



Solano Transportation Authority

One Harbor Center, Suite 130  
Suisun City, California 94585

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Members:

Benicia  
Dixon  
Fairfield  
Rio Vista  
Solano County  
Suisun City  
Vacaville  
Vallejo

## Alternative Modes Subcommittee Meeting Agenda

Wednesday, July 23, 2008  
3:00 – 4:30 p.m.

STA Conference Room  
One Harbor Center, Suite 130  
Suisun City, CA 94585

### ITEM

### BOARD/STAFF PERSON

#### I. CALL TO ORDER – SELF INTRODUCTIONS

(3:00 p.m.)

Jim Spering, Chair

#### II. APPROVAL OF AGENDA: JULY 23, 2008

(3:02 p.m.)

#### III. APPROVAL OF MINUTES FROM LAST MEETING: JUNE 18, 2008

(3:02 – 3:05 p.m.)

Jim Spering, Chair

#### IV. INFORMATIONAL ITEMS

##### A. Guest Speaker

Senior Associate Jeremy Nelson from  
Nelson|Nygaard consulting associates will provide a  
brief presentation on multimodal planning.

(3:05 – 3:45 p.m.)

Jeremy Nelson,  
Nelson|Nygaard

#### V. ACTION ITEMS

##### A. Alternative Modes Element Purpose Statement

###### Recommendation:

*Develop an Alternative Modes Element Purpose  
Statement to guide STA staff in preparing element goals  
for the Alternative Modes Subcommittee to consider at  
their August 20, 2008 meeting.*

(4:00 – 4:15 p.m.)

Sara Woo, STA

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### Alternative Modes Subcommittee Members

<u>Jim Spering</u> Chair County of Solano	<u>Alan Schwartzman</u> City of Benicia	<u>Jack Batchelor, Jr.</u> City of Dixon	<u>Chuck Timm</u> City of Fairfield	<u>Jan Vick</u> City of Rio Vista	<u>Steve Wilkins</u> City of Vacaville
<u>Tom Bartee</u> City of Vallejo	<u>Mike Segala</u> City of Suisun City	<u>J.B. Davis</u> Bicycle Advisory Committee	<u>Lynne Williams</u> Pedestrian Advisory Committee	<u>Ed Huestis</u> Technical Advisory Committee	

**VI. NEXT MEETING**

(4:15 p.m.)

- A. Establish date and time for next Committee meeting
- B. Future agenda items/next steps

**Jim Spering, Chair**

**VII. ADJOURNMENT – 4:30 p.m.**

**Jim Spering, Chair**



## STA ACRONYMS LIST OF TRANSPORTATION TERMS

<b>A</b>		<b>P</b>	
ABAG	Association of Bay Area Governments	PAC	Pedestrian Advisory Committee
ADA	American Disabilities Act	PCC	Paratransit Coordinating Council
AVA	Abandoned Vehicle Abatement	PCRCP	Planning and Congestion Relief Program
APDE	Advanced Project Development Element (STIP)	PDS	Project Development Support
AQMD	Air Quality Management District	PDT	Project Delivery Team
		PMP	Pavement Management Program
<b>B</b>		PMS	Pavement Management System
BAAQMD	Bay Area Air Quality Management District	PNR	Park and Ride
BABC	Bay Area Bicycle Coalition	POP	Program of Projects
BAC	Bicycle Advisory Committee	PPM	Planning, Programming and Monitoring
BATA	Bay Area Toll Authority	PSR	Project Study Report
BCDC	Bay Conservation and Development Commission	PTA	Public Transportation Account
BT&H	Business, Transportation & Housing Agency	PTAC	Partnership Technical Advisory Committee (MTC)
<b>C</b>		<b>R</b>	
CAF	Clean Air Funds	RABA	Revenue Alignment Budget Authority
CALTRANS	California Department of Transportation	REPEG	Regional Environmental Public Education Group
CARB	California Air Resources Board	RFP	Request for Proposal
CCCC (4'Cs)	City County Coordinating Council	RFQ	Request for Qualification
CCCTA (3CTA)	Central Contra Costa Transit Authority	RM 2	Regional Measure 2
CEQA	California Environmental Quality Act	RRP	Regional Rideshare Program
CHP	California Highway Patrol	RTEP	Regional Transit Expansion Policy
CIP	Capital Improvement Program	RTIP	Regional Transportation Improvement Program
CMA	Congestion Management Agency	RTMC	Regional Transit Marketing Committee
CMAQ	Congestion Mitigation and Air Quality	RTP	Regional Transportation Plan
CMP	Congestion Management Program	RTPA	Regional Transportation Planning Agency
CNG	Compressed Natural Gas		
CTA	County Transportation Authority	<b>S</b>	
CTC	California Transportation Commission	SACOG	Sacramento Area Council of Governments
CTEP	County Transportation Expenditure Plan	SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act – a Legacy for Users
CTP	Comprehensive Transportation Plan	SCTA	Sonoma County Transportation Authority
		SHOPP	State Highway Operations and Protection Program
<b>D</b>		SJCOG	San Joaquin Council of Governments
DBE	Disadvantaged Business Enterprise	SNCI	Solano Napa Commuter Information
DOT	Federal Department of Transportation	SOV	Single Occupant Vehicle
		SMAQMD	Sacramento Metropolitan Air Quality Management District
<b>E</b>		SP&R	State Planning and Research
EIR	Environmental Impact Report	SR2S	Safe Routes to School
EIS	Environmental Impact Statement	SR2T	Safe Routes to Transit
EPA	Environmental Protection Agency	SRITP	Short Range Intercity Transit Plan
		SRTP	Short Range Transit Plan
<b>F</b>		STA	Solano Transportation Authority
FHWA	Federal Highway Administration	STA	Spare the Air
FST	Fairfield-Suisun Transit	STAF	State Transit Assistance Fund
FTA	Federal Transit Administration	STIA	Solano Transportation Improvement Authority
		STIP	State Transportation Improvement Program
<b>G</b>		STP	Surface Transportation Program
GARVEE	Grant Anticipation Revenue Vehicle		
GIS	Geographic Information System	<b>T</b>	
		TAC	Technical Advisory Committee
<b>H</b>		TAM	Transportation Authority of Marin
HIP	Housing Incentive Program	TANF	Temporary Assistance for Needy Families
HOV	High Occupancy Vehicle	TAZ	Transportation Analysis Zone
		TCI	Transportation Capital Improvement
<b>I</b>		TCM	Transportation Control Measure
ISTEA	Intermodal Surface Transportation Efficiency Act	TCRP	Transportation Congestion Relief Program
ITIP	Interregional Transportation Improvement Program	TDA	Transportation Development Act
ITS	Intelligent Transportation System	TDM	Transportation Demand Management
		TEA	Transportation Enhancement Activity
<b>J</b>		TEA-21	Transportation Efficiency Act for the 21 <sup>st</sup> Century
JARC	Jobs Access Reverse Commute	TFCA	Transportation Funds for Clean Air
JPA	Joint Powers Agreement	TIF	Transportation Investment Fund
		TIP	Transportation Improvement Program
<b>L</b>		TLC	Transportation for Livable Communities
LS&R	Local Streets & Roads	TMA	Transportation Management Association
LTA	Local Transportation Funds	TMP	Transportation Management Plan
LEV	Low Emission Vehicle	TMTAC	Transportation Management Technical Advisory Committee
LIFT	Low Income Flexible Transportation	TOS	Traffic Operation System
LOS	Level of Service	TRAC	Trails Advisory Committee
LTF	Local Transportation Funds	TSM	Transportation Systems Management
<b>M</b>		<b>U, V, W, Y, &amp; Z</b>	
MIS	Major Investment Study	UZA	Urbanized Area
MOU	Memorandum of Understanding	VTA	Valley Transportation Authority (Santa Clara)
MPO	Metropolitan Planning Organization	W2W	Welfare to Work
MTC	Metropolitan Transportation Commission	WCCCTAC	West Contra Costa County Transportation Advisory Committee
MTS	Metropolitan Transportation System	YSAQMD	Yolo/Solano Air Quality Management District
		ZEV	Zero Emission Vehicle
<b>N</b>			
NEPA	National Environmental Policy Act		
NCTPA	Napa County Transportation Planning Agency		
NHS	National Highway System		
NVTA	Napa Valley Transportation Authority		
<b>O</b>			
OTS	Office of Traffic Safety		



**SOLANO TRANSPORTATION AUTHORITY**  
**Alternative Modes Subcommittee Draft Minutes for Meeting of**  
**June 18, 2008**

**I. CALL TO ORDER**

Chair Spring called the meeting to order at 3:00 p.m. A quorum was confirmed.

**MEMBERS**

**PRESENT:**

Jim Spring (Chair)	County of Solano
Mike Segala (Vice Chair)	City of Suisun City
Alan Schwartzman	City of Benicia
Jack Batchelor, Jr.	City of Dixon
Chuck Timm	City of Fairfield
Jan Vick	City of Rio Vista
Steve Wilkins	City of Vacaville
Tom Bartee	City of Vallejo
J.B. Davis	Bicycle Advisory Committee

**MEMBERS**

**ABSENT:**

Lynne Williams	Pedestrian Advisory Committee
Ed Huestis	Technical Advisory Committee

**STAFF**

**PRESENT:**

Bob Macaulay	Director of Planning
Robert Guerrero	Senior Planner
Sam Shelton	Assistant Project Manager
Sara Woo	Planning Assistant

**ALSO**

**PRESENT:**

*In Alphabetical Order by Last Name:*

Paul Wiese	County of Solano
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## **II. COMMITTEE VICE CHAIRPERSON APPOINTMENT**

Chair Spring asked committee members if anyone would like to volunteer to be the Committee's Vice Chair. Member Segala indicated his interest and by a unanimous consensus of those members present, Segala was appointed to be the STA Alternative Modes Subcommittee Vice Chair Member.

## **III. APPROVAL OF AGENDA**

On a motion by Steve Wilkins, and a second by J.B. Davis, the STA Alternative Modes Subcommittee approved the agenda.

## **IV. INFORMATIONAL ITEMS**

### **A. CTP History and Organization:**

Bob Macaulay provided an overview and background on the Comprehensive Transportation Plan (CTP). He briefly discussed the Plan's various Elements and structure.

### **B. Summary of the 2005 Alternative Modes Element:**

Sara Woo presented a power point of the 2005 Alternative Modes Element and highlighted its purpose statement, goals, objectives, subsidiary plans, and general organization of the Element.

### **C. Multimodal Travel Statistics: Obstacles and Opportunities:**

Bob Macaulay discussed the overall travel patterns and future trends for Solano County. He also provided a summary of the 2000 census and the Napa-Solano Travel Demand Model as they pertain to transit services, bicycle routes, and pedestrian facilities.

Member Batchelor asked whether there are usage statistics available for park-and-ride lots showing the "east and west" direction of commuter travel. According to staff, it was noted that there are no such usage statistics for park-and-ride lots.

Bob Macaulay then presented the proposed purpose and goals planning exercise to encourage Subcommittee members to share the obstacles and concerns they work to address daily from their respective constituents. He explained that the exercise would serve to identify obstacles facing the "move away from single-occupancy vehicle use" and then opportunities to address the identified obstacles.

The Committee **opened the “obstacles” discussion.** The committee had the following comments:

- Single-occupancy vehicle is currently more convenient than riding on public transit, walking, or biking
- Real and perceived lack of safety when choosing an alternative mode over taking a single-occupancy vehicle trip
- Lack/decrease of school buses available to school children
- General lack of transit availability in part due to the spread of Solano County’s cities
- With the current public transit infrastructure, user’s choice to take public transit can significantly extend the time it takes to get to work
- The distance between start and end destinations can be very far (for commuters and school children); in effect, walking, biking, or taking the public transit is impractical
- It can be dangerous for some people to bike to their destination when roadways such as State Route 12 are the only option
- Solano County has a significant population that has been diagnosed with asthma; general health issues can be an obstacle, but can be opportunities for improvement
- The lack of privacy for accomplishing some personal tasks such as private phone calls
- Current lack of education (and investment in alternative modes infrastructure) that will convince users that taking public transit in place of driving a single-occupancy vehicle is more affordable
- Lack of alternative modes connectivity to public transit
- Connection to land use could be a potential obstacle since STA does not have direct control over the land use policies adopted by the County

The Committee **opened the “opportunities” discussion.** The committee had the following comments:

- Increase in fuel prices has caused people to consider alternative modes
- Employer incentives (i.e. more regular “commute challenges” versus only annually)
- “Political will” to develop a long-term strategy is increasing
- Invest in transit programs
- Take advantage of a more receptive audience/community toward education:
  - Educating the Public: possibilities/opportunities (i.e. about public transportation availability)
  - Educating staff and elected officials: STA can help meet with member agencies
- Increased potential to adopt policies that each city can look to for guidance
- Adopt a “complete streets” element
- Using the media to educate public: World Wide Web, cable television, etc.
- Developing a stronger vision for more uniform policies regarding the future development of alternative modes through countywide policy forums (i.e. “4 C’s”)
- Commuters participating in rideshare and trips by train can accomplish more work than they could if driving because they aren’t driving.

Chair Spering referenced successful bicycle and pedestrian friendly communities with effective connectivity to mass public transit such as the County of Marin (California) and City of Portland (Oregon). He commented that these communities that are successful today were not developed overnight. Chair Spering also noted that these communities are the direct result of a long-term (i.e. 30 years) process that strategized both the functionality of multimodal transportation connectivity and land use policies.

Chair Spering further explained that Solano County has never developed a strategy to accommodate its future need. J.B. Davis commented that the successful communities of Marin and Portland not only had a strategy, but more importantly, the communities had a “political will” to initiate the strategy. He further explained that Solano County has been lacking in “political will” for such a strategy. Chair Spering asked Mr. Davis to further explain his definition of “political will.” Mr. Davis commented that “political will” is the required action of elected officials working together with a unified vision to implement a long-term plan supported by uniform policies to help lead the public.

Chair Spering commented about the connection between land use policies and the policies that could come out of the Alternative Modes Element that could potentially alter land use policies to consider including requirements like “a shower facility in every new building” or “secure bike storage.” J.B. Davis commented that the cities have an opportunity to look to the Alternative Modes Element policies as guidance for their local policies. Member Batchelor commented that the STA must develop standing policies within its authority to help guide the cities toward a “unified vision.”

Member Schwartzman commented that there are different cities all accomplishing different, yet beneficial projects; however, there is a lack of connectivity across cities. He noted that Solano County would benefit from a consolidated form of public transportation. The consensus among the Committee was that future multimodal connectivity of Solano’s residents to public transportation is a priority.

**D. Alternative Modes Subsidiary Studies and Committee Meeting Schedule**

The Alternative Modes Subcommittee decided that it wanted to meet more often than the suggested three meetings proposed by STA staff. The committee wanted to meet once or twice more with more information to further develop a work plan for the committee. The committee expressed that it should meet once a month for the following two months and meets quarterly after the approval of the Element purpose statement and work plan.

## **V. ACTION ITEMS**

### **A. Alternative Modes Element Purpose Statement and Goals**

#### Recommendation:

Forward a recommendation to the STA Board to adopt the Alternative Modes Element Purpose Statement and Goals for the Solano Comprehensive Transportation Plan as shown in Attachment A.

Chair Sperring commented that it's more vital now than ever that we think "outside the box" to make a difference. He commented that we need a strategy that will plan out the long term investment for the future of Solano County's residents. The committee unanimously decided to table the approval of the Alternative Modes Purpose Statement and Goals. It was a decision of the Committee to have another meeting to discuss the structure of the Element more thoroughly based on the Committee's discussions. The committee expressed interest in inviting a guest speaker with experience in successful transportation planning and land use practices.

## **VI. NEXT MEETING**

### **A. Establish date and agenda for next Committee Meeting**

July 23, 2008 and August 27, 2008

### **B. Future Agenda Items/Next Steps**

To further develop a strategy and work plan for the Alternative Modes Subcommittee

## **VII. ADJOURNMENT**

**The STA Board meeting was adjourned at 5:00 p.m. The next meeting of the STA Alternative Modes Subcommittee is scheduled tentatively for Wednesday, July 23, 2008 3:00 p.m., Solano Transportation Authority Conference Room.**

Minutes submitted by STA staff, Sara Woo, (707) 399-3214, [swoo@sta-snci.com](mailto:swoo@sta-snci.com)



DATE: July 17, 2008  
TO: STA Alternative Modes Subcommittee  
FROM: Sara Woo, STA Planning Assistant  
RE: Alternative Modes Purpose Statement

**Background:**

The Alternative Modes Element of the Solano Comprehensive Transportation Plan has been developed in conjunction with the other two elements to the Comprehensive Transportation Plan: “Transit” and “Arterials, Highways, and Freeways.” The Alternative Modes Element has attempted to inventory and connect the various plans related to alternative modes aspects of transportation, such as the Solano Countywide Bicycle Plan, Solano Countywide Pedestrian Plan, and Solano Transportation for Livable Communities (TLC) Plan. In addition, the element included sections that discussed the “Transportation and Land Use Connection” as well as Ridesharing options in the county.

At the Alternative Modes Subcommittee meeting of June 18, 2008, the Committee met to develop a Purpose Statement and Goals to recommend to the STA Board, however, the Alternative Modes Subcommittee decided that it would be more appropriate to table the approval of a purpose statement and goals for the element. The committee was interested in obtaining more information to better develop a purpose statement and thereafter, consider the element goals.

**Discussion:**

At the June 18, 2008 meeting, the Alternative Modes Subcommittee expressed that there are various factors that contribute to, or, hinder, the development of transit-oriented communities and reduction of single-occupancy vehicle (SOV) trips. After discussing the current obstacles and opportunities for transit-oriented development (TOD) and reducing the number of SOV trips, the committee conveyed that it needed additional information to help them better understand the types of studies, plans, or practices that have been done by communities that have successfully developed their options for multimodal transportation.

The committee requested more information on the following items:

- Case studies of successful/unsuccessful practices
- Case studies of successful/unsuccessful planning efforts
- Examples of recognized transit-oriented communities (i.e. Portland, Oregon; Marin County; some cities in Europe)

The alternative modes element is closely related to (but not exclusive to) Transportation for Livable Communities concepts. The Metropolitan Transportation Commission (MTC) has prepared a case study on successful TLC projects detailing the past 10 years of TLC planning efforts. This package of case studies has been included for the committee to review (**Attachment A**). A PowerPoint prepared by MTC summarizing an evaluation of the past ten years of TLC has also been included (**Attachment B**).

Currently, the overall CTP purpose statement and goals have been approved by the STA Board. The purpose statement and goals of the other two elements of the CTP (“Transit” and “Arterials, Highways, and Freeways”) have also been approved. The following draft Alternative Modes Element Purpose Statement has been developed by STA staff for input and approval by the committee:

“To establish programs and facilities for the transition toward sustainable communities with multimodal<sup>1</sup> transportation choices, incorporating alternative modes of travel as a central part of travel to ensure convenient, healthy, safe, efficient and cost effective travel options for Solano’s residents and workers.”

This purpose statement has been prepared to capture the intention of the committee to take the steps toward the ultimate goal of achieving a sustainable multimodal transportation system in Solano County. Once established, the Purpose Statement will be the basis for the development of the Alternative Modes Element Goals.

**Fiscal Impact:**

None

**Recommendation:**

Develop an Alternative Modes Element Purpose Statement to guide STA staff in preparing element goals for the Alternative Modes Subcommittee to consider at their August 20, 2008 meeting.

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<sup>1</sup> A system or corridor that accommodates all modes of surface transportation including bicycles, pedestrians, transit vehicles, ferries, trains and personal vehicles

## Appendix A: Case Studies

### Ten Years of TLC

Monterey St, Gilroy  
 Intermodal Station, Richmond  
 Main Street, San Mateo  
 Railroad Square, Santa Rosa

Note: This attachment has been modified to include two slides per page, the original can be viewed by visiting: [http://apps.mtc.ca.gov/meeting\\_packet\\_documents/agenda\\_1051/TLC\\_Evaluation\\_Appendix\\_A\\_Case\\_Studies.pdf](http://apps.mtc.ca.gov/meeting_packet_documents/agenda_1051/TLC_Evaluation_Appendix_A_Case_Studies.pdf)



#### EastLake Streetscape Improvements

Oakland, Alameda County

The EastLake Streetscape Improvements Project is notable its contribution to the organization and revitalization of a disadvantaged community. Oakland's EastLake neighborhood, located on the southeast side of Lake Merritt along East 12<sup>th</sup> St. and International Boulevard, has been called "New Chinatown." However, the area is extremely diverse, serving not only Chinese, but also Vietnamese, Mien, Laotians, Cambodians, Latinos, African-Americans, and many others. The neighborhood is centered around Clinton Park and the Clinton Park Community Center, and includes many small, family-owned businesses. While the area has long suffered from poverty, poor housing stock, and aging infrastructure, the City and its community partners have begun to improve the neighborhood's fortunes by taking advantage of the strong sense of community, the rich cultural diversity, and the frequent AC Transit bus service that connects the area to nearby Lake Merritt BART and downtown Oakland.

EastLake's TLC project grew out of an intensive community-based process initiated in the mid-1990's by the East Bay Asian Local Development Corporation (EBALDC). EBALDC brought business owners together to form the EastLake Merchants Association (ELMA), create a commercial revitalization strategy, and form plans to renovate Clinton Park and make the surrounding streets safer and more pedestrian-friendly.

The TLC grant allowed the City to implement the streetscape elements of these plans by widening sidewalks and repainting crosswalks, adding bulb-outs at intersections and bus stops, and installing pedestrian amenities including street trees, benches, and improved lighting. Using additional funds, the City also renovated Clinton Park in early 2007.

"[The project] gives us the feeling that we're part of a little community."

—Jose Macias, Local  
 Restaurant Owner and  
 President of ELMA

#### Project Funding Sources

TLC Funding Awarded: FY 1999-2000  
 Construction: June 2003-January 2005

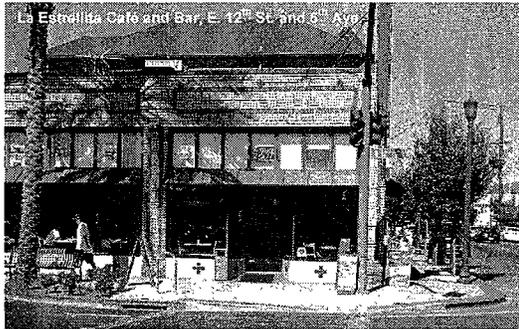
Total project cost:	\$3,069,000
• TLC Capital funds:	\$1,546,000
• Local funds	\$412,000
Required local match:	\$178,000
• HIP grant:	\$184,000
• Transportation Fund for Clean Air:	\$200,000
• Community Development Block Grant:	\$85,000
• Oakland's Measure B	\$180,000
• Oakland Capital Improvement Program	\$200,000
• ACTIA's Measure B	\$262,000

### Meeting TLC Goals

MTC awarded the TLC grant for the EastLake project in the 1999-2000 funding cycle, before TLC's updated program goals were adopted in 2004. While the area still struggles with poverty, crime and other issues, the project has helped the area make progress in achieving each of the TLC goals.

#### Support projects that are developed through a collaborative and inclusive planning process

The EastLake Streetscape Improvements Project grew out of an extensive outreach program that gathered community input and helped organize the neighborhood's residents. EBALDC began its work in the community in 1995 by bringing together local merchants to form ELMA. As part of their neighborhood revitalization efforts, EBALDC and ELMA formed a commercial revitalization strategy, hired Urban Ecology to create a plan for Clinton Park, and conducted community outreach to help the City plan improvements to the streets adjacent to the park. ELMA continued to be involved in day-to-day decisions about the TLC



EastLake Streetscape Improvements

"The streetscape project showed [the City] that something was already going on in the area. It was particularly helpful because it provided a pedestrian connection to the park."  
 -Theresa Navarro-Lopez, Urban Analyst Redevelopment Division, City of Oakland Community and Economic Development Agency

In addition to improving the community's appearance, the streetscape project and the improvements at Clinton Park have reinforced

EastLake as a commercial and cultural center for the Asian population. During the renovation of Clinton Park, the City was careful to preserve a large gathering space in the middle of park for festivals. The park has been home to Oakland's annual Tet Festival since 2001, and over 200 people attended the opening of the renovated Tot Lot in May 2007.

However, while area business owners generally agreed that the neighborhood looks nicer as a result of the project, many expressed concerns about crime, inadequate maintenance, and reduced parking. One business owner told MTC that he had been burglarized 11 times over 3 months in the summer of 2007. "Especially since June, graffiti, litter and gang activity [have been on the rise]. Some of the merchants are scared, they don't know what to do. . . . There's no police presence since we lost our beat officer and our walking officer." A local restaurant owner added, "If anything, [the streetscape project] has made us more frustrated because crime has increased." Several merchants also commented that the streetscape improvements, particularly, the landscaping, was not being maintained. A few others complained that the curb bulb outs reduced the available parking spots near their stores.

project as design and construction proceeded.

Organizing a low-income, diverse, immigrant population was challenging. Urban Ecology, EBALDC and the City often struggled to attract residents to planning workshops and community meetings. However, as Public Works project manager Calvin Hao remembered, "Working with dedicated people [at EBALDC] who spoke the language established our credibility among a population that often distrusts government initiatives."

"Working with dedicated people [at EBALDC] who spoke the language established our credibility among a population that often distrusts government initiatives."  
 -Calvin Hao, Project Manager, Oakland Public Works Agency

Another challenge in the planning process involved questions about the preferred traffic calming measures. City staff and AC Transit both raised concerns about the planned bus bulb outs and crosswalks at uncontrolled intersections. Eventually all parties compromised by keeping the bulb outs but not striping crosswalks at uncontrolled intersections. Calvin Hao recalled, "Our approach was to submit a rough 30% design in the grant application and plan for meetings and revisions later. We should have done more leg work, especially with transportation and maintenance" (different department staff).

#### Enhance a community's sense of place and quality of life

The project has generally improved EastLake's appearance. City staff members hear compliments all the time about the palm trees and other improvements. As the president of ELMA, Jose Macias, put it, "[The project] gives us the feeling that we're part of a little community." The owner of a grocery store on 12th St. added, "People are treating the area better than before."

#### Support a community's infill or transit-oriented development and neighborhood revitalization activities

According to project manager Calvin Hao, "Part of the project's goal was to revitalize an area that already had a dense template. . . . We encouraged businesses to stay, come in, renovate." Since the streetscape project was finished, property owners have started to make improvements and developers have begun to plan new projects on the neighborhood's vacant lots. Theresa Navarro-Lopez, who managed the TLC project for the City's Redevelopment Division, told MTC, "We don't see much of that type of development in other parts of the Redevelopment Area." Sales tax revenues from the EastLake neighborhood have also risen steadily since the project was completed in early 2005.

In addition to contributing to EastLake's economic development, the streetscape project helped convince the City to further invest in the neighborhood by renovating Clinton Park. Ms. Navarro-Lopez explained, "The streetscape project showed [the City] that something was already going on in the area. It was particularly helpful because it provided a pedestrian connection to the park."

Table 1. Project Area Sales Tax Revenues

Calendar Year	Sales tax Revenue	Annual Percent Change
1997	\$194,581	--
1998	\$216,838	11.4%
1999	\$211,902	-2.3%
2000	\$232,707	9.8%
2001	\$228,106	-2.0%
2002	\$224,423	-1.6%
2003	\$218,266	-2.7%
2004	\$219,309	0.5%
2005	\$235,787	7.5%
2006	\$256,985	9.0%

**Table 2. "Before" and "After" Pedestrian and Bike Counts**

Location	Pedestrian Count (Hourly Average)		Bicycle Count (Hourly Average)	
	April 2001	April 2005	April 2001	April 2005
6 <sup>th</sup> Ave. & East 12 <sup>th</sup> St.	19	100	1	8
7 <sup>th</sup> Ave. & International Blvd.	30	269	2	29
8 <sup>th</sup> Ave. & International Blvd.	34	338	3	18

Source: City of Oakland, June 2005, "Pedestrian and Bicycle Tabulations," Transportation Fund for Clean Air (TFCA) Final Report.

**Support well-designed, high-density housing and mixed use developments that are well-served by transit, or will be in the future**

Several mixed-use and housing projects are being planned for the EastLake area. For example, Oakland's Planning Commission is currently considering one mixed-use building on International Blvd. that would include 94 housing units and about 3,000 square feet of retail, and another with 21 residential units and 663 square feet of retail. Some property owners have been inspired to creatively reuse existing facilities. For example, the historic Mutual Creamery milk factory on 11<sup>th</sup> Street was renovated in 2006 and converted to residential lofts.

AC Transit bus lines run every 10 to 20 minutes on two key routes through the middle of the project area. Streets, connecting residents to the Lake Merritt and 12<sup>th</sup> St./City Center BART stations. AC Transit is also planning to run its first Bus Rapid Transit (BRT) service along International Boulevard. In addition, the project area is about three-quarters of a mile from

the Lake Merritt BART station and just over one mile from downtown Oakland offering excellent access to jobs, services, and regional transit.

**Improve a range of transportation choices by adding or improving pedestrian, transit and/or bicycle facilities**

The project significantly improves EastLake's pedestrian environment and facilitates transit access while leaving room for future bicycle improvements. The project's major transportation goal was to enhance pedestrian safety, in the hope that getting more people out on the street would help revitalize the neighborhood. According to the City's "before" and "after" pedestrian counts, shown in Table 2, pedestrian traffic increased dramatically between April 2001 (two years before construction began) and April 2005 (several months after the project was completed). In addition, the majority of business owners surveyed observed more of their customers walking since the project was completed, though several commented that dangerous traffic and recent criminal activity were driving pedestrians away.

Table 2 also shows an impressive increase in bicycle traffic, perhaps in part because of the improved streetscape and bicycle racks included in the project. While the project did not include bicycle lanes, the design left room for future lanes on East 12<sup>th</sup> St. depending on feasibility work which the city plans to undertake.

In order to improve bus access without impeding traffic, the City installed bus shelters downstream of intersections, as well as bus bulb outs on International Blvd. (To allow for future bike lanes, no bulb outs were installed on East 12<sup>th</sup> St.) AC Transit data (Table 3) on the number of passengers boarding and

exiting buses in the project area indicate that between 2003, when construction began, and early 2007, the number of passengers boarding in EastLake rose by about 4%. Taken together, the number of passengers boarding and exiting remained about the same. The increase in boarding passengers mirrors the 4% ridership increase experienced by the AC Transit System as a whole during approximately the same period.

**Table 3. AC Transit Ridership: System and EastLake Area**

	2003-04	2006-07	Change between 03-04 and 06-07
AC Transit System Total Passengers	64,690,206	66,962,700	3.51%
EastLake Area Ons and Offs	4,277	4,193	-1.96%
EastLake Area Ons	2,123	2,222	4.66%
EastLake Area Offs	2,154	1,971	-8.50%

Systemwide data collected in fiscal years 2003-04 and 2006-07; EastLake data collected in summer and fall of 2003 and December 2006-June 2007

Definitions:  
**Total passengers:** Total of all adult, youth and student, senior and disabled, inter-operator paid transfer, and non-revenue boarding.  
**On:** Total number of boarding passengers at the stop listed for the route in that direction for the day type indicated  
**Off:** Total number of alighting passengers at the stop listed for the route in that direction for the day type indicated  
**EastLake Area:** AC Transit stops on the following routes/locations:  
 Routes 11, 40/40I, 43, 82/82L, and 801

Sources: AC Transit and MTC

**Lessons Learned**

- Timing of project in terms of neighborhood's economic development affects how you should judge it (a first step/catalyst or part of overall picture)
- Partner with local NGOs to get stakeholder input on plans before funding becomes available
- Start off with completely developed 30% drawings with internal buy-in
- Maintenance is an issue
- Importance of addressing other issues such as crime which directly impact the project area (see Richmond)
- Changes to parking is critical for getting business owners on board
- Award of a TLC grant can bring a substantial amount of additional funding to a project area with strong local commitment

**EastLake Case Study: Data Collected**

To evaluate the EastLake Streetscape Improvements Project, MTC used the following methods:

- Surveyed and interviewed Public Works and Redevelopment staff who managed the project
- Surveyed seven local business owners.
- Collected data from the City of Oakland and AC Transit on sales tax revenue, bicycle and pedestrian traffic, and transit ridership.



**Project Funding**

Grants awarded FY 1998-99, FY 2000-01, FY 2004-05  
 Construction: 2001-2007 (in 3 phases)

Total project cost:	\$ 8,668,000
• TLC Capital funds (three grants):	\$ 4,528,000
• Local funds	\$ 3,735,000
Required local match	\$ 430,000
• Bay Area Air Quality District grant:	\$ 405,000

**Monterey Street Streetscape Improvements**  
 Gilroy, Santa Clara County

The Monterey Street Streetscape Improvements project exemplifies how a TLC grant can catalyze neighborhood revitalization. Located at the southeastern most edge of the nine-county region, Gilroy historically served as a commercial and agricultural hub for ranchers from Santa Clara and San Benito Counties and into the San Joaquin Valley. The downtown area around the train depot on Monterey Street was particularly active in the late 1800's and early 1900's. Monterey Street's vitality faded, however, as the importance of rail decreased and Highway 101 was rerouted to bypass downtown Gilroy entirely.

*"The streetscape improvements were the first visible sign that something could be done downtown."*  
 --Gregg Polubinsky,  
 Gilroy City Planner

By March 2001, a survey of the historic commercial core on Monterey between Third Street and Tenth Street found at least 18 vacant storefronts.

Beginning in the late 1980's and 1990's, the city council and business community prioritized restoring and developing the downtown Monterey Street area as outlined in the city's downtown specific plan. MTC subsequently awarded Gilroy three TLC Capital grants, totaling \$4.5 million, for streetscape improvements beginning at the Gilroy Caltrain Station at Eighth Street and continuing north to Fourth Street.

Improvements included wider sidewalks, bulb-outs, pedestrian scale lighting, street furniture, landscaping, and other pedestrian safety measures. The TLC project has set in motion a wave of new development. As city planner Gregg Polubinsky reported, "The streetscape improvements were the first visible sign that something could



Gilroy's vision for Monterey Street  
 Source: Downtown Gilroy Specific

be done downtown." The new streetscape gave merchants, landowners and developers the confidence to reinvest in Monterey Street properties.

**Meeting TLC Goals**

The first two phases of the Monterey Street project were funded and constructed before TLC's goals were refined in 2004. Nevertheless, the project successfully fulfills each of the program's five goals.

**Support a community's infill or transit-oriented development and neighborhood revitalization activities**

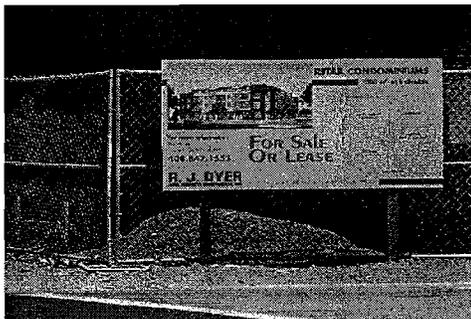
Gilroy's TLC Capital grants were a key component of the city's broader strategy for revitalizing downtown. Since the late 1980's, the city council has made downtown development its primary goal. Spurred on by the streetscape improvements, Gilroy adopted a Downtown Specific Plan in 2005 that drew its streetscape elements directly from the TLC project. To encourage new construction, the city has waived all development fees in the downtown area since 2003. Meanwhile, Mayor Al

Pinheiro has consistently encouraged business to follow the city's lead by improving storefronts.

The results of this intense focus on downtown development have been dramatic. Before the streetscape improvements, "zero" development was going on downtown. Since the project was implemented, however, city planner Gregg Polubinsky says, "We hear all the time that retail business, office rental prices, and land values are increasing." Construction temporarily reduced sales, but four of six business owners surveyed reported that overall, the project had positively affected their businesses.

The TLC project has attracted new developers and encouraged existing property owners to touch up their storefronts. Developers have been surprised at the high prices that new buildings can command. Some buildings are still vacant, in part because the older structures are unreinforced masonry, a historical legacy that Gilroy is addressing with a new incentive program for retrofitting buildings by 2009. Overall, however, downtown's economic situation is on the upswing.

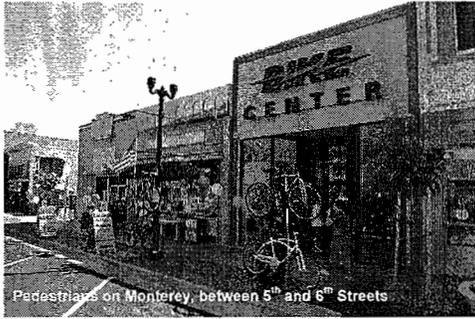
*"I tore down my old building and built a new one in support of the [streetscape] project. It's a lot more pleasant to be downtown."*  
 -- Owner of Vacuum Center,  
 Monterey Street between 5<sup>th</sup>  
 and 6<sup>th</sup> Streets.



**Support well-designed, high-density housing and mixed use developments that are well-served by transit, or will be in the future**

Since the streetscape project was implemented, one mixed-use project has been completed on Monterey between Fourth and Eighth Streets and sixteen more are in the works. In total, 355 housing units in mixed-use developments have been built or are planned for the Downtown Specific Plan area, which is centered

around the Monterey Streetscape project. Although Gilroy does not have an affordable housing requirement, 101 of those new units are affordable



**Improve a range of transportation choices by adding or improving pedestrian, transit and/or bicycle facilities**

The Monterey Streetscape project has made walking and bicycling safer and more pleasant. City staff have noticed a moderate increase in pedestrian volume compared to 2004, when the city conducted a pedestrian survey on Monterey between Fourth and Sixth Streets. Transportation Engineer Don Dey joked about the survey, "It was easy to count, because no one was there."

Pedestrian volume appears to have increased since the project was completed, although downtown is still not highly activated. Of the fourteen end users and six business owners surveyed, five reported walking more since the project was finished, and seven reported seeing others walking more.

Respondents generally agreed that the project had made the neighborhood safer and more attractive, but as one woman put it, "[It's] appealing to come [downtown], but there's no where to come to." Another commented that the "businesses haven't changed." Several respondents believed that the changes had made traffic lanes and signage more confusing and parking more difficult. These concerns may be resolved as more new buildings are completed and the community adapts to the street changes.

The TLC project has also improved the community's access to transit. The redesign of Monterey Street permitted VTA to start running buses along the street for the first time since the 1980's. The new bus line connects downtown Gilroy with San Jose.

**Enhance a community's sense of place and quality of life**

Gilroy's General Plan envisions a "vibrant downtown [that] will be the pride of Gilroy's residents and the focal point of activity in the City." Almost all the survey respondents agreed that the streetscape project had a positive effect on the neighborhood, citing the "great sidewalks, lighting" and "new look." Downtown still competes for visitors with cultural and retail centers in other parts of the city, but the streetscape project and related improvements have attracted new, community-sponsored activities to the area.

*"About a week ago, I joined about 300 other Gilroyans in what is becoming the best deal in town, Fifth Street Live Music and Open Air Market. . . . I met my husband for dinner at Los Pericos, sat outside and had a terrific chicken tostada while listening to the band warm up. . . . We strolled from vendor to vendor buying cherries, onions, garlic, tomatoes. . . ."*

—Gilroy Resident, Letter to the Editor, *Gilroy Dispatch*, July 14, 2007

Since 2003, residents have gathered downtown on Friday nights in the summer for "Fifth Street Live," a series of open-air concerts sponsored by the Gilroy Downtown Business

*"Everything is beautiful, from the Old City Hall down. It's appealing to come, but there's nowhere to come to. Outlet [stores off Highway 101] took the beauty out of the street."*

—Pedestrian on Monterey Street

Association. This year, a farmer's market was added to the concert nights. The Business Association also

sponsors "Hot Rods 'n Cool Flicks," a summertime series of outdoor movies on Monterey and Fifth Street. The construction of a new Civic Center immediately south of Monterey Street should bring additional activity to the area.

**Support projects that are developed through a collaborative and inclusive planning process**

The Monterey Street project builds on an inclusive planning effort for Gilroy's downtown that began in the mid-1980's. For the specific planning of the Monterey Street corridor, the city partnered with the Gilroy Downtown Development Corporation, a non-profit organization of downtown merchants and property owners. Four community workshops about the corridor were held between 1999 and 2001, and community members presented additional ideas at a three-day design charrette in 2004. In addition to Gilroy Downtown Development Corporation members, participants in the planning process included additional business and property owners in the target area, the Gilroy Economic Development Corporation, the Gilroy and Hispanic Chambers of Commerce, the Visitor's Bureau, local non-profits, and residents and elected officials.

City staff continued to solicit community development even after the planning was completed. During construction, the engineering department held weekly meetings with merchants and property owners to update them on the project's process. Transportation Engineer Don Dey told MTC, "The meetings put a strain on our workload, but the merchants brought up good questions and issues. We would have regretted it if we hadn't done it."

**Lessons Learned**

- Follow a specific plan to guide the way, including input from key stakeholders and property owners
- Amount of grant funding are critical to high impact projects affecting an entire neighborhood instead of a couple city blocks by attracting businesses and new investment.
- Streetscape improvements are just the first step. Investments, both public and private, take some time to get momentum.
- Parking is critical for getting local business owners on board.
- Maintenance is critical and partners must consider this during application process and design.
- Redeveloped downtowns will not ensure transit ridership

**Monterey Street Case Study: Data Collected**

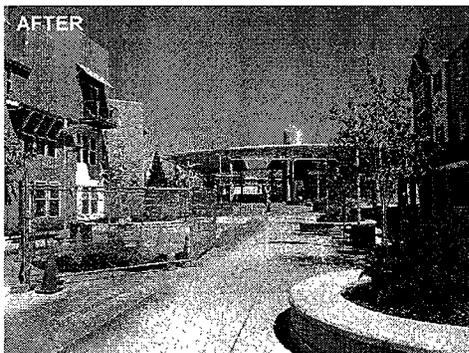
To evaluate the Monterey Street project, MTC used the following methods:

- Surveyed and interviewed city engineers who managed the project and city planner in charge of downtown planning
- Interviewed six business owners and seven pedestrians.
- Distributed approximately 40 postcard surveys. Seven surveys returned.

**Caltrain Weekly Passenger Boardings**

	Feb. '95	Mar. '96	Feb. '97	Feb. '98	Feb. '99	Feb. '00	Feb. '01	Feb. '02	Feb. '03	Feb. '04	Feb. '05	Feb. '06	Feb. '07
Gilroy Station	198	182	300	394	420	468	569	421	357	228	210	141	144
Annual Change		-8.1%	65.1%	31.1%	6.7%	11.4%	21.6%	-26.0%	-15.2%	-36.6%	-7.3%	-32.7%	1.7%
Caltrain System	20062	21419	25197.8	27062.2	26634	30186.2	34220.4	29658.8	26107	24546.6	27331.4	30792.8	32540.6
Annual Change		6.8%	17.6%	7.4%	-1.6%	13.3%	13.4%	-13.3%	-12.0%	-6.0%	11.3%	12.7%	5.7%

\*Highway 101 widening from two to four lanes completed



**Richmond Intermodal Transit Station and Nevin Walkway/Plaza**  
Richmond, Contra Costa County

The Richmond Intermodal Transit Station and Nevin Walkway and Plaza are part of the Richmond Transit Village, one of the first transit-oriented developments in the region. The Transit Village is centered around the Richmond BART, Amtrak, and AC Transit intermodal station. In 1999, the three Census tracts surrounding the station had the lowest incomes in Richmond and Contra Costa County, the highest unemployment rates, and the highest percentage of the population on public assistance. Conceived of as a way to revitalize the neighborhood by providing improved security and new retail, public space and ownership housing, the Transit Village's success has proven the demand for high-density, mixed-use housing near transit, and given the City and developers the confidence to proceed with additional projects.

During the first phase of the Transit Village project, the Richmond Community Redevelopment Agency (Redevelopment Agency) used TLC funding to elevate the Nevin Avenue Walkway and Plaza, which provide primary access to the west side of the station, and to build a new Intermodal Transit Station. Phase I also included a townhouse complex

known as MetroWalk, immediately adjacent to the west side of the station. Three retail pads and an 800-space BART garage facility to replace the surface parking lot are also planned. Phase II will elevate the east-side station entrance and bring additional housing and retail space to the station area. In addition to funding the Nevin Walkway/Plaza and the Intermodal Transit Station with two TLC Capital grants, MTC has awarded Richmond a HIP grant, which the City plans to put towards elevating the eastern station entrance.

"[The project] is beautiful – it brings beautiful faith to Richmond."  
--Survey respondent

**Project Funding Sources**

Funding awarded: FY 1998-99, 2004-05, 2006-07 cycles

<b>Total project cost:</b>	<b>\$10,700,000</b>
• TLC Capital Funds:	
o Nevin Walkway/Plaza	\$1,600,000
o Downtown connections	\$1,100,000
• Housing Incentive Grant:	
o Station Access improvements	\$865,000
• Local funds	\$7,135,000
o Required local match:	\$410,000
• Related Station Area Improvements	
o Center platform (Amtrak)	\$4 million
o BART Replacement parking garage	\$29 million

**Meeting TLC Goals**

As part of one of the earliest transit-oriented developments in the region, the Richmond TLC project very successfully fulfills the TLC program goals, particularly those related to transportation and housing supply.

**Improve a range of transportation choices by adding or improving pedestrian, transit and/or bicycle facilities**

The Richmond BART/Amtrak station is a hub not only for BART and Capital Corridor service, but also for AC Transit and Golden Gate Transit buses. The Intermodal Transit Station and Nevin Walkway/Plaza projects

have improved the community's access to bus and rail by making it easier and safer for pedestrians and bicyclists to access the station.

"I take public transportation more because [the station] looks better. Before it looked scary [around the Richmond station], and I'd take BART from El Cerrito. Now I park here [to] take BART."  
 -Survey respondent

Before the Nevin Walkway improvements, BART riders accessed the station using a below-grade, poorly lit walkway. Now the walkway is level with its surroundings, well lit and

aesthetically pleasing, and leads to the colorful new station building. Pedestrian and bicycle traffic and station use increased as a result of these improvements. Of the twenty-one local business owners and pedestrians surveyed for this evaluation, ten reported that they took transit more since the improvements were made, and five reported walking more. One respondent told MTC, "I take public transportation more because [the station] looks better. Before it looked scary [around the Richmond station], and I'd take BART from El Cerrito."

Many residents of the Transit Village have also changed their travel behavior since moving to MetroWalk. A 2006 survey of residents conducted by the West Contra Costa Transportation Advisory Committee (WCCTAC) found that 55% of responding households had decreased their vehicle use since moving to MetroWalk. While the number of riders using the BART station has fluctuated widely over the past few years, boardings at the Richmond Capital Corridor station have increased much more quickly than the line's overall ridership, as shown in Table 1.

**Support well-designed, high-density housing and mixed use developments that are well-served by transit, or will be in the future**

The first phase housing component of the Richmond Transit Village, MetroWalk, consists of 132 ownership units, 50% of which are affordable for moderate-income households. The project was conceived as a test of the economic viability of high-density, market-rate housing in a disadvantaged neighborhood – a test which, by all accounts, has been highly successful. Sales coincided with the housing boom. The units were originally priced at about \$280,000, and the last one sold for \$450,000. MetroWalk's proximity to transit has clearly contributed to its popularity. Over 90% of residents who responded to WCCTAC's

**Table 1. Capital Corridor Ridership: Richmond Station v. Total Ridership**

	Apr-01	Apr-02	Apr-03	Apr-04	Apr-05	Apr-06
Richmond Station Boardings	3,986	5,060	6,175	7,165	8,030	8,520
Annual Change	—	26.94%	22.04%	16.03%	12.07%	6.10%
Total Capital Corridor Ridership	95,721	97,293	99,337	102,840	105,736	108,550
Annual Change	—	1.64%	2.10%	3.53%	2.82%	2.66%

Source: BART

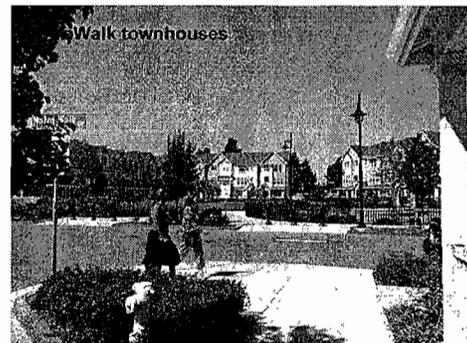
Richmond Intermodal Transit Station and Nevin Walkway/Plaza

2006 survey reported that transit access was an important factor in their decision to move to MetroWalk.

Most importantly, perhaps, MetroWalk gave developers the confidence to continue building in the area. The Olson Company, the company that developed MetroWalk, is proceeding with three 2,000 square foot retail pads within the Transit Village. A.F. Evans is about to begin construction on a mixed-use project at 12<sup>th</sup> and Macdonald that will include 237 condominiums, 15% of which will be affordable, and 24,000 square feet of retail. The new parking garage on the east side of the station will include 8,000-10,000 square feet of retail. The Redevelopment Agency is also working with The Olson Company to build additional condominiums as part of the second phase of the project.

**Support a community's infill or transit-oriented development and neighborhood revitalization activities**

The Redevelopment Agency and its partners envisioned the Transit Village as a crucial first step in revitalizing this disadvantaged area, and as a test of the economic viability of market-rate, relatively high-density housing. MetroWalk was the first new market rate housing built in the area in 25 years. Because the perceived risk of developing such a project was so high, the Redevelopment Agency settled for moderate density – about 20 dwelling units per acre – and subsidized the development. Now that the housing product's viability has been established, A.F. Evans is pursuing higher density development without a subsidy. Michael Williams, Redevelopment Project Manager for the project, says that for the developers he works with, "It's not just about how well it might pencil out financially, but about being part of something positive. Developers are happy to be part of the solution."

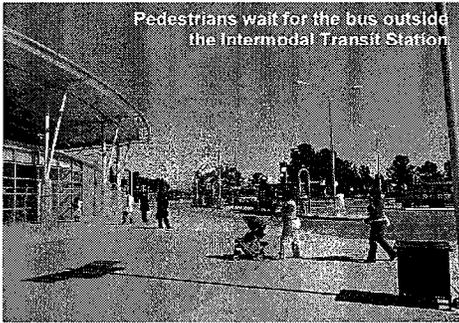


The improvements also seem to have benefited the existing businesses in the area. Redevelopment Agency staff report that several new businesses have moved to the area, and most of the business owners who were surveyed for this evaluation reported that the project had positively affected their businesses.

**Enhance a community's sense of place and quality of life**

The Transit Village has attracted a range of new community activities to the area. Redevelopment Agency staff members have observed people enjoying coffee and lunch in Nevin Plaza, and eleven of the seventeen business owners and other end users surveyed agreed that more people were visiting the neighborhood since the project was finished. Many respondents commented on the station area's improved appearance. One business owner told MTC, "[The project] is beautiful – it brings beautiful faith to Richmond."

A few blocks away, Kaiser has started a weekly farmer's market, and this year the Richmond Main Street Initiative moved



its annual series of summer concerts, "Music on the Main," to a lot across the street from the BART station. The Main Street Initiative's executive director, Amanda Elliott, told the *Contra Costa Times* on August 16, 2007, "We feel we'll be able to draw a larger crowd of folks coming from BART. . . . It's also across the street from the new [housing] (by the BART station). We hope to attract an array of folks." The first concert in the series drew large crowds.

Despite the increased level of activity around the station, however, the area still struggles to leave the past behind. In the WCCTAC survey, MetroWalk residents complained that noise, loitering and vagrants, and safety were their top concerns. According to Gary Hembree, Chief of Redevelopment Projects, the big challenge in selling homes in an area with heavy pedestrian, bus and car traffic is "educating buyers about urban life. We want the neighbors to be engaged and vigilant, but also to understand that living on a busy corridor comes with tradeoffs."

### **Support projects that are developed through a collaborative and inclusive planning process**

In the early 1990's, the Redevelopment Agency began working with neighborhood groups and the Richmond Downtown Merchants Association to create a vision for the station area. The neighborhood groups identified for-sale housing, new retail, public space, and safety and security as top priorities. These concerns were incorporated into the *1996 Development Feasibility Study for the Richmond BART Station*, which laid out guidelines for developing the Transit Village.

The West Contra Costa Transportation Advisory Committee (WCCTAC), one of four Regional Transportation Committees in Contra Costa County, took the lead in securing funds for the project. BART, AC Transit and Amtrak all played active roles in designing the Transit Village as well. Throughout the implementation process, Redevelopment staff has made regular presentations on the project's progress to neighborhood and business groups.

### **Lessons Learned**

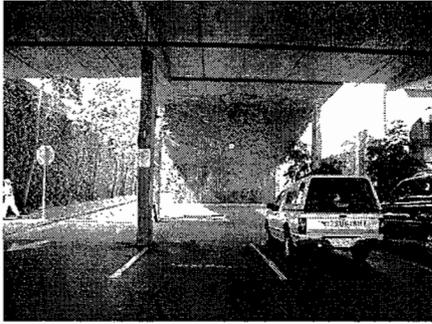
- TOD should be done in the context of larger planning efforts so residents aren't isolated
- Balancing engaged neighbors with NIMBYism
- Coordinating and phasing grant funding
- Public safety improvements need to be planned for
- Educating buyers about urban living can be difficult

<sup>1</sup> WCCTAC, "Richmond MetroWalk Resident Survey Summary," March 2006.

#### **Richmond Case Study: Data Collected**

To evaluate the Richmond project, MTC used the following methods:

- Interviewed Redevelopment Agency:
  - Development Project Managers in charge of the project
  - Business Assistance Officer familiar with area economic development.
- Interviewed six business owners
- Interviewed eleven other end users.
- Distributed 25 postcard surveys; 4 returned.
- Collected data on BART and Capital Corridor ridership.



**Project Funding Sources**

Funding awarded: FY 1999-2000 cycles

Total project cost	\$13,000,000
• TLC Capital Funds:	
o Main Street Connections	\$1,900,000
• Local funds	\$10,100,000
o Required local match:	\$219,000

**Main Street Pedestrian Corridor and Transit Center Links**  
San Mateo, San Mateo County

San Mateo's Main Street Pedestrian Corridor and Transit Center Links project was planned and implemented as part of a larger effort to create a pedestrian-friendly, transit-oriented downtown with a distinct identity. Before work began in 2000, a dilapidated train station and a bleak, cement parking structure greeted visitors entering downtown San Mateo. The old garage spanned half a block and included an overhang that covered the City's Main and Second Streets and butted against the street's historic buildings.

In the late 1990's, the City began a make over of the downtown that included relocating and improving the Caltrain station, tearing down the old parking structure, and replacing the garage with a pedestrian walkway and plaza, a multi-screen cinema, retail spaces, and new parking facilities. These improvements provided an amazing opportunity to rethink how the downtown would function. TLC funded construction of a pedestrian-only walkway, known as the Main Street Promenade, which stretches from First to Third Streets, as well as streetscape improvements on the surrounding streets. San Mateo also received a HIP grant for a downtown housing project that helped fund additional streetscape improvements in the downtown area. These funds were matched with tens of millions for the garage and station relocation, as well as considerable private equity.

"When I found out about the new movie theater, I thought, 'Why not [help] bring energy to downtown San Mateo?'"  
--Restaurant Owner, downtown San Mateo

The TLC project improved pedestrian access by connecting the relocated transit station to the new cinema and parking garage and other revitalized uses. The improvements have drawn significant foot traffic to Main Street, helping to activate the area and improve the business climate. Together, the TLC-funded walkways and the new transit station, cinema, and garage are helping downtown San Mateo become a destination for Peninsula residents.

Main Street Pedestrian Corridor and Transit Center Links

San Mateo, San Mateo County

**Meeting TLC Goals**

With its Downtown Specific plan the city rethought how the historic downtown could function with a major influx of capital, including relocation of the Caltrain station and a key city garage. The TLC project clearly supported that planning process and the city's effort to re-energize the downtown.

**Support a community's infill or transit-oriented development and neighborhood revitalization activities**

The Caltrain station and Main Street improvements laid the foundation for attracting new private investment to

"Before, there were mostly second hand stores and lower quality retail, mostly neighborhood-serving stores. Now downtown is a more of a draw."  
--Laura Snideman, Economic Development Manager, San Mateo

downtown. Several new housing projects (described below) have been built a few blocks away from the project. The area immediately surrounding Main Street has seen local property owners make improvements to their storefronts, and new businesses are rapidly replacing older ones and moving into previously vacant retail spaces. The new Main Street parking garage included six new retail spaces, all of which have tenants. The City's Economic Development and Business Assistance department has documented an overall decrease in vacancy rates and increase in property values.

Business activity in downtown San Mateo has also increased. Sales tax revenue from restaurants increased 400% in the first 6 months after the TLC and related improvements opened, and whereas business used to peak between 11 a.m. and 1 p.m., counts now show an additional spike in activity between 7 p.m. and 9 p.m. Before the project, the area was

economically weak, as measured by sales tax receipts between 1993 and 1998.

Laura Snideman, the City's Economic Development Manager, summarized the transformation of San Mateo's downtown, "Before, there were mostly second hand stores and lower quality retail, mostly neighborhood-serving stores. Now downtown is a more of a draw." This is an exciting prospect for new merchants, who see, as one put it, an "opportunity to rise with [downtown's] economic development." Another new business owner said, "When I found out about the new movie theater, I thought, 'Why not [help] bring energy to downtown San Mateo?'"

Some of the older businesses that have not been replaced, however, have struggled in the new climate. The owner of a 20-year old taqueria on Main Street told MTC, "You see more people, but they're not coming in." City staff members have also heard complaints from older businesses that lost parking spaces



immediately in front of their storefronts, although the project increased the overall amount of parking downtown.

**Support well-designed, high-density housing and mixed use developments that are well-served by transit, or will be in the future**

In addition to improving the business climate, downtown San Mateo's makeover has helped attract several large, infill housing projects to the area. The developer Prometheus began planning the Metropolitan, a condominium complex a few blocks away from the Main Street Promenade, as construction began on the transit station and related improvements. According to City staff, when Prometheus learned that the project would include a new cinema and additional retail space, the company decided to make the project bigger and more dramatic. As constructed, the Metropolitan spans two city blocks and includes 218 units. The City received a HIP grant for the project, which was used to continue the downtown streetscape improvements all the way to San Mateo's "Gateway," where automobiles coming off of Highway 101 enter the city.

**Table 1. Samtrans Daily Ridership**

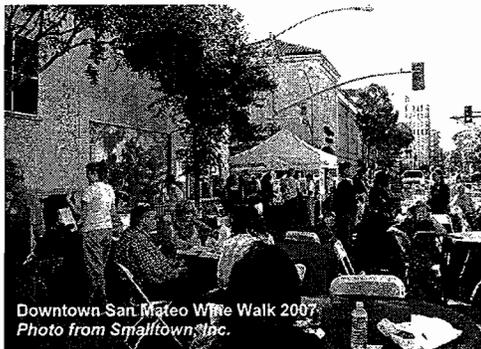
	May 1999	May 2007	Percent Change, 1999-2007
Route 250*	1,437	1,676	16.6%
System	64,452	50,176	-22.1%

\*For Route as a whole. Previously Route 43N.  
Source: Samtrans

and other external events (Table 1). Since the project was finished in 2003, the number of passengers boarding at the San Mateo Caltrain station has started to recover from the slump that the whole system experienced in the first part of the decade (Table 2).

**Enhance a community's sense of place and quality of life**

The walkway and plaza have transformed what Larry Patterson described as an "UGLY garage – a real eyesore" into a public meeting place. Activity in the area has increased dramatically. All of the pedestrians surveyed for this evaluation agreed that more people were visiting the area since the improvements were made, especially on weekends and evenings. Respondents observed that "people come from all over" and that there is a "fun



vibe, with more young people"

**Improve a range of transportation choices by adding or improving pedestrian, transit and/or bicycle facilities**

Tearing down the old Main Street parking garage opened Main and Second Streets to the sky and created the opportunity to link the new Caltrain station to the rest of downtown with a pedestrian

**Table 2. Caltrain Weekly Passenger Boardings**

STATION	Feb. '02*	Feb. '03	Feb. '04	Feb. '05	Feb. '06	Feb. '07
San Mateo	1,302	1,084	1,004	1,062	1,238	1,300
Annual Change	-6.3%	16.7%	-7.4%	5.8%	16.6%	5.0%
All Caltrain Stations	29,659	25,107	24,547	27,331	30,793	32,541
Annual Change	13.3%	12.0%	-6.0%	11.3%	12.7%	5.7%

\*Construction completed in late 2002  
Source: Caltrain

walkway. The TLC project capitalized on this opportunity, creating an inviting, pedestrian-only promenade on Main Street and upgrading the appearance of the cross-streets. City staff and the end users interviewed for this evaluation have all observed an increase in pedestrian traffic on Main Street and the surrounding area since the project was completed. Public Works Director Larry Patterson remembered, "I used to work on Second Street, and when I had dinner downtown, no one would be on the streets. You could go anywhere and find parking easily. Now we're filling up parking 5 blocks away from the cinema."

San Mateo's downtown improvements also likely helped increase public transportation ridership. Daily ridership on Samtrans Route 250, which serves downtown San Mateo and Foster City, has increased slightly since the late 1990's, while overall Samtrans ridership has decreased with the dot-com bust

The area attracts thousands of additional residents and visitors for community- and city-sponsored events. Every year, the Main Street area hosts the Downtown Merchant's Association's wine walk and non-profit Asian-American and Italian festivals. A few blocks away in Central Park, the City co-sponsors annual free Shakespeare festivals and a summer music series.

**Support projects that are developed through a collaborative and inclusive planning process**

In the 1990's, San Mateo decided to move its Caltrain station to improve traffic flow and to facilitate the downtown's redevelopment. The TLC project grew out of the planning process for the new transit center. After the City received a federal grant in 1994 to help build the station, City Council appointed a 14-member Citizens Overview Committee. Comprised of business owners, residents and commuters, the Committee was charged with conducting a planning study about the transit center and the surrounding area. In its final report, the Committee recommended enhancing the historic downtown by replacing the Main Street Garage with a movie theater, new parking facilities, retail spaces, and a pedestrian walkway. The public was given an opportunity to comment through a series of open houses and community meetings. Local newspaper coverage also helped engage the public and increase overall participation. Additional public meetings were held in 1998 and 1999 as the City continued to develop plans for the project and conducted an Environmental Impact Report.

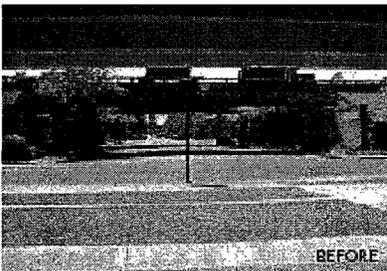
Initially, the project inspired some community opposition. In 1999 and 2000, several local merchants filed lawsuits about the environmental review process for the cinema and the use of

Redevelopment Agency money to fund the new parking garage. The lawsuits were settled in the City's favor, and once the project was finished, most of those who had challenged it agreed that the changes had improved downtown. One of the initial opponents told MTC that he now thinks the project should have been more ambitious. "It's better than it was, but not as good as it should have been," the business owner said.

### Lessons Learned

- Big projects make for big opportunities.
- Community buy-in and support is critical for such a high-profile and large-scale project.
- TLC funds can leverage quality and scope as a part of a larger project, allowing city to do more and finish with a higher quality, higher impact project.
- New businesses will replace older ones as rents increase. Project sponsors should be aware of this and provide opportunities for existing business, the ones that make it through construction, to reap the benefits of the project.
- Businesses and property owners expectations raised to a point they are hard to satisfy.
- Parking issues with local business can be a challenge to overcome.

Transportation for Livable Communities 21



### Downtown Santa Rosa Pedestrian Linkages

Santa Rosa, Sonoma County

Santa Rosa's Pedestrian Linkages project was designed to reconnect the Historic Railroad Square District and future SMART rail station with the rest of the City's downtown. Railroad Square was effectively severed from the rest of downtown Santa Rosa when Highway 101 was constructed in 1960. The construction of the Santa Rosa Plaza Mall on the east side of the highway further isolated the historic district.

While Railroad Square is home to a variety of antique stores, boutiques, restaurants, and other businesses, reconnecting the two sides of the city is seen as a crucial step towards making the district more vibrant.

"There are three competitive business entities [in Downtown Santa Rosa]: downtown, Railroad Square, and the mall. It's really hard to get everyone together. Anything that gets people from the east side to the west side is positive."  
 —David Sussman, Owner of Gado  
 Gado International on 4th Street

MTC awarded Santa Rosa two TLC Capital grants for the Pedestrian Linkages projects. The first grant funded an improved pedestrian crossing under Highway 101 on Fourth Street, with sidewalk, lighting and landscaping improvements continuing a block into Railroad Square. The City then applied for a TLC grant for improving several other underpasses. Due to funding constraints, however, MTC was only able to fund continuing the streetscape improvements along another block on Fourth Street.

The timing of this case study was rather unfortunate, but serves as a good lesson for coordinating TLC investments with other projects. While the first phase of the project has been completed since 2001 and the second since 2004, the underpass has been closed since the spring of 2006 for construction on Highway 101. MTC staff prefaced the business owner and pedestrian surveys by asking respondents to think back to the period when the underpass was open. However, the complexity of these instructions limited the number of end users who could be surveyed and the significance of their responses.

#### Project Funding Sources

TLC Funding Awarded: FY 1998-99 and FY 1999-2000  
 Construction ended August 2004

Total project cost:	\$2,274,000
• TLC Capital funds (two grants):	\$900,000.00
Required local match:	\$103,500.00
• Santa Rosa Center Fund (Redevelopment Agency)	\$65,000
• Federal TEA fund:	\$900,000
• Traffic Congestion Relief Fund:	\$210,000
• Gas Tax Fund:	\$199,000

**Meeting TLC Goals**

**Support a community's infill or transit-oriented development and neighborhood revitalization activities**

Reconnecting the Railroad Square with the east side of downtown is a key step to ensuring the district's commercial success. As David Sussman, a Fourth Street business owner, explained "There are three competitive business entities [in Downtown Santa Rosa]: downtown, Railroad Square, and the mall. It's really hard to get everyone together. Anything that gets people from the east side to the west side is positive."

"When you're seeking private investment, people appreciate seeing evidence of public investment. It's great to be able to show potential investors and developers that there is a public commitment to physical improvements."

—Ken MacNab, Senior Planner, Santa Rosa Advance Planning & Public Policy

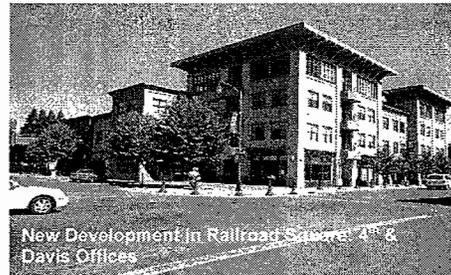
The merchants surveyed for this evaluation generally agreed that the TLC project had positively affected their business by improving access to Railroad Square, although the ongoing construction under Highway 101 has interrupted most of the project's benefits. Several business owners lamented the amount of construction the City has done in the area over the past few years, and blamed the continuing work for putting some stores out of business.

According to city staff, the downtown area is mostly built out, and the surrounding historic residential neighborhoods do not welcome new development. Nevertheless, the improvements on Fourth Street have helped attract some new investment to the area, including the mixed-use developments described below. Senior Planner Ken MacNab told MTC, "When you're seeking private investment, people appreciate seeing evidence of public

investment. It's great to be able to show potential investors and developers that there is a public commitment to physical improvements."

**Support well-designed, high-density housing and mixed use developments that are well-served by transit, or will be in the future**

Among Santa Rosa's seven downtown districts, Railroad Square is currently experiencing the most new development. 29 housing units, 34,250 square feet of office space, and 5,200 square feet of commercial space have been built recently. Another 186 housing units, 43,700 square feet of office space, and 16,000 square feet of commercial are planned. The new development includes several mixed-use projects. One such project, Railroad Square Terraces, brought 20 for sale units and 5,200 square feet of commercial space to Fourth Street. Another, transit-oriented project planned for the future Sonoma-Marín Area Rail Transit (SMART) station on Wilson will include 106 for-sale housing units and 100,000 square feet of commercial space.



The new developments are within walking distance of the rest of downtown Santa Rosa and the Downtown Transit Mall, located across Highway 101, which serves as a hub for Santa Rosa City Bus, Sonoma County Transit, and Golden Gate Transit. The proposed SMART regional rail corridor will include a station in Railroad Square's Historic Depot, just west of the TLC project.

**Improve a range of transportation choices by adding or improving pedestrian, transit and/or bicycle facilities**

The TLC project transformed an uninviting undercrossing into a corridor with wide sidewalks, curb bulb outs, pedestrian-scaled lighting, and other streetscape amenities. These improvements expand the community's transportation options by linking Railroad Square to the mall, the rest of downtown, and the Downtown Transit Center.

**Enhance a community's sense of place and quality of life**



The Historic Railroad Square Association, a merchants' association that co-sponsored the TLC grant applications with the City of Santa Rosa and CityVision, celebrated the opening of the improved Fourth Street undercrossing in 2001 by launching two annual events. The Association celebrates the district's historic buildings in August with Heritage Days, and draws even more crowds with a Halloween festival called Railroad Scare. According to Linda Angel, president of the Association, the events "started with the opening of the underpass because it made it easier for the public to get to the west side of town."

"I think the benefits have been . . . intangible, but very positive. The . . . MTC improvements show that Railroad Square and the city care about the area and are willing to make investments to the infrastructure. This was a tremendous morale booster and has given us a sense of pride."  
—Dee Richardson, Secretary of Railroad Square Association, Past president of City Vision

**Table 1. Sonoma County Transit Ridership Comparison**

	FY 98-99	FY 03-04	FY 06-07
Railroad Square Buses*	1,138,589	1,007,895	1,088,719
Change vs. FY 98-99	100.00%	-11.48%	-8.02%
System Total	1,450,100	1,313,337	1,386,353
Change vs. FY 98-99	100.00%	-9.43%	-4.40%

\*Routes 20, 30, 42, 44, 46, 48, 60, 62/64  
Source: Sonoma County Transit

About half of the pedestrians and business owners interviewed reported walking more after the improvements were made, and seeing other people walking more as well. Transit ridership in the area has recovered well since the 2000 recession (Table 1), a good indication of increased pedestrian activity.

In addition to inspiring new community events, the project has helped foster an improved sense of place. Dee Richardson, secretary of the Historic Railroad Square Association and past president of City Vision, told MTC, "I think the benefits have been . . . intangible, but very positive. The . . . MTC improvements show that Railroad Square and the city care about the area and are willing to make investments to the infrastructure. This was a tremendous morale booster and has given us a sense of pride." The improvements have also attracted new activity to the district. Planner Ken MacNab remembered, "Before the Highway 101 construction, we had created the type of environment in Railroad Square that we like to see, with active streets even after dark."

***Support projects that are developed through a collaborative and inclusive planning process***

Since the early 1970's, the City and various community groups have led several initiatives to create a vision for downtown Santa Rosa. The effort to re-link the east and west sides of downtown began in the mid-1990's with the creation of Main Street (formerly CityVision), a community organization focused on creating a livable downtown. In 1998, Main Street brought an American Institute of Architects' Regional/Urban Design Assistance Team (R/UDAT), a committee of urban specialists, to Santa Rosa to develop a plan for the City's downtown core. R/UDAT conducted a four-day workshop that involved over 500 community members. In its final report, R/UDAT recommended linking east and west downtown with a pedestrian-friendly walkway on 4<sup>th</sup> St. This recommendation led directly to the Pedestrian Linkages TLC project.

The City continued to seek community input throughout the design of the Pedestrian Linkages project, forming a design

advisory group that included community organizations, local business owners, and elected officials. As Dee Richardson remembered that several Historic Railroad Square representatives served on the advisory committee. "We were actively involved in designing the project, acting as a sounding board, making suggestions, and participating in walking tours and brainstorming sessions. . . . Those of us involved brought years of experience, ideas, frustrations, and optimistic enthusiasm to the table because we finally saw that this grant would help accomplish our long held goals to create a link . . . between both business districts."

**Santa Rosa Case Study: Data Collected**

MTC used the following methods to evaluate the Downtown Santa Rosa project:

- Interviewed project managers from Advance Planning & Public Policy and Public Works Departments.
- Surveyed community organization that co-sponsored the grant applications.
- Surveyed 8 business owners and 5 other end users.
- Collected ridership data for the Sonoma County Transit buses that run through the area.

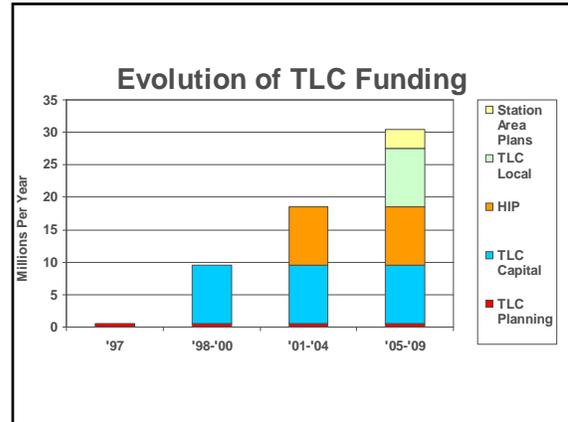
**Lessons Learned**

- Partial funding of TLC grants may create missed opportunities. Should focus on higher impact, complete projects
- Confirming city's maintenance commitment
- Anticipate future infrastructure project in the area which provide opportunities (SMART Rail Station) and constraints (US 101 work)



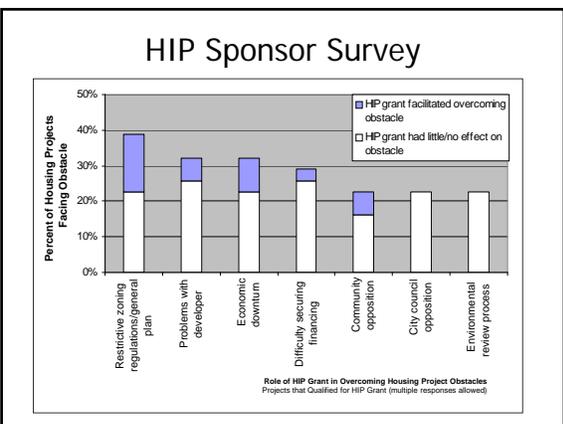
## Ten Years of TLC: 2008 Evaluation & Recommendations

MTC Planning Committee  
April 11, 2008



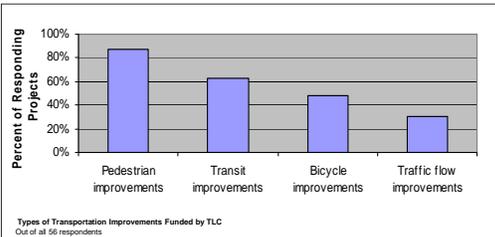
- ### TLC Planning – Key Findings
- Maximum grants of \$75,000 (average \$40K) not large enough
  - Pedestrian improvements focus of most planning grants
  - Capital improvements for pedestrians implemented in 40% of plans, transit and bike in 20% of plans
  - Policy changes implemented 55% of the time

- ### HIP – Key Findings
- \$27 million awarded for 11,600 housing units (30% affordable)
  - Program structure is problematic at a regional scale. Only 62% of project sponsors considered MTC's two-year requirement for awarding housing permits to be "somewhat realistic."
  - HIP functions on "auto pilot"
  - HIP grants too small to make big enough difference
  - Project sponsors commented that the speed of the permitting process was beyond the city's control
  - Acted as incentive in only 37% of cases
  - If goal is to facilitate and assist TOD - MTC could be more direct in providing \$\$



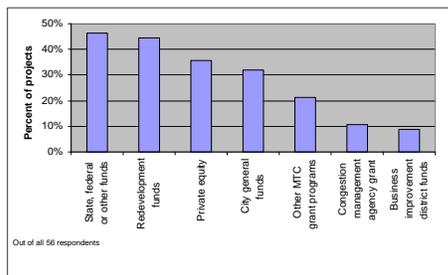
- ### TLC Capital Program – Key Findings
- 78% of project sponsors and 100% of co-sponsors reported that pedestrian volume had increased
  - 59% of sponsors and 42% of co-sponsors report an increase in bicycle traffic
  - 46% of sponsors and 18% of co-sponsors reported an increase in transit ridership
  - 22 project sponsors reported the following development associated with the TLC project:
    - 3,195 housing units,
    - 1,940,000 square feet of retail, and
    - 2,795,000 square feet of office space
  - Projects benefits are inherently difficult to quantify

## TLC Capital – Project Mix



Meeting TLC Program Goals	Project Sponsor Ratings	Co-Sponsor Ratings
TLC Program Goal	Highly Successful (4-5)	Highly Successful (4-5)
Enhance communities' sense of place and quality of life	98%	100%
Support projects that are developed through a collaborative and inclusive planning process	82%	87%
Support well-designed, high-density housing and mixed use developments that are well served by transit, or will be in the future	70%	86%
Support infill or transit-oriented development and neighborhood revitalization activities	69%	79%
Improve a range of transportation choices	68%	62%

## Matching Funds Invested in TLC Project Areas



## TLC Capital Program - Challenges

- Some projects more focused on beautification and recreation
- Coordinating within city departments for the best project
- Timing of TLC grants important – but regional call once every two years means missed opportunities
- Narrow eligibility constrains ability to support TODs

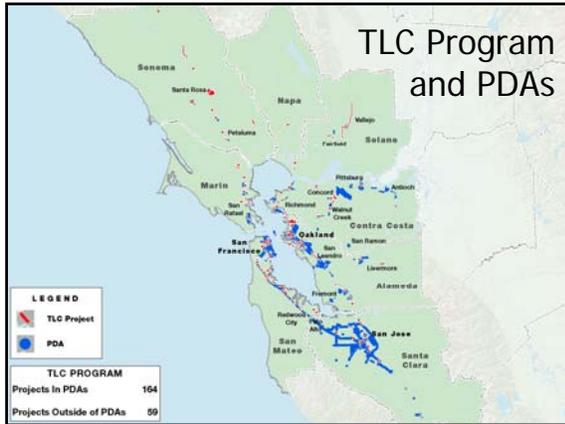
## Preliminary TLC Program Recommendations

1. Tighten connection between TLC grants and TOD and infill projects
2. Discontinue TLC planning – fold into Station Area Plans and include technical assistance funding
3. Discontinue regional HIP – fold housing connection into TLC capital - allow HIP in local county pgms
4. More frequent TLC grant intervals
5. Broaden TLC grant eligibility to include add'l TOD elements

## Making the TOD Connection

### Potential Areas For Expanded TLC Eligibility:

1. Infrastructure adjacent to TODs
2. Parking structures
3. Infrastructure within TODs
4. Land Assembly & Site Acquisition
5. Affordability & Accessibility in TODs



- ### Timeline & Next Steps
- MTC Planning Committee Fri 4/11
    - Planning Committee provides input & direction on preliminary staff recommendations
  
  - New White Paper on TOD Funding Options
    - Exec Summary available today
    - Full report available within 4 weeks
  
  - Planning Committee visit to Portland OR
    - Thurs June 5 / Fri June 6
  
  - Revise TLC Guidelines & Criteria
    - Planning Committee approval later in 2008
    - pending outcome of RTP trade-off discussions