The background of the slide is a grayscale photograph of a modern, multi-story building with a glass facade. A large, circular transit sign with a white 'M' on a blue background is visible on the left side of the building. The text is overlaid on this image in a bold, black, sans-serif font.

National Cooperative Highway Research Program

Project 20-68A US Domestic Scan Program

Domestic Scan 10-02: *Best Practices for Addressing Access and Parking for Non-Residents in Transit TODs*

What is the domestic scan program?

- Requested by the American Association of State Highway and Transportation Officials (AASHTO)
- National transportation research program to identify successful practices and encourage innovation
- Housed within the National Cooperative Highway Research Program

What is a domestic scan?

- Research on a specific transportation topic, conducted in the United States
 - scans for successful practices and innovation that can be disseminated for broader use
- Scans are both research and technology transfer for the participants

The Research Problem

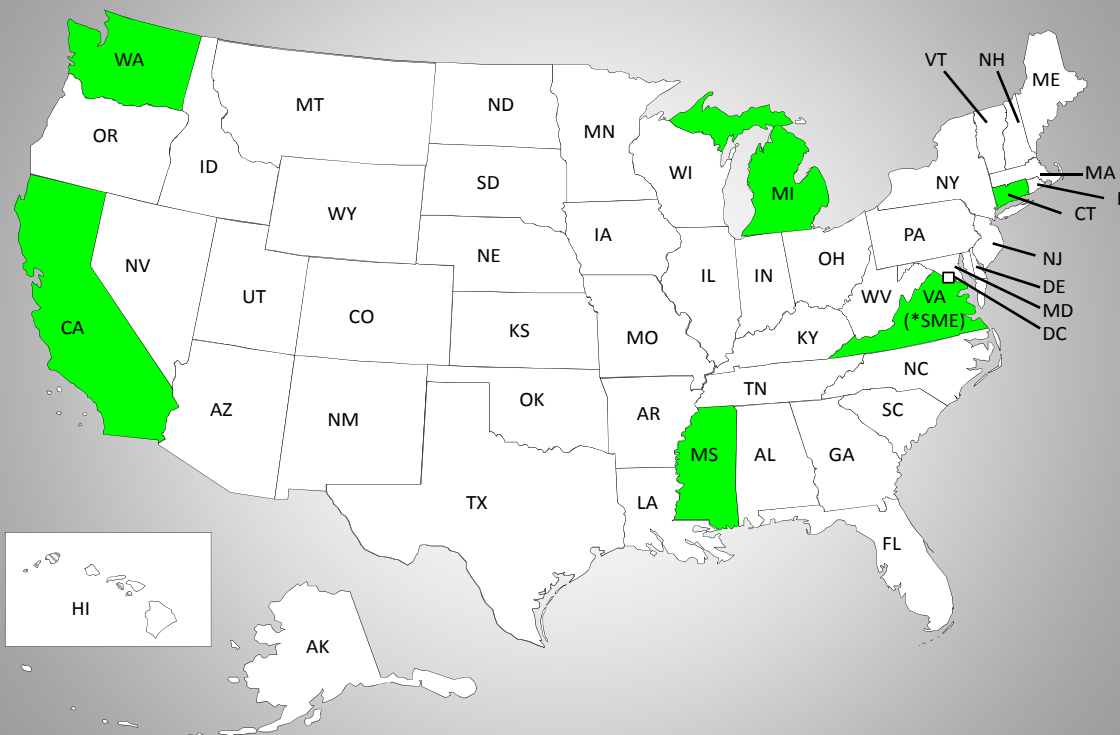
- Traffic and parking by transit users who are not TOD residents or TOD customers can:
 - Create congestion, safety hazards, and access difficulties
 - Increase demand for parking
 - Results in land used for parking rather than development
 - Can conflict with creating compact walkable environments

Scan Purpose

- Study TODs that have been particularly successful in accommodating the parking/access needs and interests of :
 - Non-resident transit users
 - Transit-service operator and funder
 - Municipality in which the TOD is located
 - Developers and property owners within the TOD
 - Occupants of the TOD

The Scan Team

Scan 10-02 Team Members' Home States



Sharon Edgar, Chair

Administrator
Bureau of Passenger Transportation
Michigan Department of Transportation

Jila Priebe

Office Chief
State Transit Planning & Programs
Division of Mass Transportation
California Department of Transportation

Charles R. Carr

Director
Office of Intermodal Transportation Planning
Mississippi Department of Transportation

Michael Connors

Transportation Assistant Planning Director
Bureau of Policy and Planning
Connecticut Department of Transportation

Dylan Counts

Sound Transit Lead Transportation Planning Supervisor
Public Transportation Division
Washington State Department of Transportation

Scan team members



Team members (left to right): Charles Carr, Connie Morrison, Sharon Edgar, Michael Connors, Dylan Thomas. Not pictured: Jila Priebe.

Scan Support

Harry Capers

Principal Investigator
Arora and Associates,
P.C.

Melissa Jiang

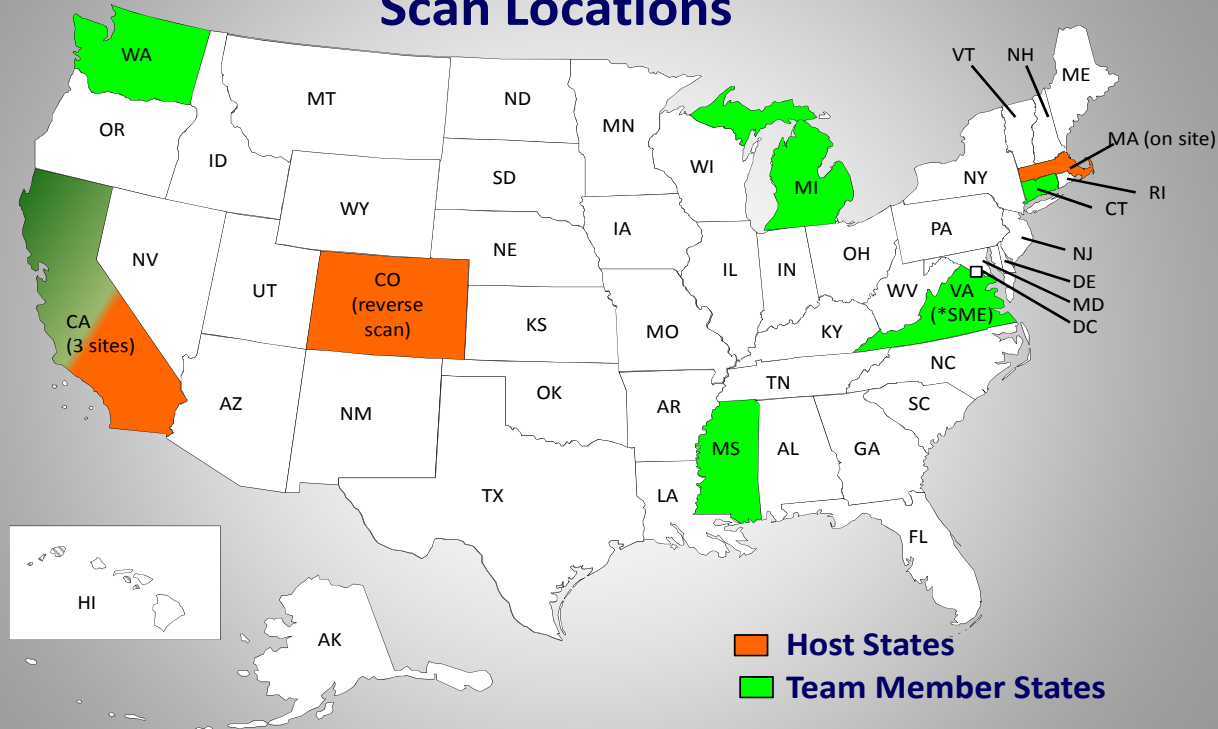
Scan Coordinator
Arora and Associates, P.C.

Connie Morrison

Subject Matter Expert
Independent Transportation
Consultant

Scan locations

Scan 10-02 Team Members' Home States With Scan Locations



Participating Scan Locations:

- San Francisco/Oakland
- Los Angeles/South Pasadena
- San Diego
- Boston

Reverse Scan Location:

- Denver

What is TOD?

No single, widely-used definition among the agencies.

TOD was seen as a **set of strategies and practices** applied when development opportunities are present at or near high-volume or high-opportunity transit stations.



"TOD does not exist."

What is TOD?



Whether the resulting development is “transit-oriented” depended upon the number of strategies that were successfully employed.

“When you’ve seen one TOD, you’ve seen ONE TOD.”
—Scan Team member

Amplifying Questions

The team asked about decisions regarding:

- context and character
- policy and regulatory framework
- planning and design
- funding and financing
- technology
- maintenance, and
- lessons learned.

Team Findings: Parking

- Parking was an issue in TODs, but no more so than other concerns, such as
 - Long-term revenue generation
 - Maturity of the transit system, and
 - Station area planning.



Team Findings: Parking



- The relative importance of parking varied by location.
- Existing parking was most often seen as an asset that could be leveraged.

So now what?

Observations were not what was expected, but...

the team made a number of observations that can enrich the conversation about TODs and inform the state of the practice.

Finding One:

Much of the conventional wisdom about TODs, especially the literature advocating the benefits of TODs to the layman, was not substantiated in the locations visited by the team.

Conventional Wisdom: TODs are self-contained, mixed use developments where the development has a strong relationship to transit services and often with the purpose of maximizing access to transit.



Observation: TODs are compact, market-driven developments that leverage transit assets.

Conventional Wisdom: TODs should generate transit ridership

Observation: TODs generate economic return for communities and transit agencies.





Conventional Wisdom: TODs are good for transit systems.

Observation: TODs can burden already strained transit systems.

Conventional Wisdom: TODs are a way for communities to flourish with minimal public investment.



Observation: Transit agencies, local government, and developers all have investment roles in TODs.

**Conventional
Wisdom:** TODs
bring immediate
financial returns.

Observation: TODs
were sometimes
loss-leaders.



Conventional Wisdom: Traffic and parking are especially problematic for TODs.



Observation: Traffic and parking are two of many potential sources of conflict in TODs.



Conventional Wisdom: Asset management is maintaining the transit system in a state of good repair.

Observation: Asset management is maximizing the productivity of all assets.



FINDING TWO:

TODs that were subjects of this study employed similar successful strategies and practices.

Successful Strategy One: **Define desired outcomes early.**

- Transit outcomes were not necessarily primary objectives.
- Objectives and policies clearly influenced approaches to TODs.
- Local planning set the stage
- Flexible and sophisticated thinking increased the likelihood of success.

Bay Area Rapid Transit TOD Policy



Transit-Oriented Development Policy

Vision

The San Francisco Bay Area Rapid Transit District (BART) is the steward of a large-scale public investment, which includes important real property assets essential to BART's operation. These assets also contribute to the ongoing financial viability of the transit system. Recent system extensions and federal, state and regional policy direction to concentrate growth around transit further enhances the value of these assets. By promoting high quality, more intensive development on and near BART-owned properties, the District can increase ridership, support long-term system capacity and generate new revenues for transit. Also, such development creates attractive investment opportunities for the private sector and facilitates local economic development goals.

Goals

- A. Increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high quality transit-oriented development within walking distance of BART stations.
- B. Increase transit-oriented development projects on and off BART property through creative planning and development partnerships with local communities.
- C. Enhance the stability of BART's financial base through the value capture strategies of transit-oriented development.
- D. Reduce the access mode share of the automobile by enhancing multi-modal access to and from BART stations in partnership with communities and access providers.

Clearly articulated policy provides framework for TOD decisions.

Specific goals for ridership, TOD promotion, financial return, and mode shift.

Successful Strategy Two

Leverage Assets.

- Transit-owned properties were leveraged to meet agency objectives.
- Higher emphasis on revenue generation
- Transit capital contribution, or local funding for parking, sometimes helped projects reach the point of economic viability.
- Privately-owned development brought new tax revenue.

Boston:

North Station Garage, Wonderland



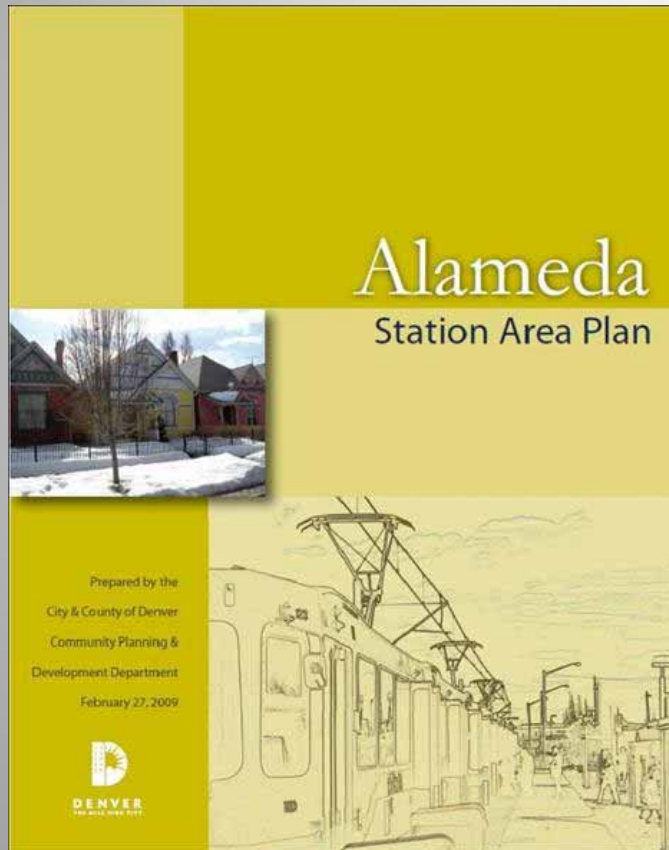
- City of Revere had tried to spur development for years.
- Struck partnership with MBTA that would allow them to develop giant surface lots.
- 1,500-2,000 spaces were needed at a cost of \$45-\$50 million.
- Cobbled together local , state, and MBTA funds, plus federal earmarks and stimulus funding.
- Opened garage in 2012, and freed-up several acres of waterfront land for development.

Successful Strategy Three: **Expand the sphere of influence.**

- A larger area of influence created better integration of transit and other modes into the surrounding area.
- Broader *span* of influence (responsibility or decision-making authority) achieved more of agencies' objectives.

Denver:

Alameda Station (under development)



Alameda station has small footprint, and borders on a commercial “big box” property.

Sphere of influence was increased by:

- Creating a detailed station-area plan;
- Offering better circulation; and
- Helping developer solving an on-going drainage problem.

Denver:

Alameda Station (under development)



Successful Strategy Four: **Keep a long-term perspective.**

- Transit agencies considered developments with a long-term perspective.
- Parking was seen as an interim use in some locations.
- A holistic, systemic view was taken of the impacts of TOD on transit operations.

Los Angeles: Hollywood and Vine

- LA Metro acquired property for construction and staging.
- Property sat idle, then converted to paid parking for about 10 years.
- Parking consolidated to make land available; no commuter parking replacement.
- Property under long-term lease for development.



“The number of users dwarfs what we can provide in parking – so why provide parking?”

Successful Strategy Five: **Use every tool available.**

- Market analysis determined development feasibility.
- A range of instruments and organizational structures ensured development met specifications and provided long-term results.
- Financial incentives sometimes cinched the deal.

“A mixed-used building is not a TOD. It is a mixed-use building.”

San Diego: matching markets to wishes

Sometimes what local people expect from the TOD does not match what the market can support.



- Compared city recommendations to SANDAG information and projections to identify existing and potential opportunities.
- Used incentive grant funding to help communities with more detailed planning.
- Communities engage financial professionals and developers to gauge market appropriateness.

Successful Strategy Six:

Be flexible with when addressing access.

- Well-considered and well-implemented access contributed to overall viability.
- TODs were still “development” and came with the demand for parking.
- Transit-sponsored parking tended to be free or comparatively low within the market area.

Successful Strategy Six (continued): **Be flexible with when addressing access.**

- Parking was considered in a larger context, rather than station-by station.
- Parking “intrusion” was solvable.
- Bike parking was relatively inexpensive to construct.

Los Angeles Metro Gold Line: Lincoln Park



- Station was not integrated into surrounding development.
- Empty first floor store-fronts in adjacent development
- Vertical separation of retail level from street level



Oakland:

Lake Merritt Station Area Plan

Parking management strategy: reduce overall need for parking supply and increase the effectiveness of parking.



Parking management strategies:

- Reduce minimum to $\frac{1}{2}$ space per unit for some housing types
- Eliminate retail and office parking requirements in most of the plan area
- Unbundle parking from the cost of new units
- Provide shared parking between daytime and nighttime uses
- Angled parking instead of parallel

Bike Parking



Successful Strategy Seven: **Know your audience.**

- “Density” and “commuter parking” were negative trigger words in some community interactions.
- Placing traffic in context could allay fears.



Contra Costa County
Community Development Department
Redevelopment Division

The Pleasant Hill BART
Station Design Charrette

BART Contra Costa/ Pleasant Hill Station Design Charrette and Workshops



Imagine A Better BART Station Area

The Pleasant Hill BART Station area can be a part of our community that we can be proud of. It can have interesting uses, attractive architecture, and a welcoming, safe, walkable and bicycle-friendly design. But to get there, **WE NEED YOUR HELP!**

_ Pleasant Hill BART Station Design Charrette Outcome

_ Information, News and Links
_ FAQ _ Post-Charrette Photo Gallery
_ Invitation Letter _ Join The Mailing List



MISSED OPPORTUNITIES



- Lessons imparted by the host agencies
- Observations of the scan team
- From the standpoint of integrating transit, access, and land use
- NOT criticism of decisions

Scan participants were generous with lessons learned.

Missed Opportunities

- Fear of losing the deal drove some decisions.
- TOD outcomes were not measured.
- TOD islands that did not connect well to the surrounding land use were sometimes created.
- Fear-based decision-making about transit riders.

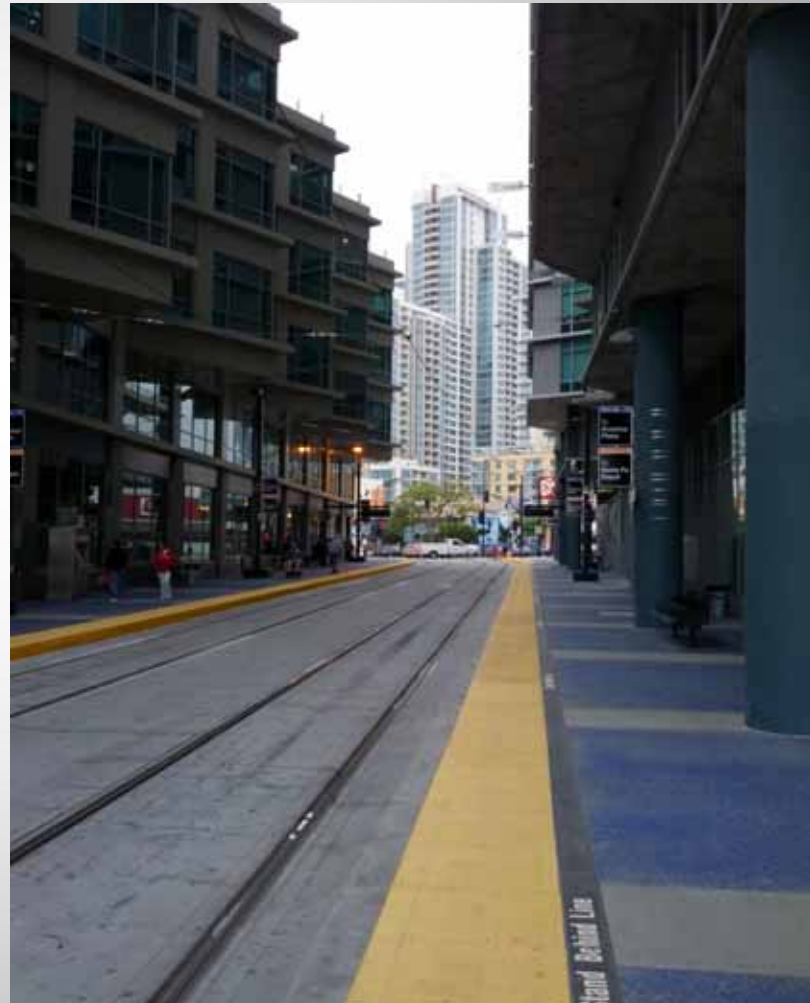


Recommendations for those just getting into TOD

- Identify high-opportunity TOD locations.
- Be flexible.
- Acknowledge that TOD road and traffic issues are real and must be addressed.
- Weigh rapid transit system and segment capacity when considering TODs.
- Put transit funding and financing resources in the project mix for desired community outcomes.

Recommendations for Stakeholders and Decision Makers

- Expand the TOD dialogue.
- Make a paradigm shift for transformative development.
- Expand asset management to include asset productivity.
- Break the mold.



Implementation Action:

Expand the dialogue

- Secure placement on meeting agendas for presentations and dialogue.
- Place articles in “thought leader” newsletters and magazines.
- Provide a targeted, interactive web presence for exchange of ideas and experience.
- Ask advocacy groups and stakeholder associations to link to the final research report.

Implementation Action:

Conduct further research

- The latent value of unused or unproductive transportation real estate
- TOD and affordability, equity, and demographics
- Possible future scans:
 - Scan of mature TODs and what has changed over time
 - Scan of state departments of transportation that have used real estate assets for community development

Implementation Action:

Conduct technology transfer.

- Conduct a peer exchange between experienced TOD participants and those just beginning to consider TOD.
- Apply technology transfer by documenting and tracking the application of study results in Detroit and Seattle.