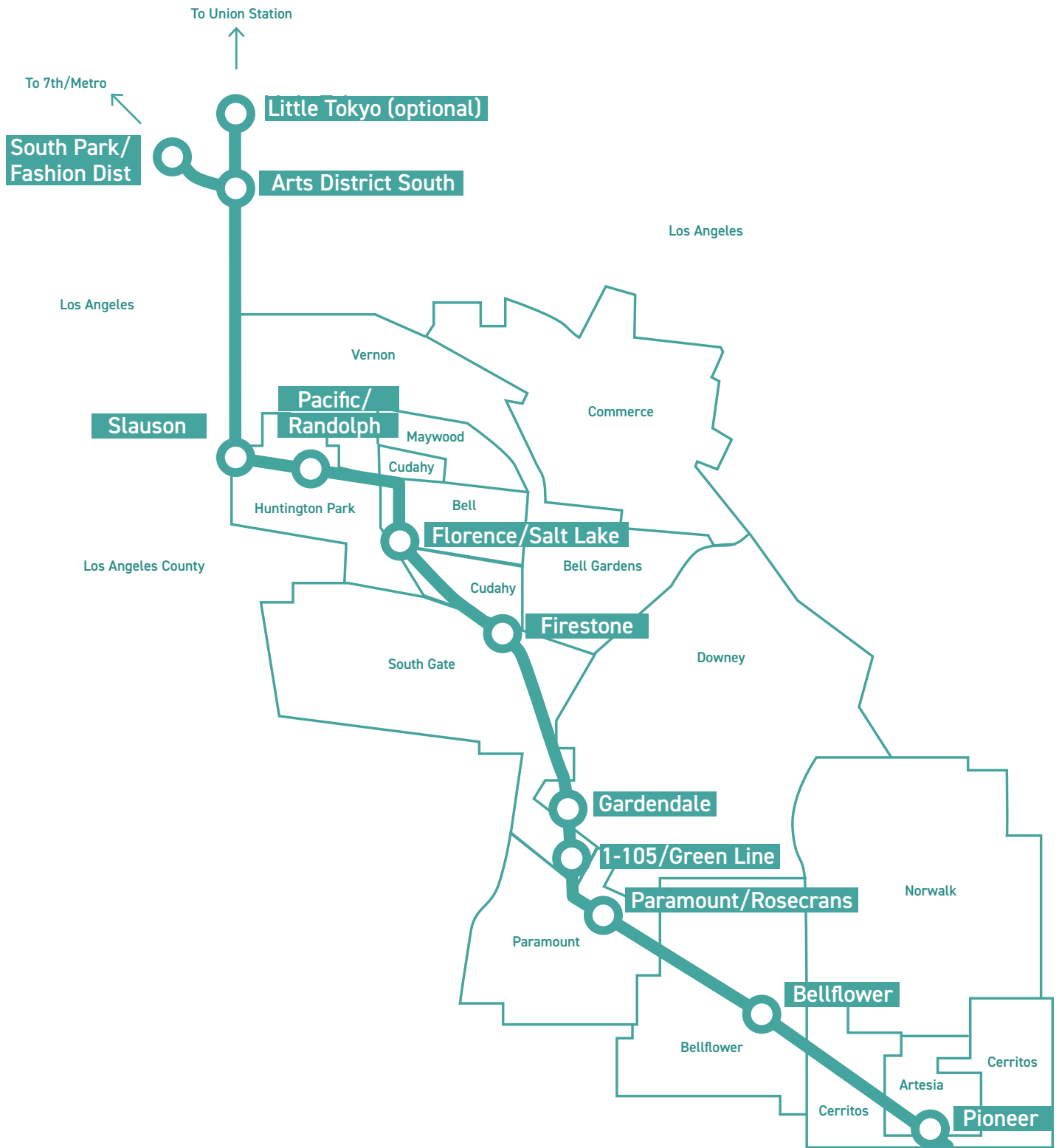
These strategies and actions are further detailed in the toolkit included as part of Chapter 5.

With the common foundation established in the TOD SIP, each community can more effectively direct public resources toward attracting the types of development and businesses that are aligned with their particular needs and individual competitive advantages. Adopting coordinated governance strategies and policies, development guidance and access strategies will produce more equitable, sustainable, and impactful benefits for corridor communities, and more transit ridership overall, than would result from local jurisdictions acting alone. Further, taking a unified position to guide and influence regional, state and federal policies, and advocate

for a share of regional resources will result in more resources for all.

## STATION AREAS

In Chapter 4, the 12 station areas along the WSAB corridor have been characterized by type or typology. Key characteristics and visualizations of the five development typologies that the stations have been sorted into are provided. A vision for each station has been articulated, along with a concept plan representing development that could occur in the station areas, assuming the priority actions identified are taken. Priority strategies and actions from Chapter 3 are identified for each typology as well, to guide action and assist local jurisdictions to focus on the most important next steps. Station area visions and concepts were developed, based on input, information and review from city and county staff that was absorbed through the TOD SIP project process described in Chapter 1.



## **ATTACHMENT C**

### **WSAB TOD SIP**

Please see the link to the completed Plan and Appendices available for download on the Metro website:

[http://media.metro.net/projects\\_studies/westSantaAnaBranch/images/WSAB\\_TOD\\_SIP.pdf](http://media.metro.net/projects_studies/westSantaAnaBranch/images/WSAB_TOD_SIP.pdf)

# Next stop: community development.

WEST SANTA ANA BRANCH TOD SIP



Planning and Programming Committee  
October 16, 2019



Metro





# Recommendation

## CONSIDER:

- A. RECEIVING AND FILING the West Santa Ana Branch Transit Oriented Development Strategic Implementation Plan (WSAB TOD SIP);
- B. AUTHORIZING the Chief Executive Officer or designee to enter into multiple agreements with WSAB corridor cities and the County of Los Angeles to fund implementation activities recommended in the WSAB TOD SIP in an aggregate amount not to exceed \$1,000,000.



# TOD SIP Context

- 2016 Board Motion
- FTA Pilot TOD Program Grant for TOD SIP, completed in 2019
- A foundation for cities/county collaboration & to leverage the transit investment
- Includes strategies for “people to stay” in the vulnerable, high need corridor communities

# TOD SIP Structure

“The West Santa Ana Branch Transit Corridor connects distinct communities that share a common desire to provide safe, walkable and compact neighborhoods around their stations, each with a mix of uses that both reflects and enhances the unique station area, and results in sustainable, equitable and interdependent economic vitality.”  
*Corridor Vision*



# Implementing the TOD SIP

Funding will be made available to WSAB jurisdictions, to complete implementation activities recommended in the WSAB TOD SIP in these six categories:



Governance



Equitable Development & Community Preservation



Transit Supportive Planning



Placemaking



Mobility, Access & Connectivity



Sustainability & Resilience