Transit Oriented Development

Resource Guide

TBARTA

Tampa Bay Area Regional Transportation Authority

TBARTA VISION

"A WORLD CLASS TRANSPORTATION NETWORK FOR THE TAMPA BAY REGION THAT WILL CONNECT PEOPLE AND PLACES, MOVE GOODS AND SERVICES, ENHANCE THE QUALITY OF LIFE, AND OFFER TRANSPORTATION OPTIONS THAT ARE SAFE, SUSTAINABLE, AFFORDABLE, AND EFFICIENT. WE WILL ACT AS A CATALYST FOR A VIBRANT ECONOMIC FUTURE THROUGH LEADERSHIP, COLLABORATION, AND PARTNERSHIPS."

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This resource guide was developed thanks to the financial and technical support of the **Florida Department of Transportation**, the expertise and commitment of the **TBARTA Land Use Working Group**, and the collaborative efforts of the **TBARTA Citizens Advisory Committee**.

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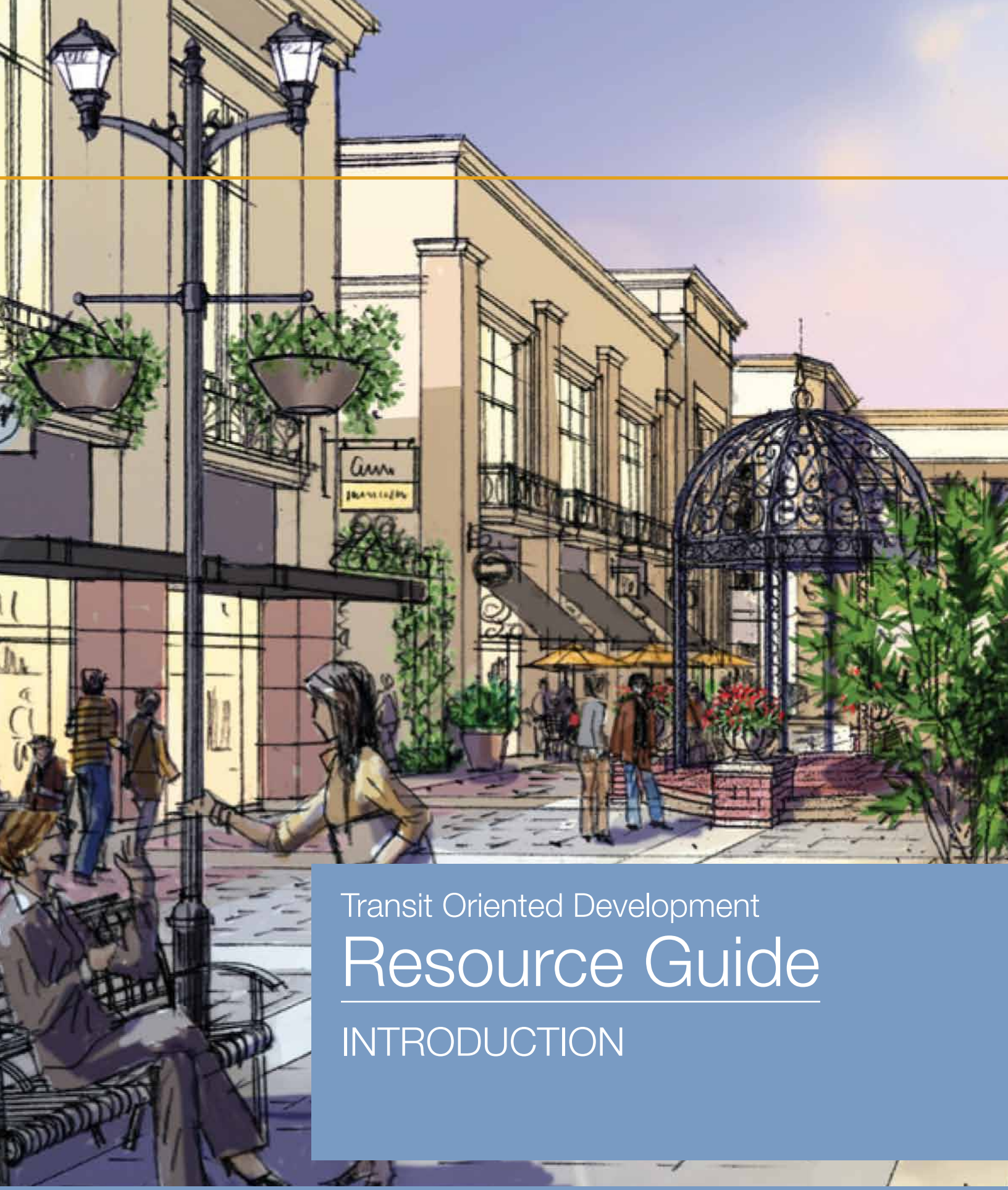
Township Nine, Sacramento, CA. Photo by Capital Station 65, LLC



Transit Oriented Development

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INTRODUCTION

INTRODUCTION

1.0 INTRODUCTION

1.1 What is Transit Oriented Development?

1.2 TBARTA's Role in TOD

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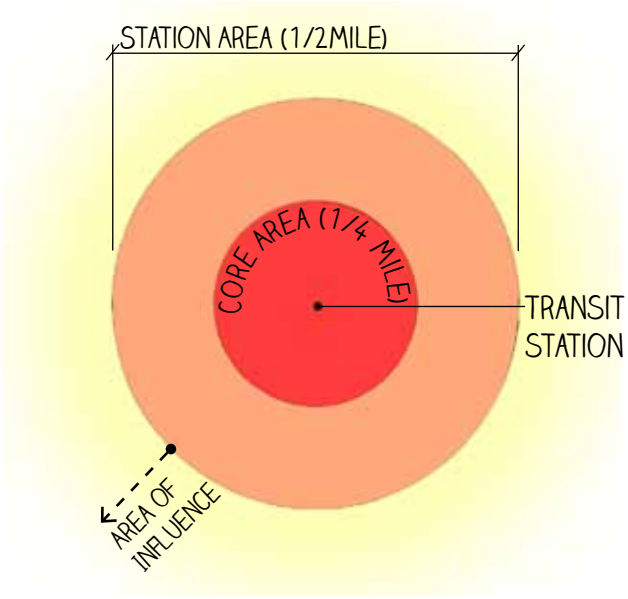
1.4 TOD Guiding Principles

INTRODUCTION

1.1 WHAT IS TRANSIT ORIENTED DEVELOPMENT?

Transit Oriented Development (TOD) focuses on creating compact neighborhoods with housing, jobs, shopping, community services, and recreational opportunities, all within easy walking distance (up to a ½-mile) of transit stations, with an emphasis on pedestrian and bicycle access. TOD is a term used to describe a land development pattern that communities can choose to help maximize transit use. Increasing the number of people who live and work within walking distance of transit is one of the most effective ways to increase ridership, and ensure the success of a transit system. TOD has enormous potential to help the Tampa Bay region rethink the transportation-land use connection, retrofit existing development where needed, enhance neighborhoods, and reinvest in communities to become more economically vibrant, sustainable and livable.

TOD is more than just development that happens to be near a transit station. It requires thoughtful and proactive planning to integrate new development and redevelopment within the appropriate neighborhood context. It focuses on providing connections to the station, increasing the opportunity for people to walk, bike and use transit. Additionally, successful TOD can generate revenue for communities and transit providers from increased transit ridership and farebox collections, and new financing mechanisms (like special assessment districts) to fund infrastructure and other improvements. Generally, TOD occurs within ½-mile of a station; this is referred to as the transit station area. The area within ¼ mile of the station can be called the core area, since it usually has the most dense and intense development. Although not explicitly a part of the station area, a transit station's area of influence can extend beyond the ½-mile, in terms of development patterns, property values, and travel behaviors.



Transit Station Area

1.2 TBARTA'S ROLE IN TOD

Established by the Florida State Legislature in July 2007, the Tampa Bay Area Regional Transportation Authority (TBARTA) was charged with developing and implementing a Regional Transportation Master Plan for Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, and Sarasota Counties. The Master Plan was adopted unanimously by the TBARTA Board on May 22, 2009. The inaugural Master Plan focused on regional transit as a major missing technical component of existing regional plans. A Master Plan update was adopted on June 24, 2011 to better reflect the region's needs and desires for a balanced transportation system that will improve mobility of passengers and freight. Components addressed in the update that were not emphasized in the originally adopted Master

Plan include the regional roadway network, improvements to freight movements, and regional air quality. A Master Plan update was adopted on June 24, 2011.

Although TBARTA does not have land use authority, discussion of land use and how to better integrate it with transportation decision making, is an important part of the TBARTA discussion. TBARTA's enabling legislation defines its role in TOD, whereby: "The authority shall coordinate and consult with local governments on transit or commuter rail station area plans that provide for compact, mixed-use TOD that will support transit investments and provide a variety of workforce housing choices, recognizing the need for housing alternatives for a variety of income ranges" (Section 343.922, Florida Statutes).

TBARTA staff will continue to serve as a regional resource to local jurisdictions with regard to transit planning, project development, and TOD. TBARTA is available to provide advice to local communities when asked, explain how land use affects federal funding opportunities, and engage groups that represent a wide range of interests. Regional coordination helps communities work towards common goals, especially where transportation projects cross jurisdictional boundaries, and helps start conversations that lead to the formation of important coalitions and partnerships.

ONE BAY Livable Communities is an equal partnership of the following regional organizations: Tampa Bay Regional Planning Council, Tampa Bay Estuary Program, Southwest Florida Water Management District, Tampa Bay Partnership Regional Research & Education Foundation, Tampa Bay Area Regional Transportation Authority, and the Urban Land Institute Tampa Bay District Council. ONE BAY facilitated a shared regional vision for Tampa Bay.
Visit **www.realitychecktampabay.com** to learn more.

1.2.1 Land Use Working Group

The TBARTA Land Use Working Group (LUWG) was convened in May 2008 to advise the Master Plan technical team about land use planning issues, specifically relating to existing land use patterns, long-range land use plans, growth projections, and local community goals. During meetings held every other month, LUWG members shared information about transit-supportive land use planning activities occurring around the TBARTA region, and heard presentations on a variety of topics related to TOD. Representatives from various land use planning agencies, environmental groups, the development community, transportation agencies, citizens and others, have been participating in this group. The LUWG has proven to be a unique assemblage of technical experts with demonstrated high levels of competence that help the TBARTA Board achieve its stated regional goals and objectives.

To help broaden its reach, the LUWG merged with ONE BAY to become the ONE BAY Livable Communities Working Group. ONE BAY is a diverse partnership of regional organizations, including TBARTA, aligned to facilitate a

regional visioning process for the Tampa Bay region. Tampa Bay Regional Planning Council (TBRPC) assumed staffing of the combined activities of the ONE BAY Livable Communities Working Group in May 2012, working in coordination with the other ONE BAY partner organizations. TBARTA will remain actively involved as a ONE BAY partner.

The group will continue to serve as an open forum to discuss strategies for improving the built environment, natural environment, and mobility in the Tampa Bay region. It is expected that, through the inclusion of a wider and more diverse audience, the ONE BAY Livable Communities Working Group will act as catalyst for building new partnerships by looking at additional perspectives that impact all modes of transportation throughout the region.

1.2.2 Land Use Subcommittee

It was important that the LUWG have a structured means of making its concerns, findings, and suggestions available to the TBARTA Board. To achieve this objective, the TBARTA Citizens Advisory Committee (CAC) established a subcommittee for land use to serve as the direct connection between the LUWG and the TBARTA Board.

Established in July 2009, the CAC Land Use Subcommittee's primary purpose was to coordinate with the LUWG to develop and review work products, bring recommendations to the CAC and TBARTA Board regarding the LUWG's products, questions and concerns, and encourage officials to work with their government planners and their agency partners to develop and evaluate policies, regulations, and practices relating to TOD. One of these work products was the Guiding Principles for TOD, relating to future development of corridors in the TBARTA Master Plan.

The CAC Land Use Subcommittee also provided input on discussion topics for the LUWG meetings, and coordinated with the LUWG to develop model Comprehensive Plan policies and station typologies, as well as provide feedback on this TOD Resource Guide.

1.3 TOD RESOURCE GUIDE

1.3.1 Purpose

After the adoption of the Master Plan in 2009, the LUWG was engaged in discussions about implementation of the Master Plan, understanding that land use and economic development will play a major role in the performance and funding of transportation investments. The competition for Federal Transit Administration (FTA) funding requires documentation of supporting land use criteria relating to

Land Use Working Group discussions about TOD model policies and station area typologies. Photos by Jacobs Engineering Group.

existing development, transit-supportive corridor policies, zoning regulations near station areas, and other tools to implement land use policies and economic development strategies. Land use is a critical component of the FTA evaluation process, and can be the deciding factor on whether funding is awarded to the TBARTA region.

Understanding this, the LUWG discussed the relationship of TBARTA and land use planning agencies, regarding Master Plan prioritization and the FTA process. The LUWG identified the need for a TOD "toolbox" containing a variety of tools and strategies to help interested communities throughout the TBARTA region better understand and prepare for TOD, thereby enabling the region to better compete for FTA funds. By utilizing the LUWG participants' technical expertise and diverse perspectives, the ideal opportunity presented itself. With TBARTA's assistance, the LUWG began to look at model policies and station area typologies. The discussion grew into a range of topics related to TOD that has evolved into this comprehensive resource guide.

The Land Use Working Group identified a need for a TOD "toolbox" containing a variety of tools and strategies to help interested communities throughout the TBARTA region better understand and prepare for TOD, thereby enabling the region to better compete for FTA funds. By uitlizing the LUWG participants' technical expertise and diverse perspectives, the ideal opportunity presented itself.

The TOD Resource Guide is intended to serve as a resource to planners, citizens, elected officials, government agencies, local businesses, the development community, nonprofit organizations, and outside investors. The goal is to provide information about a variety of tools and implementation strategies that will help local jurisdictions choose what they think will work best for them. Since this is a resource guide developed to target a wide audience and many diverse community types, it seeks to provide information without recommending which approaches are best. It is intended to describe some of the pros and cons of a variety of tools and strategies that can be used to implement successful TOD, understanding that each community would need to decide on the specifics strategies for implementation and the costs and benefits of doing so.

1.3.2 How It Was Created

Through a series of facilitated discussions with the LUWG starting in August 2009, the framework and many detailed components of the TOD Resource Guide was created. Discussions over the years have been lively on various topics, including model policies, station area typologies, zoning, parking, infrastructure, utilities, housing, economic development, and public engagement. Over the course of thirteen large group meetings with several break-out sessions, and six small group discussions, the LUWG developed a greater understanding of TOD tools and strategies needed in the Tampa Bay region.

Draft chapter outlines were presented to the LUWG in January 2010. Comment forms were provided at subsequent meetings, and on the TBARTA website, to obtain feedback on the content of the TOD Resource Guide. In February 2012, two online web conferences were held to obtain additional insights to help make the guide more useful for communities in the region. Each chapter of this guide also provides an explanation of how it was developed.

1.4 TOD GUIDING PRINCIPLES

By agreeing on TOD Guiding Principles, local jurisdictions can take the first step as part of a regional effort to become more supportive of transit and prepare for TOD. The TBARTA CAC Land Use Subcommittee developed TOD Guiding Principles with input from the LUWG over the course of several months. At the January 13, 2010 CAC meeting, a final draft version of the Guiding Principles was endorsed unanimously by the CAC, and presented to the TBARTA Board on February 19, 2010. The TOD Guiding Principles give the region guidance and a common language to utilize in moving forward with changes to land use plans. They provide a shared foundation for Comprehensive Plan policies and Land Development Regulations, to be incorporated as these plans are amended.

A model resolution that local governments could use to adopt the TOD Guiding Principles is available for local governments and other organizations to use as they wish. It is important that local governments in the TBARTA region consider using the Guiding Principles when creating policies and regulations that apply to fixed-guideway or limited stop transit service station areas, so that all can work across jurisdictional boundaries toward common goals regionwide.

Using a common language among jurisdictions will unify the region with regard to TOD, and allow the region to achieve greater success on a regional level by accomplishing two major objectives:

1) Make it easier to work towards common goals, especially where transit projects cross jurisdictional boundaries; and,

2) Enhance the region's ability to effectively compete for federal funding.

TBARTA will use the Guiding Principles as part of the evaluation process to determine which projects should be proposed for federal funding. These Guiding Principles are intended to serve as an important step in an evolving process for planning along corridors in the TBARTA Master Plan, resulting in TOD projects that support the goals of communities in the region.

Understanding that each station area in the Tampa Bay region will have its own unique character and that the station areas will vary with respect to layout, design, land use composition and function, the following principles are presented to provide an understanding of the essential elements and characteristics of TOD.

The Guiding Principles serve as the framework for the TOD Resource Guide. They are grouped into four categories: Coordination, Economic Development, and Implementation; Land Use; Mobility; and Community Design.




Photos by SeeFloridaGo.org.

Land Use Working Group meetings and break-out sessions. Photos by Jacobs Engineering Group.

1.4.1 Coordination, Economic Development, and Implementation

1) Plan for TOD in accordance with the requirements of the Federal Transit Administration New Starts planning and development process and evaluation criteria.

2) Recognize that each TOD is different, and each development is located within its own unique context serving a defined purpose in the context of the corridor and the regional system.

3) Strive to make TODs realistic, economically viable, and valuable by conducting a location-based market analysis for development projections to identify land use mix and density/intensity of uses.

4) Consider Tampa Bay area's target industries when planning for the area of influence of the station area development, and create strategies for attracting those employers.

5) Introduce creative parking strategies, account for the actual costs of parking, and reduce parking requirements for most developments with the option of implementing new requirements over time.

6) Identify implementation strategies that include various mechanisms such as regulatory requirements, incentives, funding, public-private partnerships, joint/shared facilities, environmental remediation, and property aggregation.

7) Establish a method for preparing Station Area Plans, coordinated by government agencies, that engages multiple stakeholders including the public.

8) Specify that Station Area Plans will include existing conditions, neighborhood context, station area types, redevelopment vision, concept plan, market research and development projections, land use recommendations, zoning requirements, building design standards, site

development standards, street cross sections, streetscape development standards, pedestrian and bicycle access plans, public infrastructure improvements, signage plan, public realm and open space plan, parking accommodations, and implementation plan.

9) Recognize the need for jurisdictions to work together toward common goals, and commit to mutually beneficial partnerships.

10) Convey how TOD benefits citizens, local governments, the environment, and private entities such as employers and developers, and financial institutions.

11) Ensure that the land use impacts of transit routes and station locations are considered throughout all steps in the transit planning process.

1.4.2 Land Use

1) Create compact development areas within a ½-mile walk of public transit and with sufficient density and/or intensity to support ridership.

2) Create easy to implement development zones with greater flexibility for mixing uses and higher density/intensity that are easier to implement than traditional requirements, and are able to respond to changing conditions.

3) Provide a variety of housing types for a wide range of ages and incomes.

4) Identify station area types that address transit technology, community character, density/intensity and mix of land uses, housing mix, and building heights.

5) Provide active uses such as retail and office on the ground floor of buildings, including parking garages.

Township Nine, Sacramento, CA. Photo by Capital Station 65, LLC.

6) Provide uses that serve the daily needs of residents, commuters, and visitors.

1.4.3 Mobility

1) Make the pedestrian the focus of the development strategy without excluding vehicles.

2) Create continuous, direct, and convenient transit and pedestrian linkages, including walkways between principal entrances of buildings and to adjacent lots.

3) Provide park and ride lots where appropriate.

4) Accommodate multimodal local and regional connections for all types of vehicles, including trains, buses, bicycles, cars, ships, boats, aircraft, and taxicabs.

5) Establish thresholds for trade-offs between mobility needs (e.g. frequency, speed) and the desire for economic development with regard to the location and number of stations.

1.4.4 Community Design

1) Use urban design to enhance the community identity of station areas and to make them attractive, safe and convenient places.

2) Create active places and livable communities where people feel a sense of belonging and ownership.

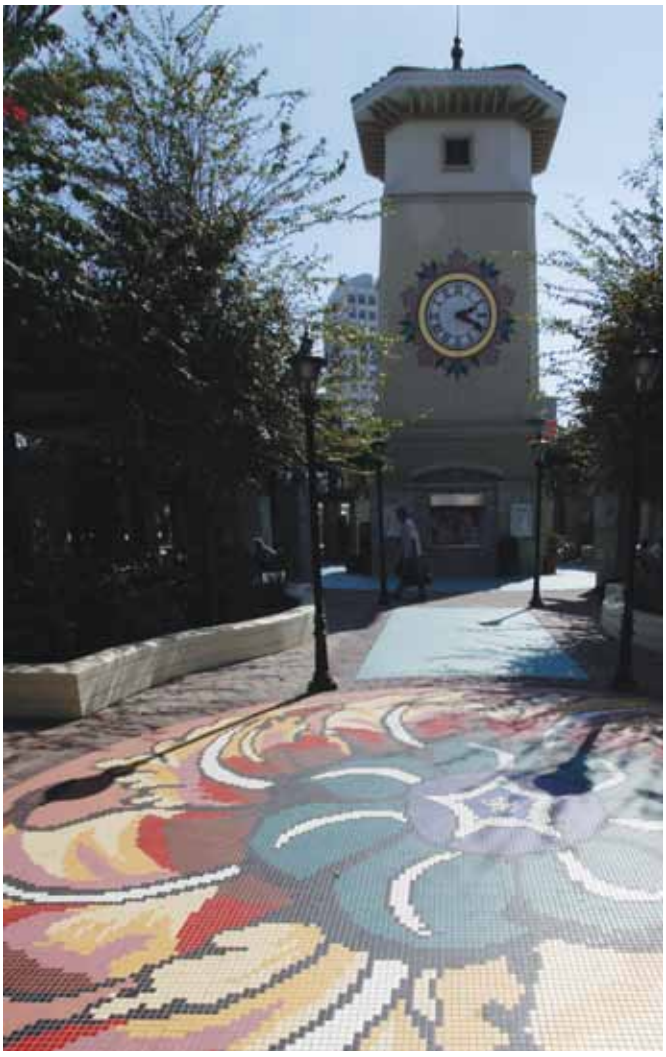
3) Include engaging, high quality public spaces that function as organizing features and gathering places for the neighborhood.

4) Ensure there are appropriate transitions in densities, intensities, and building heights between TODs and surrounding lower density development (e.g. single-family neighborhoods).

5) Strive to incorporate sustainable technologies in station design and operations, such as in lighting, signage, audio/visual, cooling, waste management, and stormwater systems.

6) Develop graphic wayfinding systems at station areas to assist visitors and tourists with navigation.

7) Make safety, with the emphasis on pedestrian, bicycle, and ADA access, a key focus of the development strategy.



Marion Transit Center, Tampa. Photo by SeeFloridaGo.org.

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CHAPTER 1
COMPREHENSIVE PLAN POLICIES

COMPREHENSIVE PLAN POLICIES

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1.2 Comprehensive Planning Requirements in Florida

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1.0 INTRODUCTION AND IMPORTANT TOPICS

All local governments in the State of Florida are required to prepare and maintain a comprehensive plan based upon a needs analysis of the projected population, relating to public facilities, housing, land use, and transportation. These planning documents act as critical controls in the growth and development of the region's communities.

Goals, Objectives & Policies

A goal is what the community wants to achieve over the long-term.

An objective is a specific measurable accomplishment that achieves the goal, such as how much of a desired result and by when, set up in a way so that progress can be tracked.

A policy is a direction statement that identifies specific activities and standards for how to achieve the objective, and ultimately the goal.

1.1 WHY ARE COMPREHENSIVE PLAN POLICIES IMPORTANT?

Special policy considerations for Transit Oriented Development (TOD) in comprehensive plans will be pivotal in its success throughout the TBARTA region. Model policies contained in this chapter are intended to be used as a starting point for discussion. It will be important for each community to develop specific policies that fit within their planning framework and are tailored to their individual needs and considerations.

1.2 COMPREHENSIVE PLANNING REQUIREMENTS IN FLORIDA

As provided under Chapter 163 of Florida Statutes and Rule 9J-5 of the Florida Administrative Code, local comprehensive plans are legally binding documents that guide and coordinate growth and development in a community, address the needs of at least a 10-year period, and include a 5-year capital improvement schedule.

According to Chapter 163, Part II, F.S., the comprehensive plan provides the principles, guidelines, standards, and strategies for the orderly and balanced future economic, social, physical, environmental, and fiscal development of a community. Local plans must reflect community commitments to guide future decisions in a consistent manner, and provide goals, objectives, and policies describing how the programs, activities, and land development regulations will be initiated, modified, or continued to implement the plan in a consistent manner. The plan must establish meaningful and predictable standards for the use and development of land, and provide meaningful guidelines for the content of more detailed land development and use regulations. Every land use decision the local government makes must be consistent with the plan.

A recent amendment to Chapter 163 recognizes the need for innovative strategies to promote a diverse economy and vibrant rural and urban communities, while protecting environmentally-sensitive areas. It also encourages local governments to apply innovative planning tools such as visioning, sector planning, rural land stewardship areas, urban service areas, urban growth boundaries, and mixed-use, high-density development in urban areas.

1.3 RELATIONSHIP OF COMPREHENSIVE PLANS TO LAND DEVELOPMENT REGULATIONS

According to Chapter 163, Part II, F.S., each local government must adopt or amend land development regulations that are consistent with their adopted comprehensive plan. Local land development regulations are required to contain specific and detailed provisions that are necessary and/or desired to implement the adopted comprehensive plan, and must at a minimum:

- Regulate the subdivision of land;
- Regulate the use of land and water for those land use categories included in the future land use element of the comprehensive plan, ensuring the compatibility of adjacent uses and providing for open space;
- Provide for protection of potable water wellfields;
- Regulate areas subject to flooding and provide for drainage and stormwater management;
- Ensure the protection of environmentally sensitive lands designated in the comprehensive plan;
- Regulate signage;
- Provide that public facilities and services meet or exceed the standards established in the capital improvements element of the comprehensive plan;
- Ensure safe and convenient onsite traffic flow, considering needed vehicle parking; and
- Maintain the existing density of residential properties or recreational vehicle parks.

Land development regulations contain requirements and standards that are intended to protect the health, safety, and welfare of residents – influencing overall quality of life. Development standards typically relate to zoning of permitted land uses, building height and density, setbacks, driveways, fences, landscaping, signage, and parking.

The primary purpose is to protect existing properties and property owners from potential negative impacts of new development. While the public purpose of the regulations must be clear, there is much flexibility in development standards for Transit Oriented Development (TOD). Chapter 4 of this guide provides additional information regarding Zoning and Design Standards relating to TOD.

1.4 HOW THE MODEL POLICIES WERE DEVELOPED

At the May 2009 TBARTA Land Use Working Group (LUWG) meeting, a checklist was provided to help evaluate existing local comprehensive plans and land development regulations to assist in determining how well jurisdictions in the region currently support the potential for TOD. The checklist was used as a starting point to help make a quick assessment about which topics needed the most attention at the LUWG meetings. LUWG members were asked to review the checklist, bring their evaluation notes to the next meeting, and participate in a facilitated discussion.

At the July 2009 LUWG meeting, four small group discussions explored how existing local policies or regulations currently address the checklist items. The small groups determined if any items were missing from the checklist, and proposed new policies when needed. The LUWG then set a goal to create well-designed, livable communities where people can travel to a variety of places without using a car, provide direction for developing and redeveloping property around transit stations in a way that makes it convenient for people to use transit, and incorporate the land use and economic development criteria outlined in the Federal Transit Administration (FTA) New Starts and Small Starts Planning and Development Process.

The four discussion areas were:

1. Land Uses and Intensity
2. Coordination and Economic Development
3. Pedestrian/Bicycle Systems, Network Connectivity, and Parking
4. Building and Site Design, Streetscape, and Open Space

After the small group discussions, the large group reconvened to hear reports from each small group. Through this process, the LUWG drafted Comprehensive Plan Model Policies for TOD as a guide for local jurisdictions within the region. The model policies that follow were developed by the LUWG.

2.0 MODEL POLICIES FOR TRANSIT ORIENTED DEVELOPMENT

Where appropriate, it is important for local governments to ensure the goals, objectives and policies relating to Transit Oriented Development (TOD) within their comprehensive plans reflect their communities' visions and the shared regional vision. As discussed in Section 1.4 above, model comprehensive plan policies were created by the LUWG, focusing on four areas: Coordination and Economic Development Policies; Land Use Policies; Mobility Policies; and, Community Design Policies. The LUWG intends for local governments to tailor these policies to relate to the goals and objectives established by the communities. The language "The City/County shall…" is typically used in comprehensive plans to set the official policy for a city or county government.

2.1 COORDINATION AND ECONOMIC DEVELOPMENT POLICIES

Objective: Develop and implement mechanisms for coordination among governmental agencies and the private sector to ensure the success of TOD and related benefits.

The City/County shall…

1. Plan for TOD in accordance with the requirements of the Federal Transit Administration New Starts Planning and Development Process and evaluation criteria.
2. Balance mobility needs (e.g. frequency, speed) with the desire for economic development with regard to the location and number of transit stations.
3. Consider land use when evaluating transit corridor and technology alternatives.
4. Engage government agencies, the development community, and citizens in station area planning efforts.
5. Promote the implementation of station area development through regulatory and financial incentives.
6. Promote public-private partnerships and joint development opportunities through station area development.
7. Coordinate/develop and implement an economic development and marketing strategy for station areas.
8. Encourage the consolidation of small and/or fragmented lots to promote redevelopment in station areas.
9. Specify that Station Area Plans (SAP) will include existing conditions, neighborhood context, station area type, redevelopment vision, concept plan, market research and development projections, land use recommendations, zoning requirements, building

design standards, site development standards, street cross sections, streetscape development standards, pedestrian and bicycle access plans, public infrastructure improvements, signage plans, public realm and open space plans, parking accommodations, and implementation plans.

10. Include historic preservation, publicly-owned lands and public buildings in the existing conditions section of SAPs.
11. Provide a mechanism to work together with neighboring jurisdictions towards common goals, and commit to mutually beneficial partnerships.
12. Create a mechanism to coordinate all agencies, including transit agencies, and the various governmental departments that can affect the success of TOD.
13. Identify target industries when planning for the area of influence around station areas, and create strategies for attracting those employers.

2.2 LAND USE POLICIES

Objective: Concentrate a mix of complementary, well-integrated land uses within walking distance (one-half mile) of the transit station, and consider an area of influence up to one mile around the station.

Land Uses

The City/County shall…

1. Promote a range of higher-intensity uses, including residential, office, service-oriented retail and civic uses that support transit ridership and take advantage of the major public investment in transit.
2. Limit automobile-oriented uses, such as drive-through facilities or gas stations within one-half mile of certain transit stations.

The Market Commons in Arlington, Virginia is an example of mixed-use development surrounding a transit station. Photo by Vishal Charles.

3. Require uses that attract/generate pedestrian activity, particularly at ground floor level.
4. Locate special traffic generators, such as cultural, educational, entertainment, and recreational uses, either within or adjacent to station areas.
5. Require mixed-use development in station areas and encourage more than one use on sites and within buildings in station areas.
6. Provide for a mixture of housing types, including workforce housing, in station areas.
7. Provide basic goods and services that meet the daily living needs of residents, commuters, and visitors, such as grocery, laundry, banking, fitness centers, and parks, in station areas.
8. Ensure no net loss of industrial lands due to station area development (e.g. If a station area includes industrial land, either by future land use designation or existing use, that is converted to a mixed use designation or redeveloped to another use, thereby losing the industrial use potential, find another location to designate new industrial lands of the same size/area or with the same development rights as those lost to the station area).

Land Use Intensity

The City/County shall…

9. Encourage higher densities for new development, concentrating the highest densities closest to the transit station and transitioning to lower densities adjacent to existing single-family neighborhoods.
10. Require minimum (or target) density ranges for new residential development in station areas, in accordance with the Station Area Typologies and SAPs.
11. Require minimum (or target) intensity ranges for new non-residential or mixed-use intensities in station areas, in accordance with the Station Area Typologies and SAPs.
12. Require minimum (or target) employee-to-housing ratios in station areas, in accordance with the Station Area Typologies and SAPs.
13. Encourage compact development around established/ designated activity centers, redevelopment areas, and regional transit stations.
14. Promote stability of existing neighborhoods and designated historic structures and resources, by identifing transition areas.
15. Provide for appropriate transition in densities, intensities, and building heights between TODs and surrounding lower density development (e.g. single-family neighborhoods).
16. Target growth in areas that invest in regional and local transit improvements.
17. Provide active uses such as retail and office including parking garages on the ground floor of buildings within transit station areas.

2.3 MOBILITY POLICIES

Objective: Enhance the existing transportation network to provide functional and effective pedestrian, bicycle, and transit connections.

Pedestrian and Bicycle Systems

The City/County shall…

1. Provide an extensive pedestrian system throughout the station areas that minimizes obstacles for pedestrians, provides connectivity with shorter walking distances, and provides protection from the elements where appropriate.
2. Eliminate gaps in pedestrian networks accessing station areas.
3. Establish pedestrian and bicycle connections between station areas and surrounding neighborhoods.
4. Design the pedestrian system to be ADA-accessible, safe, attractive, and comfortable for all users.

Bicycle lanes, separating bicyclists from vehicles can provide a more functional transportation network. Photo by San Francisco Municipal Transportation Agency.

5. Design the pedestrian network to accommodate large groups of pedestrians by requiring wide sidewalks and unencumbered walkways on key pedestrian corridors.
6. Use planting strips, street trees, on-street parking, and/or bicycle lanes to separate pedestrians from vehicles.
7. Provide bicycle parking and encourage bicycle amenities, such as bicycle repair, rental, and cyclist comfort stations.
8. Ensure the conversion of drainage swales to curb and gutter systems where appropriate for stormwater management around station areas to create a more pedestrian-friendly environment.

Street Network

The City/County shall…

9. Design streets to be multi-modal with an emphasis on pedestrian and bicycle safety, access, and circulation.
10. Set vehicular levels of service to reflect an emphasis on pedestrians and bicyclists.
11. Redesign existing and design new street intersections with a greater emphasis on safe pedestrian and bicycle crossings.
12. Design an interconnected street network to provide connections to existing and planned streets at intervals no greater than the appropriate maximum length for the station type.
13. Provide pedestrian and bicycle access to connect dead-end streets, pass through long blocks, and create networks of public paths in station areas.
14. Provide mid-block street crosswalks in congested urban areas where there are long distances between signalized crossings.
15. Incorporate traffic calming and context sensitive design into the design of streets. Utilize the principles of Context Sensitive Design for new transportation projects and access management for pedestrian and bicycle travel.
16. Accommodate multi-modal local and regional connections for all types of vehicles, including trains, buses, bicycles, cars, ships, boats, aircraft, and taxicabs.

Parking

The City/County shall…

17. Require a coordinated approach to vehicular parking for all developments within one mile of a station location.

18. Reduce regulatory parking requirements and establish parking maximums, to be phased in over time, when and where appropriate.

19. Discourage large surface parking lots within one-fourth mile of urban or neighborhood stations, especially those greater than two acres.

20. Require well-designed structured parking decks, when and where appropriate.

21. Promote shared parking facilities.

Shared Parking Facility. Photo by Brett VA.

22. Require large scale site plans and Planned Unit Developments to include a master plan for parking to reduce the number of spaces over time as the transit system evolves.

2.4 COMMUNITY DESIGN POLICIES

Objective: Use urban design to enhance the community identity of station areas and to make them attractive, safe, and convenient places.

Building and Site Design

The City/County shall…

1. Adopt building design guidelines based on street types as related to station locations and access by identifying pedestrian priority streets (fronts of buildings/doors and windows), and secondary streets (backs of buildings/ blank walls/service areas).
2. Require that buildings are designed to front on public streets or on open spaces with minimal setbacks.
3. Require that buildings are designed with windows and doors at street level instead of expansive blank walls, creating opportunities for pedestrians to interact with commercial uses while providing privacy for residential uses.
4. Require that building entrances are located to minimize the walking distance between the transit station and the building entrance.
5. Require that surface parking not be located in front of buildings, with the exception of on-street parking.
6. Require clearly delineated pedestrian paths through surface parking to transit stations.
7. Require that parking structures are designed to include active uses on the ground floor street frontage.
8. Encourage that buildings located near the transit stations be the tallest and most intensely developed structures, with transitions in height and density/ intensity approaching adjacent existing lower density/ intensity neighborhoods.
9. Require that unsightly elements, such as dumpsters, loading docks, service entrances, and outdoor storage, are screened from pedestrian pathways and transit routes.
10. Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles.
11. Encourage the use of Leadership in Energy and Environmental Design (LEED) and other sustainable design principles.
12. Strive to incorporate sustainable technologies in station operations, such as in lighting, signage, audio/visual, cooling, waste management, and stormwater systems.
13. Develop graphic wayfinding systems within station areas to assist visitors and tourists with navigating the area.

CPTED principles can include glass bus shelters, enhancing safety while waiting at bus stops. Photo by Erika Bailey-Johnson.

Wayfinding signs for LYNX in Charlotte, North Carolina. Photo by Payton Chung.

Streetscape

The City/County shall…

14. Require that streetscapes are designed to encourage pedestrian activity.
15. Require that elements such as street trees, pedestrian-scale lighting, awnings, arcades, and benches be incorporated into streetscape design.
16. Recommend utilities be buried underground whenever possible.

Open Space

The City/County shall…

17. Master plan and require the creation of public open spaces around transit stations. (They act as development catalysts and serve as gathering spaces and focal points.)
18. Require open spaces be designed as centers of activity that include items such as benches, interactive fountains, and public art.

A pedestrian-friendly streetscape, with benches, street trees, pedestrian-scale lighting/lamp posts, and awnings, encouraging pedestrian activity. Photo by Brett VA.

19. Encourage outdoor cafes and outdoor entertainment venues.
20. Require that surrounding buildings are oriented toward the open spaces.

A challenge facing modern comprehensive plans is that they can be too detailed. In some communities, language more appropriate within a zoning code or set of land development regulations included in the comprehensive plan. This can be problematic for TOD, ultimately making it more cumbersome and inefficient for communities to adopt flexible regulations which can more ably respond to changing market dynamics. This is especially important in new TOD station areas. Additionally, it is important to examine other elements of a comprehensive plan, such as recreation, transportation, and even water or sewer facilities, to ensure their ability to accommodate new future development patterns, such as TOD.

3.0 TOD COMPREHENSIVE PLAN AMENDMENT ACTIVITIES WITHIN THE TBARTA REGION

Early in the formation of the LUWG, TBARTA staff communicated with the Florida Department of Community Affairs (FDCA) regarding the LUWG's transit-supportive planning efforts. When jurisdictions began preparing comprehensive plan amendments relating to TOD, TBARTA Executive Director Bob Clifford prepared a letter to FDCA Secretary Thomas Pelham in June 2010, explaining that regional transit corridors had been identified conceptually in the Master Plan and priority project studies were underway.

The letter expressed that providing evidence to show that jurisdictions within the TBARTA region have policies in

place that meet the land use and economic development criteria outlined in the FTA New Starts and Small Starts Planning and Development Process would be important in competing for federal funds. TBARTA expressed its support of communities in the Tampa Bay region that have made the commitment to plan for TOD.

Several jurisdictions in the TBARTA region have amended their comprehensive plans utilizing the model policies and station area typologies (listed in Chapter 2 of this guide) developed by the LUWG. The section below provides descriptions of a sampling of the various planning efforts that local jurisdictions undertook to amend their comprehensive plan to address the potential for TOD.

To prepare the comprehensive plan amendments, the Planning Commission, in conjunction with both the MPO and local transit provider, Hillsborough Area Regional Transit Authority (HART), established a Joint Land Use Working Group. It was composed of land use professionals from all four local governments, a number of local and regional agencies, as well as business and community representatives.

3.1 HILLSBOROUGH COUNTY

On September 2, 2010, Hillsborough County adopted Ordinance 10-16 which amends the Future of Hillsborough Comprehensive Plan for unincorporated Hillsborough County (Hillsborough Plan), modifying and adding policies related to TOD.

The Hillsborough Plan amendments included the addition of a "Future Transit Envelope" (consistent with the Hillsborough County Metropolitan Planning Organization (MPO) 2035 Long Range Transportation Plan) to the county Future Land Use Map. The amendments and creation of a Future Transit Envelope establish the general boundaries for a transit system and provide a process for creating a framework for a TOD Overlay applying only to land that is:

- Within the Urban Service Area;
- Within the Future Transit Envelope; and,
- Located within one-half mile of a fixed-guideway transit station.

The amendments also establish a methodology to assist in station area planning and the creation of TOD regulations. The Plan describes a three-step process to serve as the planning framework during the creation of TOD Overlays when station locations have been determined. As provided in the Plan, station area planning processes are to follow these general steps:

1. Designate the Area of Influence (e.g. one-half mile radius from approved fixed guideway station locations) for the TOD Overlay once the transit agency has determined a station location. The initial designation enables interim zoning options for the properties within the Area of Influence.
2. Set thresholds and allow the densities, intensities, range of uses, and land use characteristics that may be achieved and are necessary for successful TOD as appropriate for the Transit Station Area Typology.
3. Adopt the TOD Overlay as part of the Future Land Use Designation.
4. Require parcels within the TOD Overlay area to provide TOD amenities such as pedestrian/bicycle facilities, design features that decrease automobile use and parking demands, provisions for mixed-use, and features that increase transit use, in accordance with policies set forth in the Plan.

5. Determine, approve, and adopt specific SAP Boundaries and typologies for each station. This will modify the initial Area of Influence and will become the fixed boundaries of the TOD Overlay. Implementation of these plans will include county-initiated, area-wide rezonings.

A station typology is assigned to each station based on the unique context of the station area within the transit corridor and the regional system. The policies establish seven basic station types:

- High Intensity Urban Node;
- Mixed Use Regional Node;
- Community Center;
- Neighborhood;
- Park and Ride;
- Employment Center; and
- Special.

These typologies are described in detail in the Hillsborough Plan, including desired density, floor area ratio, planning district, building height, range of desired land uses, range of allowable housing types, and transit system function for each type. The plan also describes the components of station areas and design principles to be applied.

3.2 PASCO COUNTY

On August 10, 2010, Pasco County adopted an ordinance to amend the Pasco County Comprehensive Plan (Pasco Plan). The plan amendment creates Future Land Use Goal 10 regarding TOD, revises the Future Land Use Map to create a new Future Land Use Classification called "Transit Center Overlay," and establishes a process to implement the classification.

The plan's new Future Land Use goal and set of objectives addresses TOD. Future Land Use Goal 10 states: "Creation of a land use planning framework encouraging, supporting and implementing transit-oriented development in a manner supporting and implementing the TBARTA and One Bay regional vision of concentrated land use by decreasing auto-dependency and increasing the economic viability, sustainability and livability of Pasco County." Future Land Use Goal 10 has three associated objectives:

- Objective 10.1 establishes a Transit Emphasis Corridor connecting activity centers within the county and the region.
- Objective 10.2 encourages the use of transit oriented design principles, such as neighborhood context, connectivity, public realm improvements, and site development standards, as part of development and redevelopment of land along the Transit Emphasis Corridor.
- Objective 10.3 addresses development of supportive land use patterns adjacent to future identified transit stations.

The revised Pasco Plan also creates a Transit Center Overlay. The purpose of the Transit Center Overlay is to:

- Plan effectively for the provision of transit and supporting land uses;
- Reduce automobile trips and trip lengths; and
- Create efficiency in planning and provision of infrastructure.

The Transit Center Overlay allows increased density and intensity within its boundaries. To implement the Transit Center Overlay, a Transit SAP must be completed and adopted, a premium transit route must be in the Pasco County MPO's approved Long Range Transportation Plan, and the Pasco County Board of County Commissioners must give approval following a public hearing and recommendation from TBARTA and the Local Planning Agency (in Pasco County, the Development Review Committee sits as the Local Planning Agency and has all of the functions, powers and duties as set forth in Chapter 163.3174, F.S.). The

Transit Center Overlay may be used to establish stations based on one of eight station typologies:

- Regional Commercial;
- Regional Professional Service;
- Regional Mixed-Use;
- Community Commercial;
- Community Professional Service;
- Community Mixed Use – New Town/Village;
- Community Business Park; and
- Neighborhood.

The Pasco Plan also includes a Transit Station Typology matrix that provides the maximum number of each type of station; the density, intensity and number of stories of buildings in each station area type; and the land use allocation targets for commercial, residential and office uses in each station area type.

The Pasco Plan's policies state that SAPs should be prepared before the transit system is constructed. SAPs must address typology, surrounding development pattern, and a location-based, station area market analysis and assessment. These plans should include TOD design principles, such as building and site design, connectivity, policies, and implementation strategies for the area within one-half mile of the station.

Pasco County also amended the Future Land Use Map to establish the Transit Center Overlay land use classification and to identify targeted geographic areas where specialized policies can be implemented. This overlay provides policies and procedures for assigning the overlay and guidance on how to refer to the overlay designations and the underling classifications.

3.3 PINELLAS COUNTY

The Pinellas Planning Council (PPC), comprised of representatives of Pinellas County's 25 jurisdictions, utilized a two-step process to incorporate TOD-related policies and strategies into the Countywide Plan and Countywide Plan Rules. The first step was to include position statements and strategies related to TOD in the Countywide Plan. The second step was to add TOD rules into the Countywide Rules to implement the position statements and strategies in the Countywide Plan.

Comprehensive Plan Amendment

Pinellas County Board of County Commissioners, acting in their capacity as the Countywide Planning Authority, adopted a TOD ordinance on August 24, 2010. This ordinance amended Chapter 4, "Land Use Component: Issues, Position Statements, and Strategies" and Chapter 5, "Intergovernmental Coordination Component: Issues, Position Statements, and Strategies" of the Countywide Plan. The ordinance provides "for the revision and addition of issues, position statements and strategies addressing enhanced public transit and transit-related land use planning." The amendment further "expands upon the existing general county comprehensive plan addressing the provision of transit by addressing densities and intensities, transit station area development, building and site design, open space, streetscapes, multi-modal street design, pedestrian/bicycle facilities, parking, economic development and coordination with other governmental entities."

The revised Land Use Component identifies 17 issues of concern and specific policies developed to address each issue. These identified issues are:

- The current land use pattern has left some parcels undeveloped, underutilized, or abandoned;

- The approach of build-out and the perception that the county is becoming "overdeveloped;"
- High levels of intercounty vehicular travel negatively impact the transportation level of service;
- Transportation planning emphasizes personal motor vehicle traffic, resulting in insufficient and inadequate multi-modal transportation options;
- The absence of adequate pedestrian and bicycle facilities;
- Congestion on area roads is exacerbated;
- Current parking standards and development patterns result in an overabundance of surface parking and the use of private automobiles;
- New development and intense redevelopment move the county toward build-out, impacting natural open space areas;
- Redevelopment in the county's waterfront areas may negatively impact open space and scenic views;
- Development in the Coastal High Hazard Area and the 100-year floodplain must be balanced with public safety and the potential for significant economic losses;
- In a post-disaster environment, there will be strong pressure to redevelop damaged areas and structures as quickly as possible, which could set the stage for poorly-planned redevelopment;
- New development and intense redevelopment increase the demand on the potable water supply;
- Development pressures threaten to decrease supplies of land for primary employment centers and businesses vital to the local economy;
- Rising housing and transportation costs threaten to drive away lower-income workers;
- A dwindling supply of undeveloped land, the rising cost of remaining parcels, and regulatory complexities associated may discourage basic industries from locating or remaining in the county;
- To protect the economic vitality of the county and the larger region, it is essential to maintain a solid base of high-tech businesses and other basic industries; and
- The county is transitioning from predominantly greenfield development to redevelopment, infill, and brownfield/grayfield reclamation.

Addressing these issues with concrete and specific strategies as set in the amendment will help Pinellas County achieve desired development patterns, enhance transit, and support a strong economy. The specific transit and TOD strategies include:

- Encourage higher-density/intensity, walkable, mixed-use development;
- Allow designation of certain areas for higher densities;
- Support the creation of high-quality transit links to other counties, incorporating bicycle and pedestrian planning in developments;
- Encourage station area planning;
- Encourage consistency with SAPs;
- Promote a coordinated effort for parking in proximity to transit stations;
- Support public-private partnering for TOD; and
- Leverage investments in transit to encourage economic benefits.

Countywide Rule Amendment

On October 26, 2010, the Pinellas County Board of County Commissioners adopted an ordinance to amend the *"Rules Concerning the Administration of the Countywide Future Land Use Plan,"* including amending the legend and list of countywide future land use plan map categories to add a TOD category. The ordinance also establishes sub-classifications for transit corridors and transit station areas, along with locational characteristics and density and other standards appropriate for these uses. Minimum

requirements for SAPs and a process for approving the SAPs are included in the ordinance.

The TOD category identifies higher density/intensity mixed-use areas located on existing or planned transit corridors. This category facilitates infill and redevelopment with a mix of uses that encourage the use of transit, increase pedestrian and bicycle activity, and reduce dependence on automobiles. The policies recognize that the TOD areas should be within "an easy walking distance" (roughly one-half mile) from a transit station.

Many local governments in Pinellas County have adopted TOD policies in their comprehensive plans, including the City of Clearwater, the City of Largo, the City of St. Petersburg, and Pinellas County.

4.0 CASE STUDIES

Numerous cities and counties throughout the United States have implemented transit systems with the help and support of strong land use policies that encourage and reinforce TOD. For brevity, this section provides summaries of only a sample of comprehensive plan polices related to TOD. It also provides a summary or description of just the policies related to TOD; it does not show all the policies contained in the comprehensive plan elements. Scores of other comprehensive plan policies that could provide more guidance and ideas for jurisdictions in the TBARTA region are in existence. Please consider other policies beyond those discussed in this section as potential models for creating policies in the TBARTA region.

4.1 PHOENIX AND MARICOPA COUNTY, ARIZONA

Maricopa County Comprehensive Plan

The Maricopa County 2020 Comprehensive Plan – Eye to the Future (Maricopa Plan) contains mutually-supportive land use and transportation objectives and policies. These policies only briefly mention TOD, but they do recognize and promote many concepts essential to TOD.

The goal of the Maricopa Plan's Land Use Element is to: "Promote efficient land use development that is compatible with adjacent land uses, is well integrated with the transportation system and is sensitive to the natural environment." Land use objectives and policies relevant to TOD are:

- Objective L1 - Promote infill development.
- Objective L2 - Provide employment opportunities proximate to housing.
  - Policy L2.1 - Encourage mixed-use development within future planned communities.
- Objective L6 - Cluster development in appropriate patterns.
  - Policy L6.1 - Encourage and accommodate mixed-use development.
  - Policy L6.2 - Encourage a mixture of housing types and intensities within planned developments.
- Objective L8 - Support innovative technological operations and facilities to encourage an appropriate balance of automobile use.
  - Policy L8.1 - Encourage transit-oriented development.
  - Policy L8.2 - Encourage zoning that supports and promotes in-home business, compatible with residential development.

- Objective L9 - Integrate transportation planning with land use.
  - Policy L9.1 - Encourage transportation mitigation plans, or other traffic studies to consider the relationship of land use to transportation corridors.

The plan's Transportation Element identifies several issues of concern for Maricopa County. Two relevant issues are insufficient public transit and low density urban sprawl/inefficient roadway network. Regional efforts are working toward development patterns that reduce dependence on the automobile and encourage alternative transportation modes. This element recognizes that transit stations can become activity centers through economic development efforts to attract businesses near transit stations and providing a variety of housing choices and mixed-use developments.

The goal of the Transportation Element is to: "Provide an efficient, cost-effective, integrated, accessible, environmentally sensitive, and safe county-wide multi-modal system that addresses existing and future roadway networks, as well as promotes transit, bikeways, and pedestrian travel." Transportation objectives and policies relevant to TOD are:

- Objective T1 - Reduce the proportion of trips made in single occupancy vehicles.
  - Policy T1.1 - Encourage transit-oriented development.
  - Policy T1.2 - Explore and encourage options to increase bikeways.
  - Policy T1.3 - Explore and encourage options to increase pedestrian facilities.
- Objective T5 - Optimize public investments.
  - Policy T5.6 - Encourage multi-modal alternatives in all investment proposals.

It is notable that "encourage transit oriented development" appears in Maricopa Plan as an objective twice, in both the Land Use and Transportation Elements. The duplication of this policy and other similar concepts within these two interrelated elements shows that the county sees the strong link between transportation and land use and the importance of including components that mutually support these two elements.

City of Phoenix General Plan

The City of Phoenix's General Plan, Preserving Our Past, Choosing Our Future (Phoenix Plan), contains numerous objectives and policies that support TOD. Several elements of the Phoenix Plan include goals, policies, and recommendations that address TOD. Below is a summary of the relevant goals and associated policies and recommendations from the Land Use Element of the Phoenix Plan. The plan proposes integrating land use and transportation to sustain an urban village concept.

Goal 1: Growth should be structured into a series of urban villages. The city contains 14 defined urban villages, each with its own unique character. Most villages have an adopted area plan. The urban village concept encourages a concentration of uses that serve the village, reduces travel times and trips, and facilitates the use of transit by providing a major destination. The primary components within an urban village are core, neighborhoods, community service area, regional service area, and open space. The urban village model is based on seven principles:

- Balancing housing and jobs;
- Concentrating intensity in village cores;
- Promoting the uniqueness of each village;
- Preserving and enhancing the quality of life in each village;

Light Rail station in Phoenix, Arizona. Photo by Jennifer Willman.

- Providing for a majority of resident needs within the village;
- Directing urban planning through the village planning committees; and
- Balancing economic impacts and land use decisions.

The core is the central focus of the village with most of the village's primary employment, some of its services, and a large amount of multi-family housing. Policies and recommendations associated with the core area include: promoting high-density land uses; creating a pedestrian-friendly environment; enhancing transit facilities; encouraging mixed-use development; promoting high-quality urban design and amenities appropriate for urban village living; and supporting alternative transportation modes.

Neighborhoods are primarily residential areas. Policies for neighborhoods include preserving and enhancing existing neighborhoods and creating strong and viable new neighborhoods; promoting a mix of housing types that is compatible in scale, design, and appearance; supporting alternate transportation modes; and providing neighborhood schools, parks, multi-use trails, and small-scale support services.

Community service areas are places that benefit residents in clusters of adjacent neighborhoods. These areas include shopping destinations, middle and high schools, churches, community centers, and community parks. TOD-related policies for community service areas include: creating pedestrian linkages; establishing design guidelines; and providing protection from noise, traffic, and lighting for residential areas.

Regional service areas are large-scale land uses, such as arenas, hospitals, universities, convention centers, large industrial employment areas, and large regional shopping centers that serve residents of multiple villages. Policies for regional service areas include providing transit and non-motorized access.

Goal 2: Development of each village's potential should be encouraged by distributing a diversity of employment and housing in a way that achieves a balanced citywide plan and that is consistent with commute travel patterns and the current character of each developed village. A primary objective of the urban village concept is that residents are able to live and work in the same village. Policies related to this goal of balancing employment and housing specify the percentage of employment related to population that should be provided in the village, balancing basic and service employment.

Goal 4: Mixed land use patterns should be developed within urban villages and at smaller scales to minimize the number and length of trips. Policies and recommendations related to this goal include supporting a mix of housing, employment, and services as a way to reduce vehicle trips; providing amenities for transit and pedestrians and bicycles; and encouraging large-trip generating employers to provide incentives for using alternatives to single-occupancy vehicles.

Goal 5: An integrated land use and transportation system which furthers the urban village model and minimizes the adverse impacts of the transportation system on housing, businesses, and public uses, should be encouraged. Policies include connecting residential areas to each other and locating major traffic-generating land uses on planned areas that can accommodate them with transit or parkway/ freeway access.

Goal 6: Development should be designed or retrofitted, as feasible, to facilitate safe, convenient, and attractive pedestrian movement. This goal contains policies related to pedestrian-friendly design.

Goal 7: Development should be designed or retrofitted, as feasible, to facilitate safe and convenient access to transit facilities by all existing and potential users. The density and intensity in the TOD is based on the character of the location (core, neighborhood, community center, etc.). Policies and recommendations associated with this goal include: developing land use and design regulations governing land use near transit centers and stations to maximize ridership; establishing transit overlays for each future transit station; providing incentives for development that will generate a high potential for riders; promoting compact, mixed uses and pedestrian-oriented development near transit; and providing safe, affordable and accessible housing, in all areas of the city.

In addition to the Land Use Element goals described above, several other elements in the Phoenix Plan contain TOD-type goals and policies, showing the interrelatedness of all the issues within a jurisdiction. The Neighborhood Element, Conservation, Rehabilitation, and Redevelopment Element, and Circulation Element discuss: providing transit; incorporating pedestrian and bicycle-friendly design features; considering accessibility to transit, services, schools, and employment; encouraging transit improvements during revitalization efforts; linking transit to village cores; and designing a transportation network to help implement land use plans.

4.2 CHARLOTTE, NORTH CAROLINA

The City of Charlotte adopted the Centers, Corridors, and Wedges Growth Framework on August 23, 2010 (updated from 1994). This document provides the overall transportation and land use vision for the community. The adopted General Development Policies (GDP) are the policies to help implement the vision. The GDP provides direction for future land use plans and zoning decisions, and guidance for integrating land use and transportation planning.

Centers, Corridors and Wedges Growth Framework

The Centers, Corridors and Wedges Growth Framework identifies three geographic typologies to categorize land in the city and outlines desired characteristics for each of the three areas: Activity Centers; Growth Corridors; and Wedges. This vision document provides guidance for the preparation of area plans which specify the amount, intensity, and type of new development. The document provides a description of the three geographic areas and expectations for each. It is general guidance for the purpose, the desired types of land uses, transportation connections, infrastructure, and site design for each geographic type.

Activity Centers. The city has 22 Activity Centers with varying characteristics that fall into three categories: Center City; Mixed Use Centers; and Industrial Centers. Activity Centers are the focal points of economic activity with compact development. Expectations for Activity Centers include infill development, emphasis on commercial and civic uses, high-density housing, a multi-modal transportation system, and pedestrian-friendly development. Activity

Centers are the priority areas for enhanced infrastructure, especially transportation. The Center City Activity Center is envisioned to have extensive regional and local transit service with transfer centers for various modes. The transportation focus for Center City is enhancing the existing transportation system to promote walking and transit use. Mixed Use Activity Centers are focal points of community activity; include a mix of uses with retail, residential, and commercial; emphasize pedestrian activity; and support transit.

Growth Corridors. The city has identified five Growth Corridors that mimic spokes of a wheel, stretching outward from Center City. The Growth Corridors differ in character, land uses, and intensity. There are four subareas within the corridors: Transit Station Areas; Interchange Areas; Established Neighborhood Areas; and General Corridor Areas. The expectations for Growth Corridors include emphasis on office, residential, and mixed-use, especially around transit stations; increased intensity and pedestrian-friendly development; multi-modal transportation system; and priority areas for enhancing infrastructure, particularly transportation. Transit Station Areas are within one-half mile of an existing or planned transit station. These areas should be pedestrian-oriented and have a mixture of moderate to high-intensity residential, office, retail, and entertainment within easy walking distance of a station. A range of transportation modes – including transit, local bus, street network, pedestrian and bicycle facilities – should serve the Transit Station Areas. Transit Station Areas should follow the policies set out in the city's GDP.

General Development Policies

The city adopted the Transit Station Area Principles of the GDP in November 2001. The GDP recognizes the transit and land use connection: "Building an integrated land use and transit system is key to managing the rapid growth occurring in the Charlotte-Mecklenburg area and to invigorating existing communities and making them better places to live and work."

The Transit Station Area policies are divided into three categories – Land Use and Development; Mobility; and Community Design – with subcategories of policies in each. The policies are summarized below.

Land Use and Development: Concentrate a mix of complementary, well-integrated land uses within walking distance of the transit station.

Centers, Corridors and Wedges Growth Framework illustrates a generalized land development pattern for Charlotte by categorizing land into Activity Centers, Growth Corridors or Wedges. Photos by City of Charlotte's Centers, Corridors, and Wedges Growth Framework, adopted by Charlotte City Council, August 23, 2010.

Mixture of Complementary Transit-Supportive Uses Policies:

- Providing a mix of uses in higher intensities that attract/ generate pedestrian activity;
- Disallowing automobile-oriented uses; and
- Considering special traffic generators; and
- Encouraging a mixture of housing types, including workforce/affordable housing.
- Increased Land Use Intensity Policies:
- Encouraging higher densities with concentrations of the highest density close to transit stations;
- Specifying minimum densities for residential, nonresidential, and mixed-use developments within one-quarter mile and one-half mile of a transit station; and
- Allowing lower densities, where necessary, to preserve existing structures and neighborhood character or mitigate traffic impacts.

Mobility: Enhance the existing transportation network to promote good walking, bicycle and transit connections.

Pedestrian and Bicycle System Policies:

- Providing an extensive pedestrian system in station areas to minimize walking distances;
- Eliminating gaps in the network;
- Establishing pedestrian and bicycle connections between the station areas and surrounding neighborhoods;
- Designing the system for safety and accessibility;
- Utilizing planting strips/street trees, parking, or bicycle lanes to separate pedestrians from vehicles; and
- Providing bicycle amenities.

Street Network Policies:

- Designing streets to be multi-modal, with an emphasis on pedestrian and bicycle circulation and set vehicular levels;
- Redesigning existing street intersections with a greater emphasis on safe and comfortable pedestrian and bicycle crossings;
- Developing an interconnected street network designed around a block system;
- Insuring the pedestrian network will accommodate large groups of pedestrians comfortably;
- Considering new mid-block street crosswalks; and
- Incorporating traffic calming.

Parking Policies:

- Reducing regulatory parking requirements in station areas and establishing parking maximums; Minimizing large surface parking lots for private development;
- Giving preference to parking decks over surface lots; and
- Encouraging shared parking facilities.

Community Design: Use urban design to enhance the community identity of station areas and to make them attractive, safe and convenient places.

Building and Site Design Policies:

- Designing buildings to front on public streets or on open spaces, with minimal setbacks and with windows and doors at street level instead of blank walls;
- Locating building entrances to minimize the walking distance to/from transit station; Locating surface parking to the rear of buildings and providing pedestrian paths through parking to the station;
- Designing parking structures to include active uses on the ground floor;
- Limiting building heights to 120 feet, with the tallest and most intensely developed structures near transit stations and buildings adjacent to establish neighborhoods limited to low-rise structures;
- Screening unsightly elements from the transitway; and
- Considering safety and security concerns during design.

Streetscape Policies:

- Designing the streetscape to encourage pedestrian activity;
- Including elements such as street trees, pedestrian scale lighting, and benches in streetscape design; and
- Placing utilities underground whenever possible.

Open Space Policies:

- Establishing public open spaces that act as development catalysts and serve as focal points around transit stations;
- Designing open spaces to be centers of activity that include items such as benches, fountains, and public art; and
- Orienting surrounding buildings to the open spaces.

4.3 SAN DIEGO, CALIFORNIA

Three elements within the City of San Diego's General Plan (San Diego Plan) contain policies related to TOD: the Land Use and Community Planning Element, the Mobility Element, and the Urban Design Element. The San Diego Plan policies provide a framework and guidance for developing community plans. Community plans contain detailed land use designations and site-specific policies for the planning areas that make up the city. These elements of the plan are closely interrelated and contain policies that will support the other elements.

Land Use and Community Planning Element

The purpose of the Land Use and Community Planning Element is: "To guide future growth and development into a sustainable citywide development pattern, while maintaining or enhancing quality of life in our communities." The vision for San Diego is a "City of Villages." This concept focuses growth in pedestrian-friendly, mixed-used activity centers that are linked to transit. Each village is unique, but all will be inviting and accessible, and will contain attractive streetscapes and open space. The high-density villages will be supportive of transit, and as the regional transit system is implemented in phases it will connect the villages. This element describes the City of Villages strategy in detail and describes the five categories of villages:

- Downtown – the administrative, legal, cultural, and entertainment center of the region;
- Subregional Employment Areas – major employment and/or commercial districts containing corporate or multiple-use office, industrial, and retail;
- Urban Village Centers – higher-density/intensity areas within the subregional employment areas that have more intensive employment, residential, regional, and subregional commercial uses and support transit;
- Community and Neighborhood Village Centers – areas with local and community-oriented commercial, office, multi-family uses, and public spaces; and
- Transit Corridors – linear, pedestrian-friendly commercial areas with small businesses, restaurants, and homes served by transit.

Village Types and Locations Policies:

- LU-A.1 - Designate a hierarchy of village sites for citywide implementation.
- LU-A.2 - Identify sites suitable for mixed-use village development that will complement the existing community fabric or help achieve desired community character, with input from recognized community planning groups and the general public.
- LU-A.3 - Identify and evaluate potential sites considering specified physical characteristics.
- LU-A.4 - Locate village sites where they can be served by existing or planned public facilities and services, including transit services.

Village Land Use Mix and Design Policies:

- LU-A.6 - Recognize that various villages or individual projects within village areas may serve specific functions in the community and city; some villages may have an employment orientation, while others may be major shopping destinations or are primarily residential in nature.
- LU-A.8 - Determine at the community plan level where commercial uses should be intensified within villages and other areas served by transit and where commercial uses should be limited or converted to other uses.
- LU-A.10 - Design infill projects along transit corridors to enhance or maintain a "Main Street" character through attention to site and building design, land use mix, housing opportunities and streetscape improvements.
- LU-C.2 - Prepare community plans to address: aspects of development that are specific to the community, including distribution and arrangement of land uses; the local street and transit network; location, prioritization, and the provision of public facilities.

Mobility Element

The purpose of the Mobility Element is: "To improve mobility through development of a balanced, multi-modal transportation network. The goal is a transportation network that gets people where they want to go and minimizes impacts on the environment and neighborhoods. The City of Villages strategy envisions compact, walkable villages that have a variety of transportation choices. Using transit is more convenient because of this development pattern. The intent is to allow more people to live and work within walking distance of transit. Thus, the City of Villages concept is both a land use and transportation strategy. While the Mobility Element is divided into several sections, the "Walkable Communities" and "Transit First" sections are the two most related to TOD.

Walkable Communities Goals and Policies:

Goals of the Walkable Communities section include:

- A city where walking is a viable travel choice, particularly for trips of less than one-half mile;
- A safe and comfortable pedestrian environment;
- A complete, functional, and interconnected pedestrian network, that is accessible to pedestrians of all abilities; and
- Greater walkability achieved through pedestrian-friendly street, site and building design.

Included within this section are numerous policies that help to meet these walkability goals. Most of them support the basic principles of TOD, such as safety, pedestrian-friendly, accessibility, connectivity, and mixed-use.

Goals of the Transit First section include:

- An attractive and convenient transit system that is the first choice of travel for many of the trips made in the city; and
- Increased transit ridership.

Policies of the Transit First section include:

- ME-B.2 - Support the provision of higher-frequency transit service and capital investments to benefit higher-density residential or mixed-use areas; higher-intensity employment areas and activity centers; and community plan-identified neighborhood, community, and urban villages; and transit-oriented development areas.
- ME-B.3 - Design and locate transit stops/stations to provide convenient access to high activity/density areas, respect neighborhood and activity center character, implement community plan recommendations, enhance the users' personal experience of each neighborhood/center, and contain comfortable walk and wait environments for customers.

- ME-B.9 - Make transit planning an integral component of long range planning documents and the development review process (includes several supporting sub-policies).

Urban Design Element

The purpose of the Urban Design Element is: "To guide physical development toward a desired scale and character that is consistent with the social, economic and aesthetic values of the city." This element contains goals and policies that support TOD, such as quality of life, choices for lifestyle and transportation, distinctive neighborhoods, preserving historic character, maintaining community identity, high level of activity, sustainability, appropriate parking, landscape and streetscape design, public spaces, and integration of transit.

Polices related to TOD include:

- UD-A.9 - Incorporate existing and proposed transit stops or stations into project design.
  - Provide attractively designed transit stops and stations that are adjacent to active uses, recognizable by the public, and reflect desired neighborhood character.
  - Design safe, attractive, accessible, lighted, and convenient pedestrian connections from transit stops and stations to building entrances and street network.
  - Provide generous rights-of-way for transit, transit stops or stations.
  - Locate buildings along transit corridors to allow convenient and direct access to transit stops/stations.
- UD-C.1 - In villages and transit corridors indentified in community plans, provide a mix of uses that create vibrant, active places in villages.
- UD-C.2 - Design village centers to be integrated into existing neighborhoods through pedestrian-friendly site design and building orientation, and the provision of multiple pedestrian access points.
- UD-C.4 - Create pedestrian-friendly village centers.
- UD-C.6 - Design project circulation systems for walkability.

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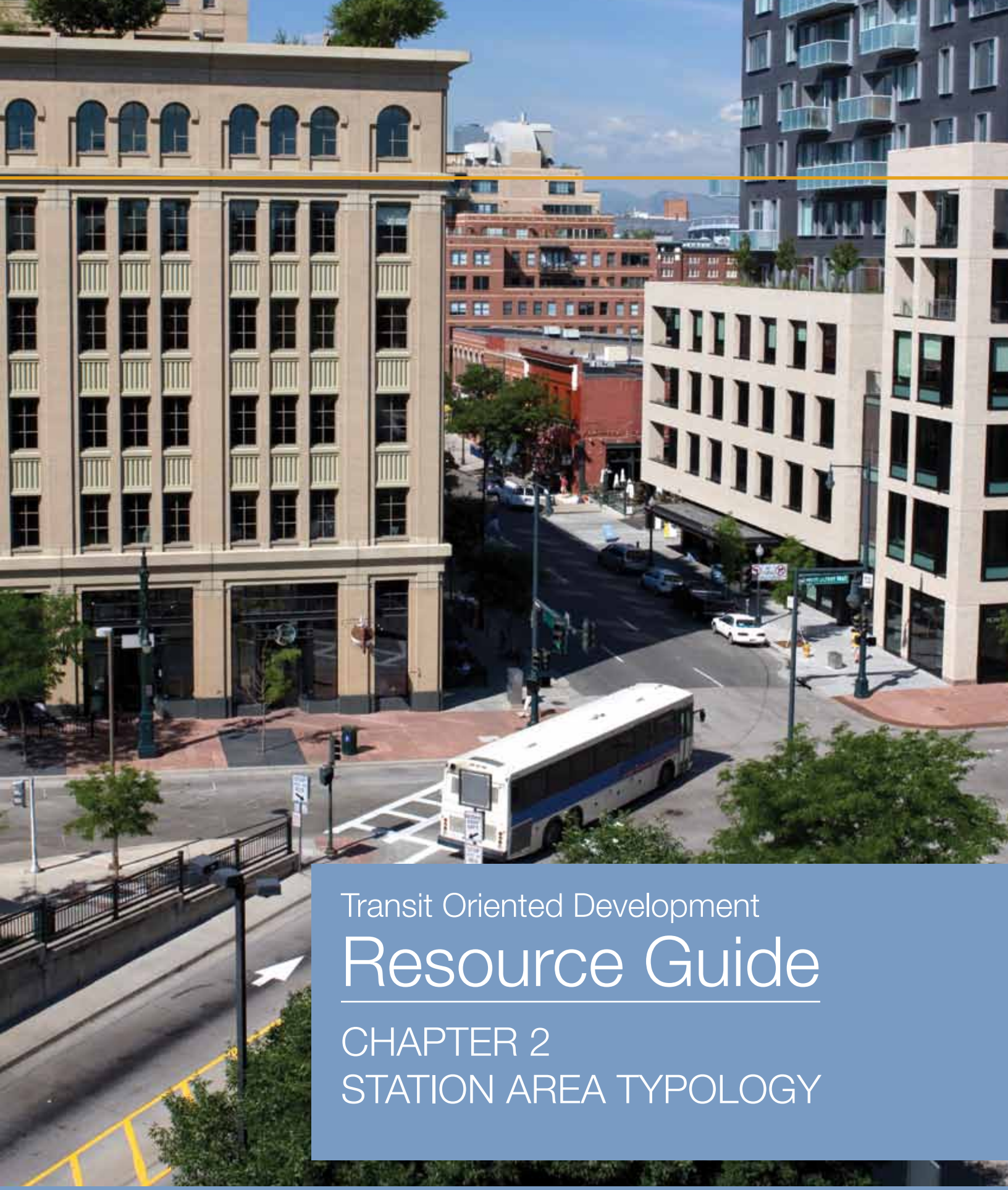


Transit Oriented Development

Resource Guide

CHAPTER 2
STATION AREA TYPOLOGY

STATION AREA TYPOLOGY

1.0 INTRODUCTION

1.1 What Is Included in a Station Area Typology?

1.2 How Does a Station Area Typology Guide Planning Efforts?

2.0 A STATION AREA TYPOLOGY FOR THE TBARTA REGION

2.1 How the Typology Was Created

2.2 Illustrations of Station Area Types

3.0 SUGGESTED READINGS

1.0 INTRODUCTION

Station area typology refers to the systematic classification of types of transit station areas throughout a region according to their common characteristics. It identifies appropriate character by providing descriptive benchmarks relative to the future development potential for these places, consistent with the communities' needs and vision. The intent of such a typology is to establish a common planning framework for the station areas, so that everyone involved can better understand the goals for character, role and function of the places. This chapter describes more specifically how station area types are defined, why they are important for guiding planning efforts, and what has been conceptualized as appropriate for the TBARTA region.

1.1 WHAT IS INCLUDED IN A STATION AREA TYPOLOGY?

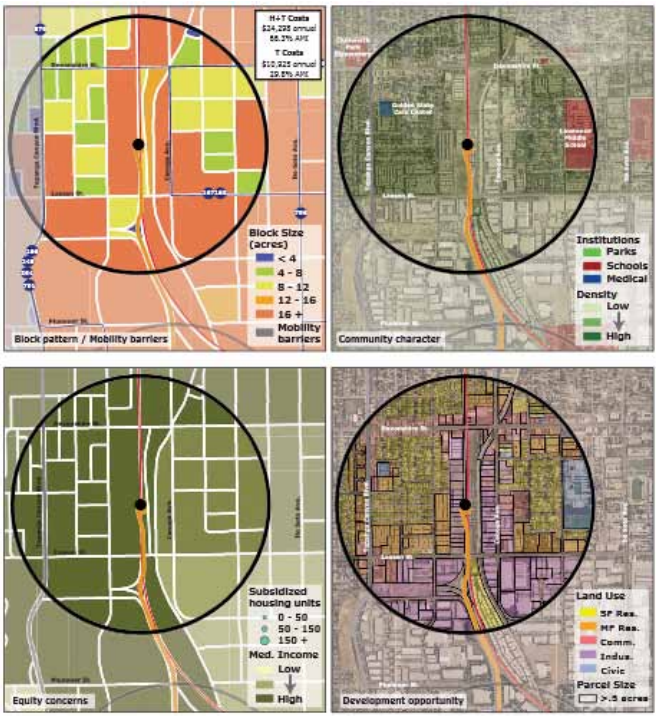
Station area types are identified based upon a variety of factors, including development pattern, density and intensity, building scale, land use mix, and potential effect on transit ridership.

Specific factors which help define the each station area type described in the chapter include:

- Type of transit serving the station;
- Desired land use density and intensity (number of residents and jobs) and ability of those densities and intensities to maximize the return on our communities' transit investments;
- Scale of buildings;
- Desired mix of uses;
- Desired housing and employment types; and,
- Type and amount of parking.

Optimizing development densities and intensities in station areas plays an important role in improving ridership, so it is important to establish appropriate planning targets that also reflect community desires and respond to the realities for regional development dynamics. Improving opportunities to receive federal funds, is another important reason to set specific development goals The Federal Transit Administration (FTA) rates projects on their performance across several land use and economic development criteria, including density and intensity of development in station areas, presence of affordable housing, and parking availability.

Santa Clara, California. Photo by xAtsukex.



Los Angeles TOD Typology and Case Study Project, Chatsworth - Metrolink/Orange Line BRT Station Area profile. Source: CTOD, October 2009.

Salt Lake City, Utah. Photo by Matt Johnson.

Over the past several years, regions across the United States have established station area typologies relating to their transit systems. Examples of these include Denver, Portland, Los Angeles, Charlotte-Mecklenburg County, Baltimore, and the South Florida East Coast Corridor. *A Framework for Transit Oriented Development in Florida* contains a variety of TOD Place Types, which were then analyzed to show how TOD functions in existing places across the state. Additionally, the Center for Transit-Oriented Development (CTOD) provides a clearinghouse of information on station area typology.

1.2 HOW DOES A STATION AREA TYPOLOGY GUIDE PLANNING EFFORTS?

Establishing a station area typology for a transit system helps to shape early planning efforts. The process of developing a place-based framework can enhance the communities' understanding of new development patterns that may be very different than the norm. It may also enhance their understanding of development needed to support a transit system. Therefore, in providing these general guidelines, the station area typology can aid in planning future growth by allocating population and jobs to designated station areas. Modeling the anticipated new development pattern can identify transportation system improvements needed to accommodate the future growth.

Additionally, a planning framework set by the typology can be used to identify policy and regulatory changes needed to encourage the desired development. Several local Comprehensive Plans (Chapter 1) in the TBARTA region have already been amended to include target density and intensity standards, mix of land uses, appropriate scale, and a process for classifying station types. The Station Area Typology lays the groundwork for station area plans (Chapter 3) relating to existing development, desired housing types, types and amount of parking, and other unique features of each station area. Zoning and land development regulations (Chapter 4) relating to building heights, land use compatibility, and other

scale and form issues, are based upon the framework. Overall, the typology helps to define a consistent terminology to be used in the planning process.

2.0 A STATION AREA TYPOLOGY FOR THE TBARTA REGION

Through examination of FTA New Starts and Small Starts Land Use and Economic Development criteria and how well jurisdictions in the region currently support the potential for TOD, the TBARTA Land Use Working Group (LUWG) determined the topics needing the most attention was land uses and intensity. Since these both greatly depend on the station type, the group decided it would be helpful discuss station area typologies. The group considered what was appropriate and relevant to communities in the TBARTA region that could potentially be applied regionwide.

The TBARTA region includes several downtowns of different sizes, business centers, suburban and rural areas, historic neighborhoods, and tourist destinations, with a range of transit types planned to serve them. Station areas will vary widely in existing and projected population and job growth, community desires, and anticipated development patterns. Each station area is likely to have unique opportunities or constraints based upon its location within the TBARTA region. Therefore, the TBARTA Station Area Typology needs to be relevant across the entire spectrum of community types.

Each station area is likely to have unique opportunities or constraints based upon its location within the TBARTA region.

Land Use Working Group meetings and break-out sessions. Photos by Jacobs Engineering Group.

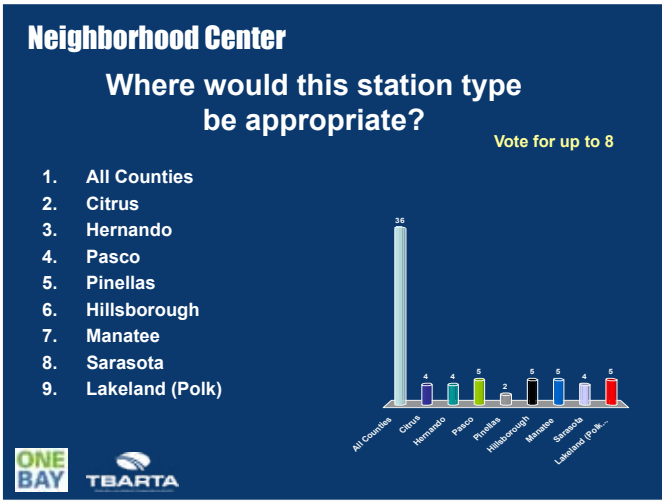
2.1 How the Typology Was Created

On May 1, 2009, the LUWG heard about national examples first hand. Experts from Charlotte, North Carolina, and Denver, Colorado, presented information including station typologies, policy basis for TOD, station area plans, overall challenges, and lessons learned. On August 27, 2009, LUWG members were provided with reference materials and a worksheet to discuss in small groups what is desired and appropriate for different stations types in the TBARTA region. They also reviewed the TOD Scenario developed for the TBARTA Master Plan to evaluate the effects of shifting future growth to potential station areas, including the attraction factors and proposed densities that were added to each station type, and the Regional Anchors map, all developed with input from the LUWG in previous months. The small groups then reported a summary of their discussion to the large group.

During the months that followed, the Hillsborough County City-County Planning Commission and Pasco County Growth Management developed station typologies, and shared their work with the LUWG. The LUWG was asked if the types that Hillsborough and Pasco proposed for their Counties could apply regionwide. Details were provided for the LUWG to consider.

At the January 8, 2010 meeting, LUWG attendees were asked to provide feedback on a variety of station area types presented using an interactive audience response system. The station area types were based on information from the August 27, 2009 small group discussions, combined with the Hillsborough and Pasco Counties proposals. Participants were asked which station area types would be appropriate in various parts of the TBARTA region along corridors in the Mid-Term and Long-Term Regional Transit Networks.

Information was presented to LUWG in PowerPoint slides about each station area type, assuming short-distance rail would serve the station. The group was asked questions including which county within the TBARTA region would the type of development shown be appropriate, and if the proposed target densities, intensities and building heights too high, too low, just right, or unknown. It was also asked if Bus Rapid Transit (BRT) station characteristics should be different than light rail stations, in terms of target densities, intensities and building heights; and if commuter rail



Example of station type feedback provided by the Land Use Working Group on January 8, 2010.

stations should be different than light rail stations, in terms of target densities, intensities and building heights.

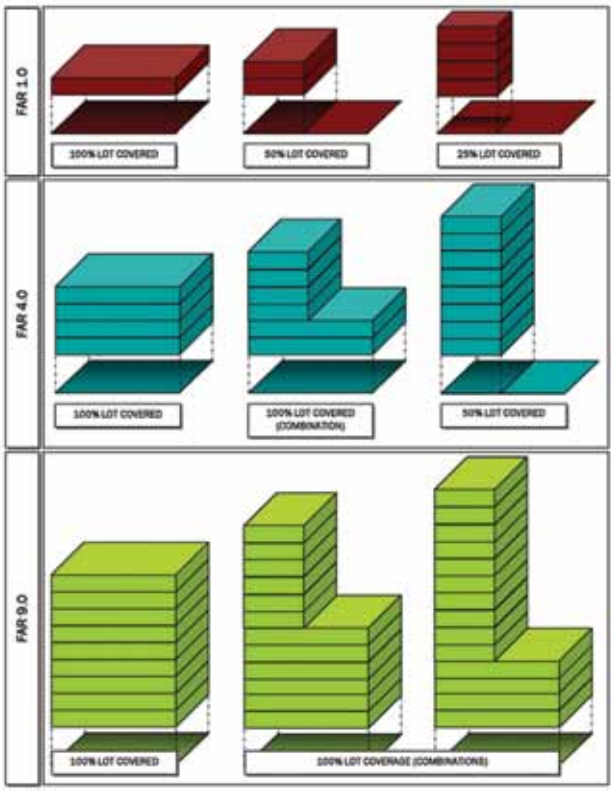
Revisions were made to the station area types based on the input received during the interactive voting. They were presented again at the March 5, 2010 meeting for additional review and comments. Final refinements were made based on the comments received at the May 7, 2010 meeting, as shown in the Station Area Typology table that follows.

While the feedback received indicated that BRT stations would likely have less development than rail stations, it was decided to keep the types non-specific to transit technology, instead focusing on transit system function. The typology includes general non-prescriptive guidelines, providing for a wide range of place types. Therefore, the typology provides an overall framework for jurisdictions without being too specific thus allowing flexibility in the decision making process.

2.2 Illustrations of Station Area Types

The TBARTA station area types are categorized by station area character: Downtown Urban Core, Regional Urban Center, Regional Mixed Use Urban Center, Regional Commercial/Employment Center, Community Center Urban, Community Center New Town, Neighborhood Center, and Park and Ride. On the pages that follow the table, illustrations of each type depict the general form and scale of development that could occur in different parts of a station area. These illustrations show the varying degree of building types, street networks, and open spaces that are important to consider in planning for each station type.

The station models were created using the street networks from places in the TBARTA region. The approximately 500-acre station areas were modeled in a one-half mile radius. Although no station area is created as a perfect circle due to environmental considerations, natural and physical barriers and other considerations, the one-half mile radius was chosen due to it being the typical distance that is referred to as easy walking distance. The total building square footage was based on the mid-point of the target floor area ratios identified by each station type, and distributed area-wide. Building types were based on the building heights and desired housing mix defined in each station type. The size of building footprints were based on the desired land uses for each station type. Creating station area models like these helps stakeholders and local decision-makers visualize the potential form and scale of development, accounting for land area needed for roads and open space, in accordance with guidelines established in the station area typology.



Floor Area Ratio (FAR) is calculated by dividing the gross floor area of all buildings on a lot by the area of that lot. Source: Washington D.C. Office of Zoning.

TBARTA STATION AREA TYPOLOGY

Station Area Type and Character			Target Density (du/ac)	Target Floor Area Ratio	Building Height (stories)	Desired Land Use	Desired Housing Mix	Transit System Function
Downtown Urban Core			40-100	3 or more	5 or more	High density mix of office, residential, commercial, entertainment and civic/ government uses	High-rise and mid-rise apartments and condos	Intermodal facility transit hub supporting all modes of transit
Regional	Urban Center		40-60	2.5-5	4-20	Mix of office, retail, residential, commercial, entertainment, and public/ semi-public uses	High-rise and mid-rise apartments and condos	Regional destination linked with high-quality local feeder connections
Regional	Mixed-Use Suburban Center		20-40	1.5-3	2-10	Mix of office, retail, residential, entertainment, institutional, and medical	Mid-rise apartments and condos	Regional destination linked with high-quality local feeder connections
Regional	Commercial/ Employment Center		n/a	2-3.5	3-12	Mix of office, flex-space, support retail, industrial, and lodging	n/a	Regional destination linked with high-quality local transit feeder connections and employee shuttle service
Community Center	Urban		10-40	1.5-3	2-8	Local center of activity; live, work, and shop	Low-rise and mid-rise apartments, condos, and townhouses	Walk-up station with potential for localized parking and local transit connections.
Community Center	New Town		15-30	1-2.5	1-5	Local center of activity; live, work and shop	Low-rise apartments, condos, townhomes, and small single-family lots	Local transit feeder station; walk-up stops with parking
Neighborhood Center			10-15	0.5-2	1-3	Residential, retail, and offices	Low-rise apartments, condos, townhouses, and small single-family lots	Local transit feeder station; walk-up stops with limited parking
Park and Ride			10-15	0.25-1.5	1-6	Office, residential, and retail	Low-rise apartments, condos, townhouses, and small single-family lots	Capture station for inbound commuters with large parking area and local/express bus service

STATION AREA TYPE: DOWNTOWN URBAN CORE

Photo by John Perry

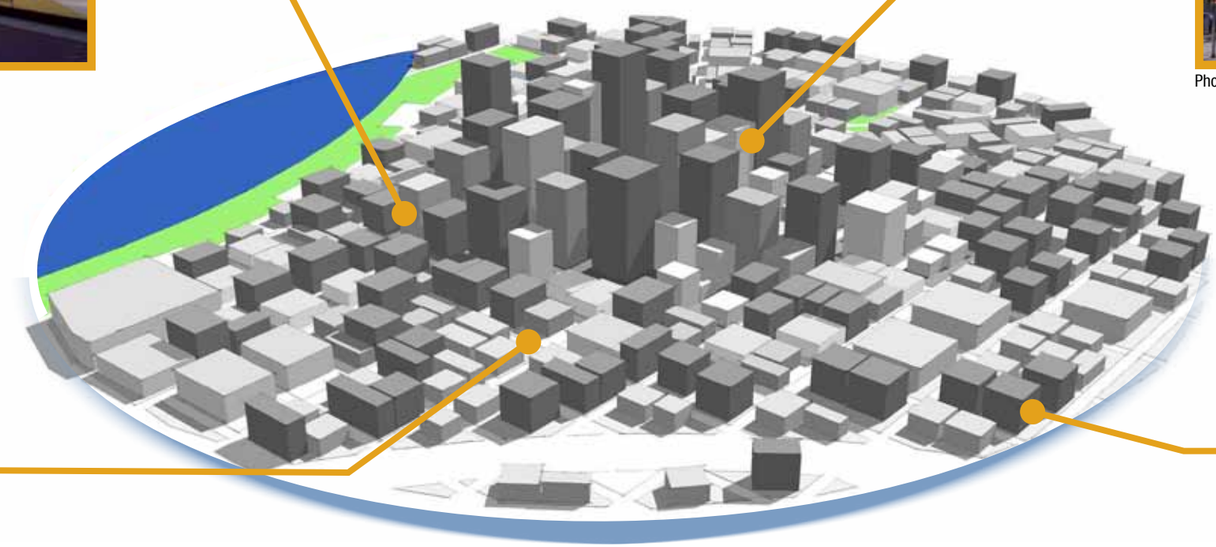


Photo by Jacobs Engineering Group

Photo by Jacobs Engineering Group

Photo by Jennifer Willman

STATION AREA TYPE: REGIONAL URBAN CENTER

Photo by Jacobs Engineering Group

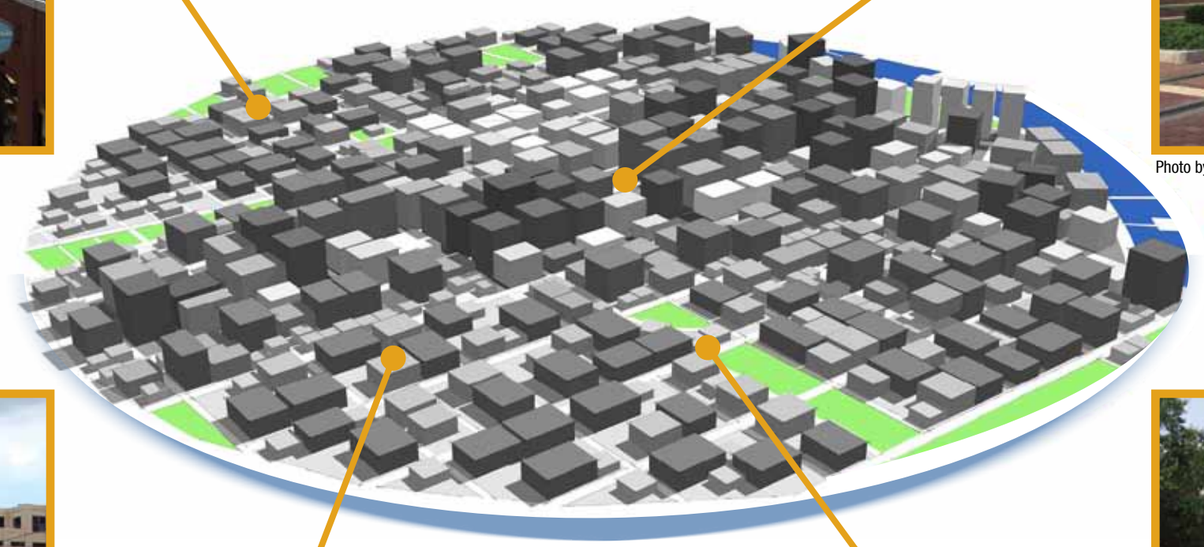


Photo by Jacobs Engineering Group

Photo by Hillsborough County City-County Planning Commission

Photo by Jacobs Engineering Group

STATION AREA TYPE: MIXED-USE SUBURBAN CENTER

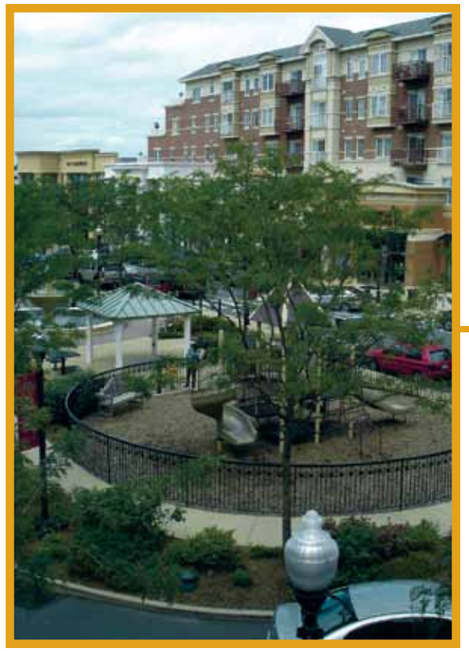


Photo by Jacobs Engineering Group

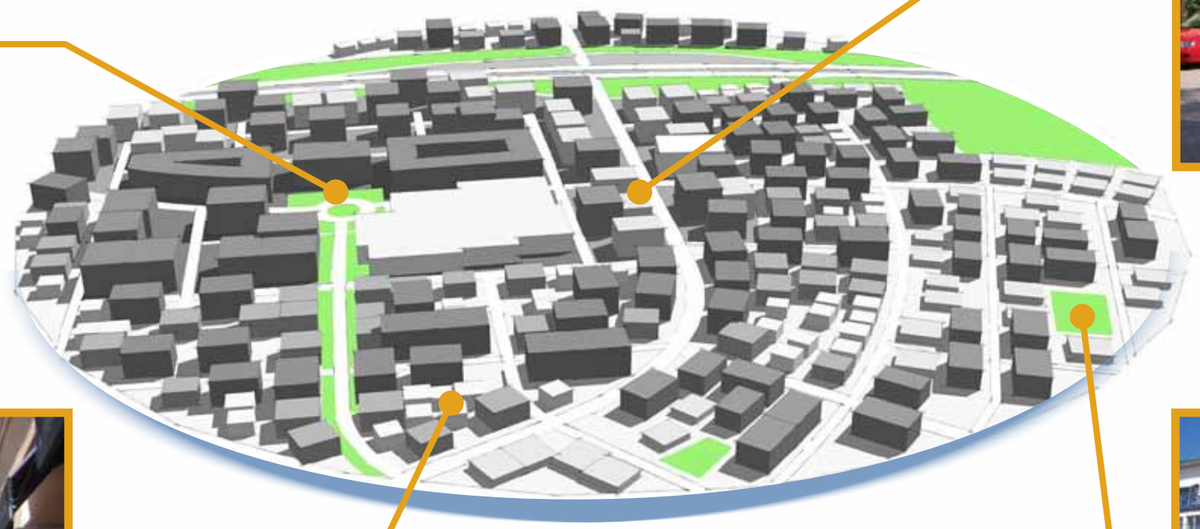


Photo by Jacobs Engineering Group

Photo by Jacobs Engineering Group

Photo by La Citta Vita

STATION AREA TYPE: REGIONAL COMMERCIAL EMPLOYMENT CENTER

Photo by Goodman

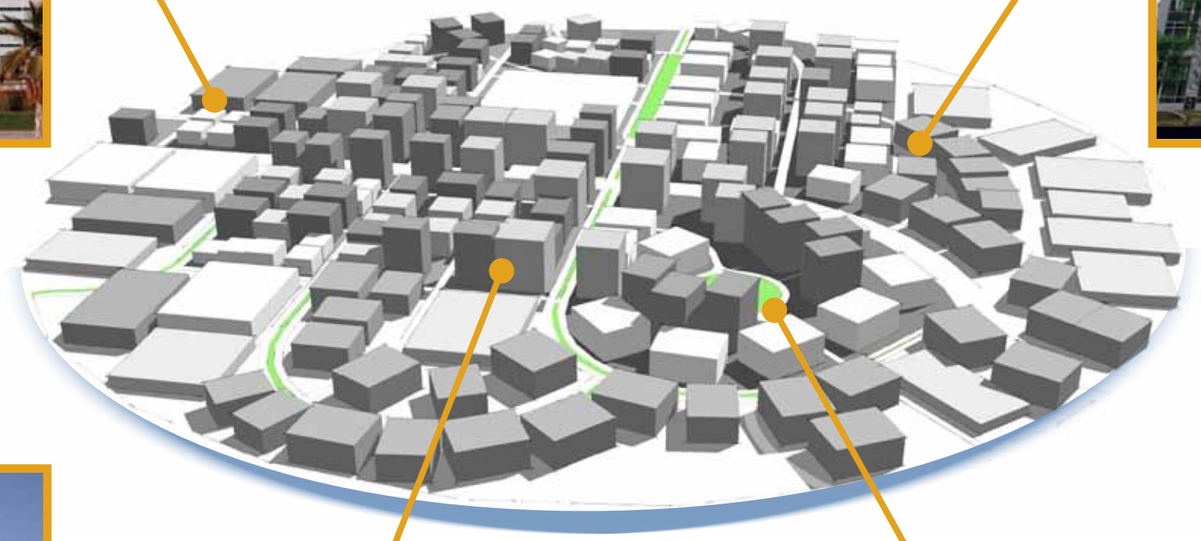


Photo by ARLnow.com LLC

Photo by C. G. SCHMIDT

Photo by Kajima Europe

STATION AREA TYPE: COMMUNITY CENTER URBAN

Photo by La Citta Vita

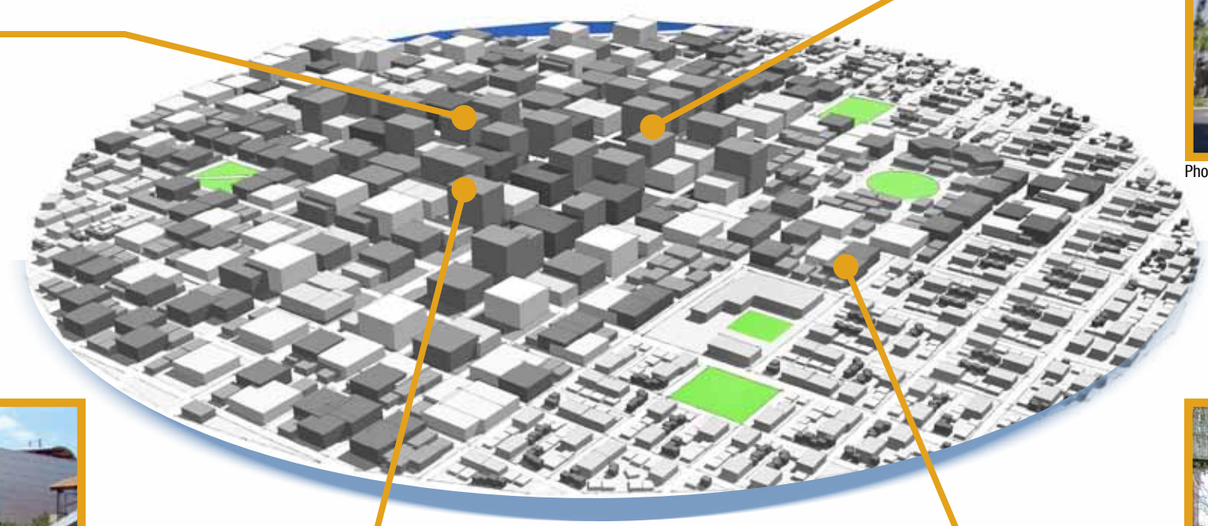


Photo by Jacobs Engineering Group

Photo by Hillsborough County City-County Planning Commission

Photo by KR Transit

STATION AREA TYPE: COMMUNITY CENTER NEW TOWN

Photo by Jacobs Engineering Group

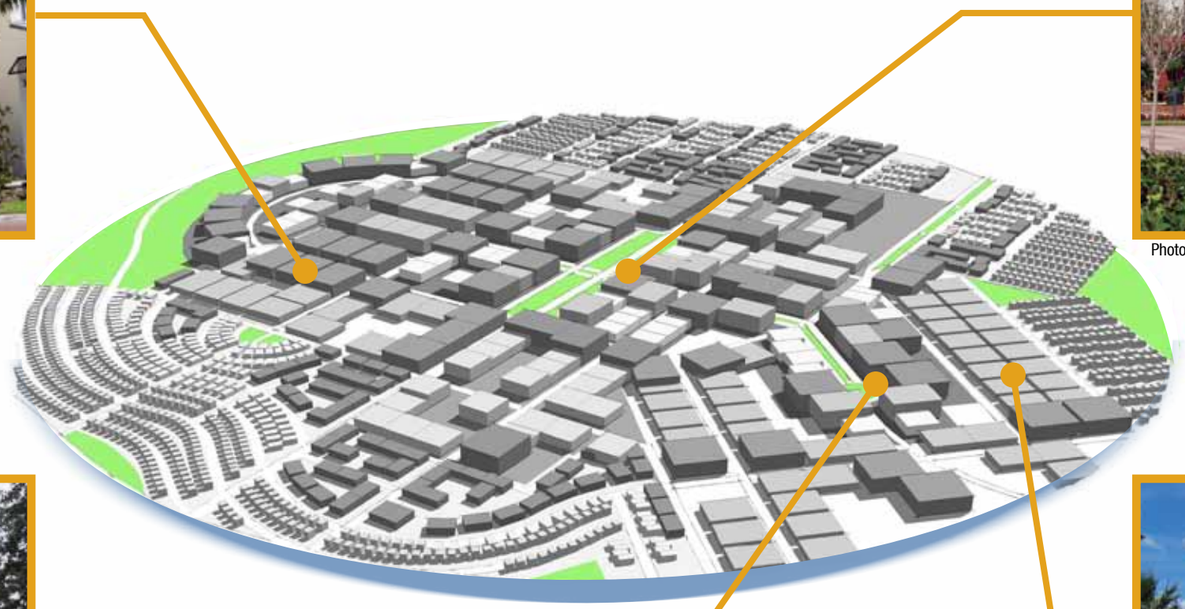


Photo by Jacobs Engineering Group

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Photo by Jacobs Engineering Group

STATION AREA TYPE: NEIGHBORHOOD CENTER

Photo by Jacobs Engineering Group

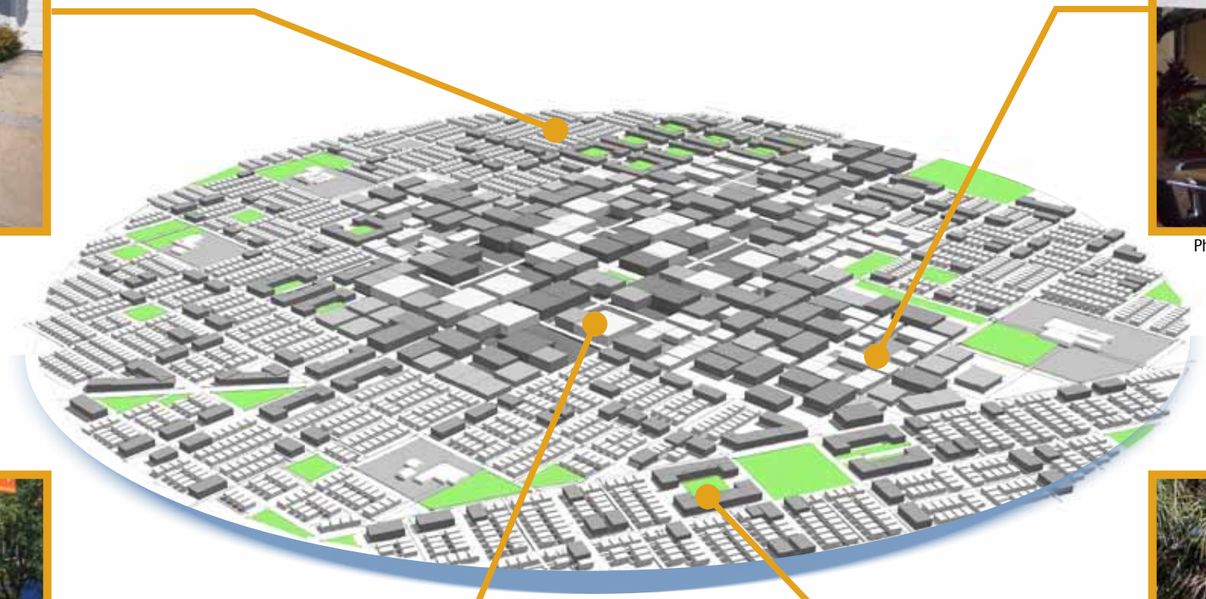

Photo by Jacobs Engineering Group

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STATION AREA TYPE: PARK AND RIDE

Photo by Jacobs Engineering Group

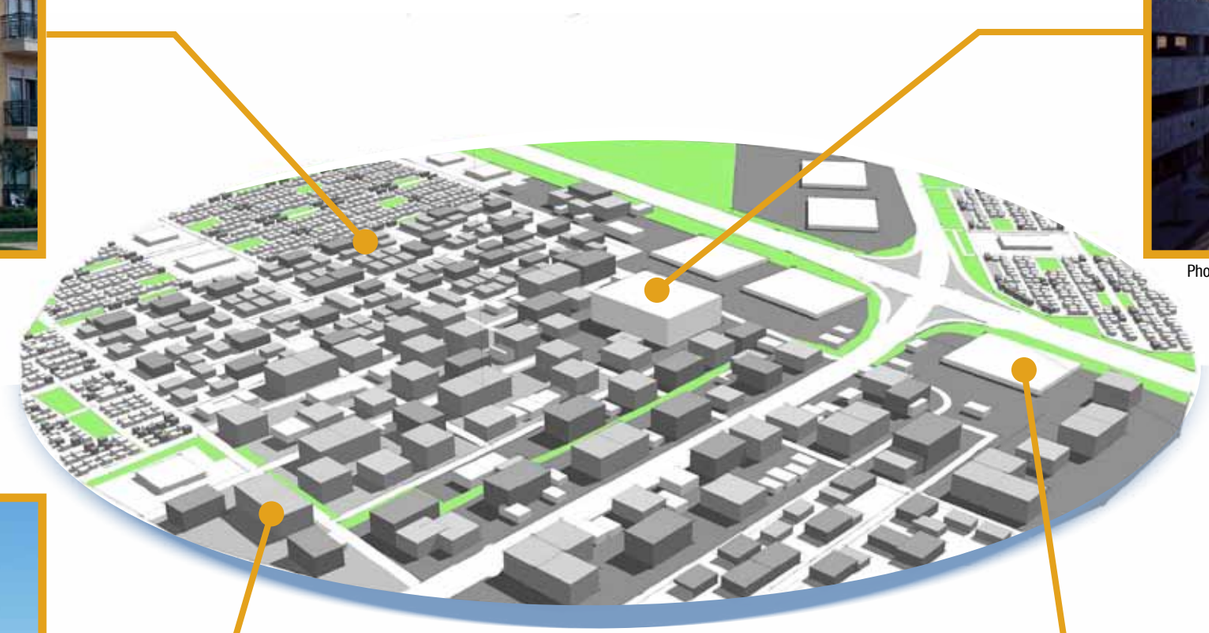

Photo by James Ratliff

Photo by Jacobs Engineering Group

Photo by Jacobs Engineering Group

3.0 SUGGESTED READINGS

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Transit Oriented Development

Resource Guide

CHAPTER 3
STATION AREA PLANS

STATION AREA PLANS

1.0 INTRODUCTION

1.1 Why is Station Area Planning Important?

1.2 How this Chapter was Developed

2.0 IMPORTANT TOPICS

2.1 Importance of Public Participation in the Station Area Planning Process

2.2 Relationship of Station Area Plans to Comprehensive Plans and Land Development Regulations

2.3 Relationship of Station Area Plans to Transportation Improvement Programs and Capital Improvement Plans

2.4 Planning Considerations within Station Areas

3.0 KEY ELEMENTS OF THE STATION AREA PLANNING PROCESS

3.1 Data Collection and Initial Steps

3.2 Concept Planning and Station Area Identity

3.3 Specific Plans or Plan Components

3.4 Station Area Implementation Plans

4.0 STATION AREA PLANNING PARTNERS

4.1 Importance of Partnerships

4.2 Roles and Responsibilities

4.3 Examples of Partners

5.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

5.1 Suggested Readings

5.2 Additional Resources

1.0 INTRODUCTION

Significant investments in fixed-guideway or limited-stop transit service not only provide transportation choices, but also create economic development opportunities in more livable communities built around transit stations. Station area planning is important because it sets forth a vision and plan created by the community where the Transit Oriented Development (TOD) is located. A Station Area Plan (SAP) considers the unique neighborhood context and market demand. It provides guidance relating to land use, zoning, urban design, infrastructure, and public improvements, among other things. SAPs also set forth implementation strategies to realize the vision.

A Station Area Plan considers the unique neighborhood context and market demand. It provides guidance relating to land use, zoning, urban design, infrastructure, and public improvements.

1.1 WHY IS STATION AREA PLANNING IMPORTANT?

SAPs are a critical part of the Federal Transit Administration (FTA) New Starts and Small Starts process to demonstrate the land use and economic development effects of a new transit system. The process of creating the SAP engages many partners involved, and determines the implementation plan needed to prepare for successful TOD. Amendments to comprehensive plans, land development regulations, and infrastructure plans often occur after the SAP is adopted by the local jurisdiction to address various topics related to future development. Since most development or redevelopment within a TOD occurs on a parcel-by-parcel basis, SAPs provide the framework to clearly guide new development, so that developers and the community know what is expected to occur within the station area, such that the envisioned development can be achieved.

1.1.1 Station Area Planning and TBARTA

TBARTA's establishing legislation defines its role in TOD and station area planning, whereby: "The authority shall coordinate and consult with local governments on transit or commuter rail SAPs that provide for compact, mixed-use, TOD that will support transit investments and provide a variety of workforce housing choices, recognizing the need for housing alternatives for a variety of income ranges." Understanding that local governments have land use decision-making control, TBARTA seeks to serve as convener, collaborator, and communicator to assist communities with the changes that not only support their local vision of TOD, but also support and enhance the effectiveness of transit.

1.2 HOW THIS CHAPTER WAS DEVELOPED

The TBARTA TOD Guiding Principles include several that relate to station area planning. Among those most relevant are:

- Establish a method for preparing Station Area Plans, coordinated by government agencies, that engages multiple stakeholders including the public;
- Specify that Station Area Plans will include existing conditions, neighborhood context, station area types, redevelopment vision, concept plan, market research and development projections, land use recommendations,

zoning requirements, building design standards, site development standards, street cross sections, streetscape development standards, pedestrian and bicycle access plans, public infrastructure improvements, signage plan, public realm and open space plan, parking accommodations, and implementation plan;

- Identify station area types that address transit technology, community character, density/intensity and mix of land uses, housing mix, and building heights; and
- Accommodate multimodal local and regional connections for all types of vehicles, including trains, buses, bicycles, cars, ships, boats, aircraft, and taxicabs.

Content within this chapter is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources. These sources were selected with the aforementioned guiding principles in mind.

2.0 IMPORTANT TOPICS

The following topics are important to the discussion of SAPs and intended to aid in the overall understanding of the station area planning process. Further information can be obtained from the additional resources provided later in this chapter.

2.1 IMPORTANCE OF PUBLIC PARTICIPATION IN THE STATION AREA PLANNING PROCESS

SAPs, as the documents that set forth the vision and implementation processes for transit station areas, have a profound impact on when and how station area infrastructure improvements and TOD occurs. As long range planning documents, it is critically important that various stakeholders are engaged and empowered to participate in the process that will shape future development and impact existing residents. Public participation is needed to help decision makers define a station area's vision while maintaining the unique identity of each community or neighborhood. It is essential for successful station area plans.

Engaging the public in the station area planning process will result in a better understanding of the potential to leverage public and private investment to maximize community benefits. It is important to explain that trade-offs are sometimes required to ensure that projects achieve the goals of all the TOD partners. Having open and honest discussions focusing on outcomes that incorporate community needs and values is critical. Chapter 8 of this resource guide provides additional information relating to public engagement.

2.2 RELATIONSHIP OF STATION AREA PLANS TO COMPREHENSIVE PLANS AND LAND DEVELOPMENT REGULATIONS

2.2.1 Station Area Plans and Comprehensive Plans

Throughout the state, comprehensive plans provide the framework upon which land use regulations are formed and implemented within each community. These plans contain objectives and policies describing how programs, activities, and land development regulations will be initiated, modified, or continued to implement identified plan goals. These plans also identify capital investment priorities.

Comprehensive plan policies usually apply to the entire jurisdiction. There may also be sub-area policies tailored to specific parts of the jurisdiction, such as a station area. Plan policies are the foundation upon which SAPs

are built, typically relating to the coordination, economic development, implementation, land use, mobility, and community design of transit stations. Chapter 1 of this resource guide contains additional information relating to comprehensive plan policies for TOD.

2.2.2 Station Area Plans and Land Development Regulations

Most communities within the state utilize land development regulations (LDRs) which set forth specific and detailed regulations necessary to implement the policies contained within a comprehensive plan. LDRs can govern many facets of development, including what it looks like, and where or how it can occur. These standards are usually related to a zoning district, and provide one set of base standards for any development occurring within that particular district.

TOD presents unique opportunities and challenges compared to traditional forms of development. As such, SAPs provide specialized guidelines that apply to development and redevelopment within a station area. SAPs may also refine existing provisions within adopted LDRs, and include additional strategies and implementation tools necessary to create and support successful TOD. Chapter 4 of this resource guide provides information on LDR topics such as zoning and design standards relevant to TOD.

Bethesda, Maryland. Photo by Brett VA.

2.3 RELATIONSHIP OF STATION AREA PLANS TO TRANSPORTATION IMPROVEMENT PROGRAMS AND CAPITAL IMPROVEMENT PLANS

A Transportation Improvement Program (TIP) is the funding allocation and schedule for near-term roadway, bicycle, pedestrian and other transportation projects from a community's Long Range Transportation Plan (LRTP) typically over a five or seven year period. A Capital Improvement Plan (CIP) identifies projects needed to accommodate growth over the timeframe of the plan, and include level of service standards for public facilities, a schedule of projects, and a schedule of revenues required to fund those projects. These projects may include drainage, fire rescue, police, parks, library and other utility improvements, to name a few.

SAPs not only consider land use changes and design standards; they also outline plans for phasing in additional multi-modal transportation facilities. As such, any improvements identified in SAPs must be incorporated into and consistent with applicable TIPs. Additionally, SAPs identify specific infrastructure needed to accommodate and support TOD. These needs are incorporated in a community's CIP.

In order to maximize the efficient provision of infrastructure and services within station areas, coordination of updates to the CIP, TIP, LRTP, and other plans is necessary. Additionally, levels of service within station areas may

need to be adjusted to accommodate higher densities and intensities within TOD, or may be adjusted as an incentive to promote TOD.

2.4 PLANNING CONSIDERATIONS WITHIN STATION AREAS

There are several factors that influence the timing and intensity of development occurring within transit station areas. It is important that these factors be kept in mind throughout the station area planning process:

- **Demographics and Local Economy** – The degree, timing and character of TOD is tied to the potential of the existing residential population, commercial base and station area to accommodate the increased density and intensities characteristic to TOD. Communities within the TBARTA region vary widely both in terms of their size and population characteristics, such as age, income, and travel patterns. The same variations occur in the scale and types of employment opportunities in the various communities. These differences must be considered when setting a growth vision. Furthermore, consideration should be given to how the introduction of transit and TOD will affect the demographic composition of people likely to live, work, or visit the station area in the future.
- **Accessibility** – Potential transit station areas with a high degree of accessibility are convenient and easy to travel to and from by a variety of transportation modes, including pedestrian, bicycles, automobiles, and all forms of transit. Station areas that utilize prominent signage and wayfinding tools improve accessibility. Existing transportation connections and multi-modal options should be thoroughly evaluated for each station area to maximize the utilization of existing bicycle, pedestrian and roadway networks.
- **Supportive Zoning, Land Use Controls and Design Standards** – These are codified requirements that often encourage increased development densities, endorse mixed-use development, reduce typical parking requirements and buildings setbacks, and promote pedestrian-friendly development. It will be important to evaluate the effectiveness of existing standards and guidelines in achieving TOD goals and objectives and determine the best way to incorporate them into the SAPs or otherwise create new regulations and standards that may be needed.

Denver, Colorado. Photo by Hillsborough County City-County Planning Commission.

- **Real Estate Market Conditions** – Existing and future market demand, as well as other local economic factors, should be evaluated relative to each station area and within the context of the broader surrounding market areas. The timing of improvements within station areas should reflect those market realities such that those stations within a single jurisdiction with the most near-term development potential are prioritized. Additionally, the cumulative effect on market demand of other stations within the transit system should be considered.
- **Available Land for TOD or Joint Development** – Transit station areas with property available for development or redevelopment, either through acquisition, donation, land assembly or leveraging through public-private partnerships, offer near-term development potential for TOD should be identified in SAPs. Large underutilized sites with a high propensity for redevelopment are also important to consider. Joint development and public-private partnerships are discussed in Chapter 7 of this resource guide.

Arizona State University, Phoenix, AZ. Photo by HDR.

- **Major Attractions** – Near-term development potential may be strong at station areas close to major attractions, community facilities, or other destinations that attract riders, visitors and businesses. The presence and scale of entertainment venues, large educational institutions, and commercial nodes or corridors should be evaluated when siting stations and preparing the SAP.

3.0 KEY ELEMENTS OF THE STATION AREA PLANNING PROCESS

The creation of a successful SAP requires various key elements that together make up the process of SAP creation. The phases include data collection and initial analysis, followed by concept planning and determining station area identity, identifying specific plans or components of a plan, and determining how the SAP or its components will be implemented.

3.1 DATA COLLECTION AND INITIAL STEPS

3.1.1 Defining the Study Areas

Station Area

Typically, for preliminary planning purposes, a station area is defined as a one-half mile radius from a transit station. A more tailored boundary will need to be determined as part of the SAP process. The boundary may expand or contract in certain places to account for such things as existing land uses, physical barriers, environmental constraints, or important development opportunities within the station area. For example, the boundary might avoid splitting or isolating properties that have a high propensity for development or redevelopment.

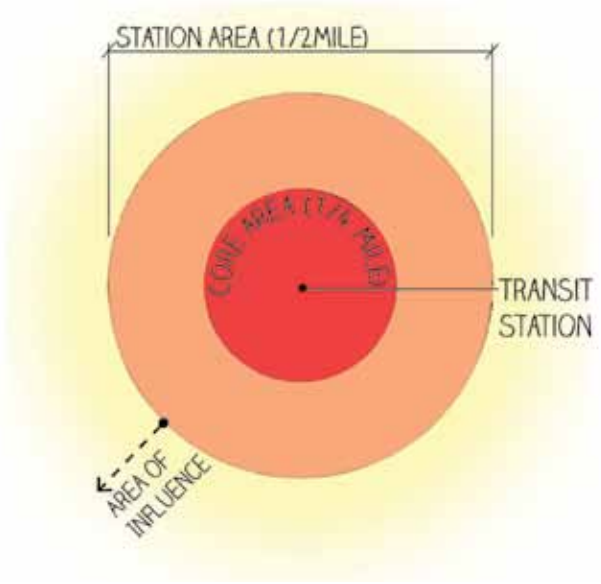
Core Area

The core area is typically defined as a one-quarter mile radius around a transit station. The one-quarter mile designation corresponds to the distance a resident is likely to walk to a major transit station. Similar to the station area, this area will likely be refined during development of a SAP. The core area, by virtue of its location adjacent or within close proximity to the transit station, provides the greatest opportunity for intensive, high-density, transit-supportive development. The highest residential densities and the greatest amount of new non-residential development are targeting in the core area.

Area of Influence

While the primary focus of station area planning efforts will be within the station area boundaries, an area of influence outside the station area should be identified when creating an SAP. This zone is beyond one-half mile from the transit station where changes are not contemplated or directly encouraged, but where development is likely to be affected by the siting of a new transit station. As

such, this area should be examined when creating an SAP to identify opportunities for connecting to infrastructure outside of TOD as well as potential impacts to communities surrounding TOD.



Transit Station Area Components.

3.1.2 Land Ownership Patterns

Land ownership patterns within station areas play an important role in the development of SAPs and strategies for their implementation. Although all stakeholders are equally important in the station area planning process, land owners with a substantial interest in a station area should be identified and brought into the planning process as early as possible. As discussed further in this section, large tracts of land (particularly undeveloped or underutilized land) have a greater propensity to be developed in the near term since their development is able to realize larger economies of scale and development is not predicated on complicated multi-party agreements or sometimes expensive and longer-term land assembly schemes. Large tracts also provide the potential for greater levels of site design and therefore can often set the tone or otherwise act as a catalyst for other TOD within the station area.

3.1.3 Existing Land Uses

Having a detailed catalogue of existing land uses is also important in planning for compatibility with new development. The extent to which existing uses are transit-supportive and fit within the ultimate station area vision should be examined. Vacant and underutilized parcels surrounding these station areas offer unique opportunities to encourage a mixed-use community.

3.1.4 Existing Plans or Studies

The underlying goals, objectives, policies, assumptions, strengths, opportunities, and constraints from all applicable existing plans and studies should be reviewed, together with the status of planned infrastructure or pending/approved developments. Incorporating data from plans and previous studies can help save time and effort when planning for a station area. Examples of plans that should be examined include:

- Community plans or small area plans;
- Comprehensive plans;
- Evaluation and appraisal report documents;
- CIPs or TIPs;
- Land development regulations;
- Local housing assistance plans;
- Florida Department of Transportation (FDOT) work programs;
- Needs assessments;
- Transit study and environmental documents; and
- Special studies or reports.

3.1.5 Transit Assessment

SAPs take into account existing transit service and needs, as well as anticipated ridership and future levels of service. An assessment of the modes, locations and frequencies of regional and local transit services within the station area can help determine appropriate land use patterns, desired mix of land uses, and appropriate densities/intensities with the station area. Detailed assessments of transit system needs and potential shelter or stop locations are critical from an operational, zoning and economic development perspective.

3.1.6 Environmental Assessments

Environmental assessments of station areas should occur early in the planning process to help determine appropriate development. During the station area planning process, it is critical to understand potential impacts to environmentally sensitive areas, and how best to avoid or mitigate them. Identifying wildlife habitat, greenways, wetlands, floodplains, and other natural resources can help to direct growth and development. The extent to which existing environmental features can be incorporated into functional green space or otherwise utilized as an amenity for TOD residents should be explored. Also, by developing plans for TOD that minimize impacts to our natural systems, the cost of stormwater treatment and attenuation can potentially be lessened.

3.1.7 Infrastructure Assessments

SAPs include an inventory and assessment of existing infrastructure systems, identify any existing deficiencies, and anticipate the incremental future needs of utilities and public services as TOD occurs within station areas. Secondary impacts to infrastructure in the areas surrounding TOD should also be considered. Infrastructure improvements are likely to be needed in most if not all station areas, and timing of these need to be carefully planned to coincide with new development.

If possible, SAPs should identify which services can be oversized to accommodate future TOD. This study is best done in conjunction with land use and economic development planning efforts.

The following utilities, infrastructure and public facilities may be examined during the station area planning process:

- Water supply systems (both potable and reclaimed);
- Wastewater systems;
- Stormwater treatment and conveyance systems;
- Solid waste management (including recycling, and collection systems);
- Utility franchise agreements;
- Telecommunications networks (including phone, coaxial cable and fiber optic networks);
- Sidewalks, bicycle lanes, multi-purpose trails and greenways;
- Parks and Recreation:
  - Active and passive recreational facilities;
  - Playgrounds and other park facilities; and
  - Cultural, community and senior centers.
- Public Safety:
  - Police personnel and facilities;
  - Fire personnel and facilities;
  - Public safety communications networks; and
  - Hurricane evacuation and other shelter space.
- Education and Learning:
  - Daycare centers;
  - Elementary, middle and high schools;
  - Vocational and other learning facilities;
  - Higher education; and
  - Libraries.

3.1.8 Historical Structures or Districts Assessment

SAPs should include an inventory of the location and significance of historic and cultural resources , which include buildings, sites and landscapes. This inventory will provide an understanding of the historic and cultural resources of the station area and provide development of specific guidelines that protect neighborhood character and its history. Incorporating these features into the development of TOD can help create an authentic sense of place and be an important part of a station's economic development strategy. Where possible, SAPs should include condition assessments and identify strategies and funding mechanisms for potential reuse or preservation of these resources.

Ybor City, Florida. Photo by HDR.

3.1.9 Demographics and Market Demand Studies

SAPs should assess demographic and employment trends, projections and real estate market conditions to characterize future demand for residential, office, and retail space for each station area. Assessment of potential market demand, both in terms of location and use, is critical to informing station area land use and development phasing plans.

Findings from these analyses can help guide not only the form and function of TOD, but also help decision makers better time and direct financial resources. These studies will form a baseline of housing, population and employment trends that can be utilized to evaluate the success of various TOD tools and strategies over time.

3.1.10 Land Suitability Analysis

Land suitability should be considered within each SAP. The analysis will typically provide an inventory of vacant, underutilized and constrained parcels. Typical land suitability analyses also will attempt to assess the propensity of each site within the station area to redevelop and identify options for the repurposing of sites. Unfortunately, there is no universal definition or agreed upon standards for classifying land as underutilized. As such, each community will need to define a methodology appropriate to the station area vision and local conditions. This data will also help direct land assembly efforts and can aid in the formation of partnerships.

3.2 CONCEPT PLANNING AND STATION AREA IDENTITY

3.2.1 Visioning and Branding

SAPs are typically developed through a series of community-based roundtables, workshops, charrettes, open houses, and general public meetings. Typically, the visioning process is guided by a steering committee of community members assisted by staff from various agencies and jurisdictions that represent the station area, and can include consultants hired to lead the process. Property owners, residents, business owners, and institutional and organizational representatives participate in this community-driven process.

Through these outreach programs and events, a public conversation can take place that allows stakeholders to engage in a multi-faceted, balanced discussion about each group's interests, desires, and needs. The objective behind a typical visioning and branding exercise is to create an identity for the station area that reflects community values and incorporates elements of the community's unique character into development of the SAP. The groups can be asked to find common ground in the features of historic or cultural importance. Incorporating these components into the SAP creates a starting point for the community, while allowing for new ideas about the transformation and enhancement of a station area.

3.2.2 Strengths, Weaknesses, Opportunities and Threats

Identification of Strengths, Weaknesses, Opportunities and Threats (SWOT) is important to develop a full understanding of the station area. It is best to do this early, possibly as part of the visioning process. The purpose of a SWOT analysis is to reveal positive forces that work together, and potential problems that need to be addressed or at least recognized. It can be used to explore solutions to problems, determine where change is possible, and decide priorities and ways to accomplish an objective. Ultimately, this analysis will help determine goals and strategies as part of the SAP.

Strengths and weaknesses describe existing conditions or characteristics, and opportunities and threats describe what could happen in the future based on external factors shaped by regional and national trends. Ideas for this analysis are usually generated in a group brainstorming session with technical staff and community stakeholders. The analysis is unique to each station area. An example of a SWOT analysis for the Boston Square station area in Grand Rapids, Michigan, is shown below.

SWOT Analysis for Boston Square Station Area

Strengths	Weaknesses
▪ Kalamazoo Avenue corridor ▪ community associations ▪ bus route ▪ neighborhood identity ▪ quality infrastructure ▪ racially integrated neighborhood ▪ vacant lots provide space for infill development ▪ dense walkable neighborhood ▪ mixed-use development ▪ some businesses draw regional clientele	▪ lack of grocery stores ▪ existing vacant and abandoned buildings ▪ high number of houses on market ▪ lack of primary education options ▪ incompatible mixed-use ▪ accessibility to neighborhood ▪ high percentage of non-occupant owned properties ▪ abandoned vehicles ▪ litter and trash ▪ poorly maintained properties
Opportunities	**Threats**
▪ Grand Rapids has a good reputation ▪ Grand Rapids' focus on infill development ▪ proximity to Lake Michigan ▪ near grocery and retail outside of nieghborhood	▪ Michigan recession ▪ out-of-state migration ▪ young and educated professionals leaving state ▪ shaky economy

Source: *Boston Square Area Specific Plan*, Grand Rapids, Michigan. January 2010.

3.2.3 Selecting a Station Area Type

Early in the SAP process, it is important to identify the station area type for the area being planned. As described in Chapter 2 of this resource guide, the Station Area Typology establishes a common planning framework for the station areas, so that everyone involved can better understand the goals for character, role and function of these places. The station area type will also help guide the development vision of each area in terms of desired land uses, housing and employment types, scale of buildings, as well as open space and parking considerations.

Arlington, Virginia. Photo by HDR.

3.2.4 Housing Market Analysis

A detailed housing analysis can assist in determining the mix of housing types the market can support, and if affordable and workforce housing should be provided. Affordable housing is a recent addition to the FTA New Starts and Small Starts evaluation criteria, since affordable housing in TOD can reduce transportation and housing costs for low-income families, and increase transit ridership. Incorporating affordable housing within new TODs can also avoid displacement of existing low-income residents who may be forced to move due to rising land and housing prices.

The economic and regulatory issues such as land prices, often comparatively high in locations with access to transit, may need special consideration in each station area. Affordable and workforce housing is further explored in Chapter 5 of this resource guide. After initial housing data is collected and preliminary market analyses performed, continuing to track housing information over time can be used to attract new developers or help them adjust their product offerings to maximize TOD growth.

3.2.5 Employment Opportunities Analysis

As a part of the SAP, both existing and future employment trends data are considered. Together with existing and future land use data, growth patterns and utilization of non-residential lands within the station area can provide a more complete picture of the local economy and market forces. Understanding the regional context and other factors affecting the local economy is also important.

It will help to identify and analyze market forces within the station area, including industries, specific clusters of office, and any special conditions or factors that may support development within the TOD. The strengths, opportunities, weaknesses, and threats exercise, discussed previously in this chapter, is one example of how employment opportunities can be explored through stakeholder involvement. This information is critical to the formation of land use and economic development strategies within the SAP.

3.2.6 Identification of Strategic Development Opportunities

Strategic Development Opportunities (SDOs) can present themselves in a variety of different forms and at many different times during the planning and development of a station area. The station area planning process can help stakeholders identify SDOs and initiate a project when possible. SDOs vary in scale and function. For example, some may take the form of a pocket park or other open space project which enhances a small portion of the station area. Other SDOs may present themselves as large joint-developments or other ventures which act as a catalyst for redevelopment throughout the entire station area.

3.2.7 Sub Areas or District Identification and Design

Within each station area, there can be sub areas or districts with historical and geographical features, common land uses or building types, and special neighborhood character. Identifying and defining the unique properties of these sub areas or districts, accomplished by applying names for them through a consensus-based approach, can help all SAP planning partners and stakeholders better understand the historical perspectives and context of what presently exists, or perhaps no longer exists but is still important for the community to showcase.

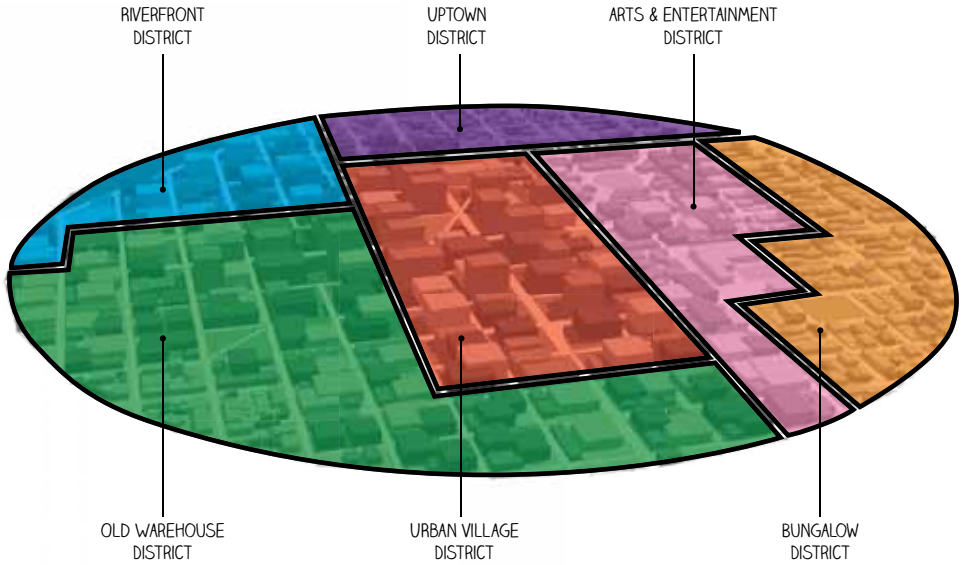
Identification of these districts can help ensure that new development within a TOD is interesting, varied and reflects the unique character of what was there. It also provides a base for consideration of certain policies, requirements, or guidelines that may vary from sub area to sub area. These unique characteristics, both historical and newly created, can also aid in wayfinding and help to create a sense of place and a unique brand for each station, thereby enhancing economic development potential.

The graphic below illustrates a conceptual sub area or district plan that can be used to guide the station area planning process and potentially act as special districts for applying varying design guidelines within station areas.

3.3 SPECIFIC PLANS OR PLAN COMPONENTS

3.3.1 Land Use Plans

A key component of SAPs is a land use plan that defines the desired land use pattern, mix, and intensity of uses for the area. The land use plan should be consistent with the identified station area type, local comprehensive plan, and applicable land development regulations. Additionally, land use plans may include a discussion of station area identity describing the planned development concept through the use of narratives, illustrations, photographs, and maps. The narrative may also describe the relationship of the station area to the surrounding neighborhoods. Land use plans include a discussion of any conditions relative to mix-of-use requirements, specific uses permitted, and impact on density/intensity, and building height.



Conceptual Sub Area or District Plan. Example of districts within a transit station area.

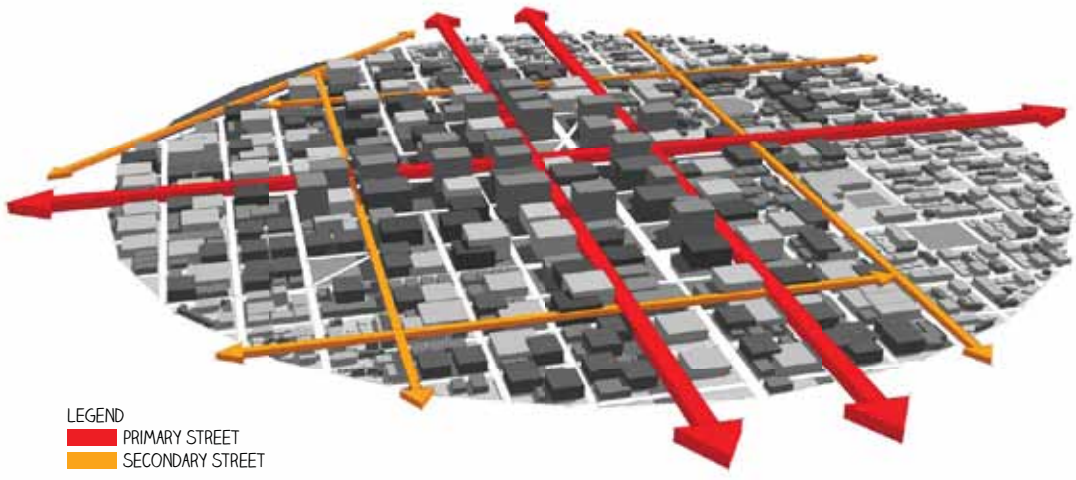
3.3.2 Street Hierarchy and Vehicular Circulation Plans

Although TOD is focused on orienting development to support transit use, planning for efficient personal automobile use is also critical for successful development in every station area. A vehicle circulation plan developed during the station area planning process examines how traffic is accommodated within the station area, and when necessary, plans for through traffic as well. Establishing the roadway network early in the process will allow the circulation plan to be designed in a way that maximizes both transit and personal vehicle efficiency, while minimizing pedestrian conflicts with automobiles in the station area.

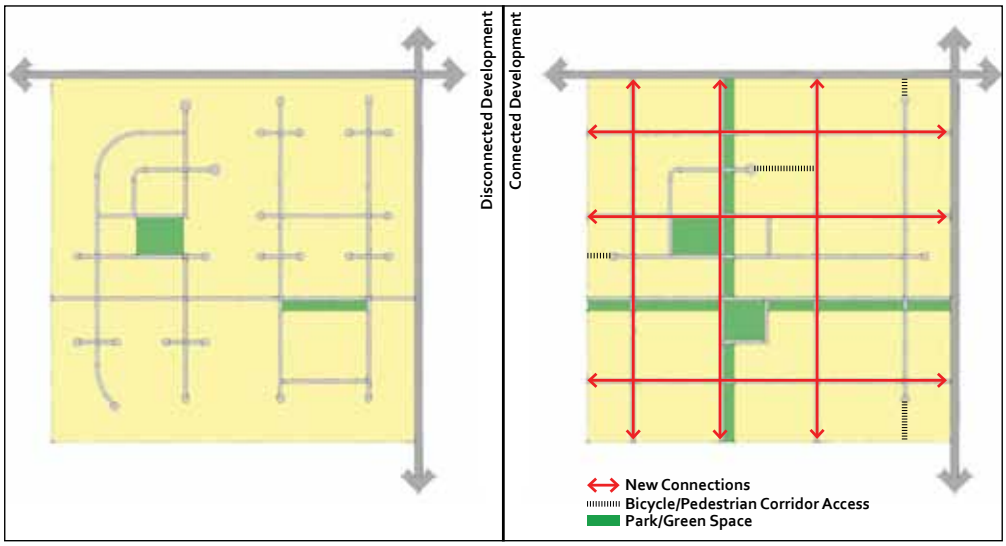
The SAP will recognize street hierarchy and the inherent differences in roadway capacity, design speed, and impact to the pedestrian environment to designate primary and secondary automobile streets as shown in the Vehicular Circulation Plan below. There are many other variables that could be considered, including existing functional classifications of roadways, such as arterials, minor or major collectors, and local roadway, and streets that are more suitable for pedestrians.

Planning for vehicle circulation is also helpful when attempting to understand the magnitude of connectivity and mobility issues that exist within an area. As shown in the Street Hierarchy graphic on the next page, the existing street pattern within a station area and the presence of superblocks, cul-de-sacs or other obstacles can hinder vehicular and pedestrian connectivity. In many cases, new connections must be created to facilitate all modes of travel, as shown on the right side of the graphic.

Ideally, SAPs establish a fully integrated system of functional street networks, pedestrian and bicycle paths, primary and secondary transit stops, sidewalks, multi-purpose paths, park spaces, and greenways that accommodate and encourage the use of non-vehicular modes as preferred methods of travel within the TOD and between station areas. Planning for improvements that increase connectivity and park space, as shown in the picture, is critical to the provision of a multi-modal bicycle and pedestrian network.



Vehicular Circulation Plan. Example of Primary and Secondary Street networks within a transit station area.



Street Hierarchy. Left: Example of low-connectivity development pattern with few park spaces. Right: Example of higher-connectivity development pattern with more park spaces and greenways.

3.3.3 Open Space and Greenways Plans

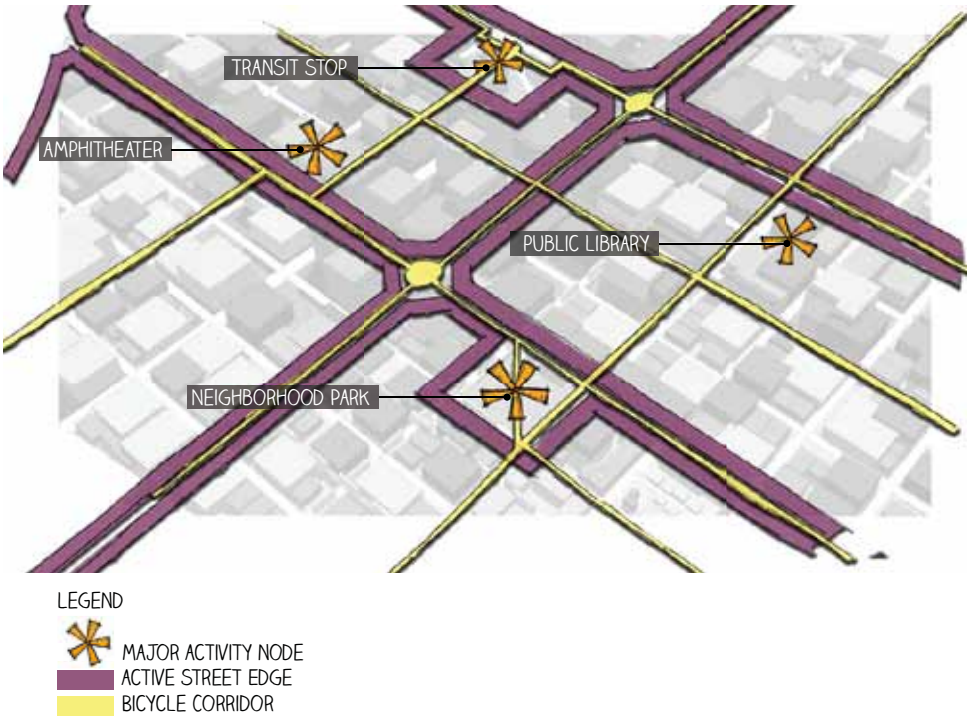
Open space and greenways can be planned such that they enhance the buffering of environmentally sensitive areas within a station area. The provision of functional open space, plazas, pocket parks, passive trails, greenways and other open space is especially important in dense urban environments. In many urban station area types, and depending upon the size of the parcel being developed, it may be impossible or inefficient to require that each development privately provide open space. SAPs identify publicly provided open space, as well as consider innovative strategies for the overall provision of open space within each station area.

Streets, parks, and squares serve as gathering places for the community, all contributing to the public realm. They can be places that are enriched with distinctive heritage and culture, framing development within a station area. A proposed network of public spaces will also serve as routes people use to walk or cycle from their homes or jobs to transit stations. Public spaces offer great opportunities to enhance the quality of life and improve livability within TOD.

Baldwin Park, Florida. Photo by HDR.

3.3.4 Bicycle and Pedestrian Circulation Plans

Bicycle and pedestrian circulation plans are needed to ensure the safety and efficiency of non-vehicular movement with station areas. Similar to plans for improving vehicular



Bicycle and Pedestrian Circulation Plan. Example of major activity nodes, active street edges, and bicycle corridors in a transit station area.

circulation, bicycle and pedestrian networks can be examined to determine gaps in existing facilities, and establish a plan for constructing future improvements and linkages. Like roadways, bicycle and pedestrian facilities can be designed to accommodate varying numbers of users. Therefore, it is important to set the desired level of service for bicycle and pedestrian networks within a station area.

It is also important to identify the major activity nodes within a station area, such as the library, park or theater, and improve the primary pedestrian connections between them by activating those street edges. Meaning, those streets would have buildings that allow for people to interact between the indoor and outside space. For instance, a row of shops along a street is more interactive than a blank wall or parking lot. Active street edges are primarily for pedestrian routes. Bicycle corridors connecting activity points can be different than pedestrian connections, depending upon the characteristics of the street. However, the bicycle routes can complement the pedestrian routes.

3.3.5 Gateway Concept Plans

Transit stations provide tremendous opportunities to create new gateways for communities. Gateways help provide a sense of place or arrival, delineate sub area boundaries, and

Englewood, Colorado. Photo by HDR.

provide unique features that help distinguish one area from another. Gateway features can be large or small in scale. Grand gateways can announce one's arrival into a historic or business district are common, and smaller gateways can help direct traffic to primary points of entry or act as neighborhood markers.

Gateways can include special streetscape elements or unique building design. Common elements utilized include fountains, archways, masonry walls, clock towers, special signage, lighting, upgraded pavement treatments, sculptures or other public art, or architectural features.

3.3.6 Signage and Wayfinding Plans

A signage and wayfinding plan will identify tools and strategies for guiding pedestrians, cyclists, and automobile traffic safely and efficiently around the station area. In addition to increasing safety and aiding navigation and trip efficiency, signage and wayfinding can be an important component to the success of businesses within a station area. A robust plan can also help mitigate the perceived risk of decreased visibility that office, retail and other businesses may be concerned with when moving into a dense environment.

SAPs may identify special signage regulations and guidelines that specify design, size and other factors which can help provide an aesthetically pleasing and coordinated appearance within a station area. Coordinating wayfinding plans with lighting plans, is important to increase public safety, define landscape features, and ensure that signage is useable after sunset. Additional considerations related to signage and wayfinding can be found in Chapter 4 of this resource guide.

3.3.7 Zoning, Site Development, and Design Standards Plans

Zoning, site development, and design standards affect such things as street widths, parking requirements, permitted land uses, and building densities, locations, and setbacks. These standards all play a role in shaping the development within TOD. Outputs from the station area planning process, relating to character, desired densities and intensities, form and function, among others, will be used to develop specific code requirements that regulate the use of lands within a station area. Specialized codes can help communities implement a particular vision for a vibrant pedestrian-friendly neighborhood.

Plans for zoning, site development, and design standards examine specific regulatory options for TOD that achieve community goals, while encouraging the appropriate future development. In some cases, existing station-specific conditions will necessitate the adjustment of incentives and other programs to achieve the desired outcomes. The station area planning process includes consideration of the potential impacts of new regulations to local governments, taxpayers, existing and future residents, as well as developers. Additional information about zoning, site development and design standards can be found in Chapter 4 of this resource guide.

3.3.8 Parking Management Plans

As discussed in Chapter 4 of this resource guide, identifying strategies for the provision of parking within station areas are critical for successful TOD, and needed in the SAP. Parking management plans address a variety of topics, and include an existing parking inventory, an evaluation of the possible loss of existing parking lots and structures due to development, and the expected types of land uses and number of employees, residents and visitors, in an effort

Punta Gorda, Florida. Photo by Jacobs Engineering Group.

to anticipate and provide tailored parking ratios within the station area.

If feasible, these plans will also attempt to identify suitable publicly or privately owned parcels that could become shared parking facilities or interim use lots. It will help to identify strategies for the funding and financing of parking, to include the feasibility and appropriateness of centralized parking management or other alternative parking solutions.

3.3.9 Infrastructure and Development Phasing Plans

Development or redevelopment of station areas generally will occur over a period of many years, and will vary depending on available sites, land ownership patterns, adequacy of existing, and economic conditions. Due to their high visibility, certain infrastructure projects and development initiatives can be identified as high priority, expected to spur the most activity and investment within the station area.

Development opportunities will change over time, varying based on any number of factors, including developer interest, ownership changes, and available financing. Infrastructure projects are planned over time in accordance with development goals, infrastructure needs, and funding availability. Although local TIP and CIP plans will address specific projects to occur within the short-term (usually five or six years), long-term phasing plans may be helpful to the overall station area planning efforts and subsequent development. Grouping projects into general planning horizons can help the public and private sector better focus new development.

Short and immediate term projects generally refer to those sites or projects with the potential for development immediately or within a 15-year period. These include catalytic projects that can help jump start other development in the station area. Long term projects generally refer to those sites or projects with the 15-year potential for development at some point beyond a 15-year period. These may include major infrastructure projects such as waste water or potable water treatment system capacity expansions, or distribution line upgrades to serve future growth.

3.3.10 Market Analysis and Economic Development Plans

The purpose of conducting a market analysis is to understand how much consumer demand exists for a product or service. The answer to this will result in the number of offices, hotels, homes, or shops might be needed within a station area. A demand forecast and market analysis will help ensure that the selected station area type and SAP development goals are rooted in a realistic vision. Examining various growth scenarios and how each individual station area impacts and is impacted by other development within the regional transit system, the individual growth potential of each station can be positioned to take better advantage of market trends. It can also maximize station growth and development while minimizing the potential for divesting economic development potential from other nearby TOD.

Seattle, Washington. Photo by HDR.

No analysis or forecast can predict future conditions with 100% accuracy, and the level of uncertainty increases the further into the future a prediction is made. However, it may be helpful to examine national case studies or other reports, and obtain expert opinions, regarding the market demand planning process. Due to the level of uncertainty and highly variable nature of these efforts, both residential and employment market analyses can be revisited periodically to make necessary adjustments to accommodate any significant changes in the type or amount of development anticipated for a station area.

3.3.11 Transit and Station Infrastructure Improvements and Financing Plans

After SAPs are adopted, construction of infrastructure improvement projects will have significant financial and regulatory barriers. Challenges can include disruption of existing activities, escalating right-of-way and land costs, variable labor and materials pricing, the availability and pricing of credit, the availability of grant opportunities from state and federal sources, and competition for local funding from other infrastructure projects within the jurisdiction.

Infrastructure plans will need to be coordinated and prioritized in conjunction with anticipated development phasing. It is critical that financial plans be developed in conjunction with LRTPs, TIPs, CIPs, and other special state, local, and regional budgeting processes. Special funding or financing districts can also be considered.

3.4 STATION AREA IMPLEMENTATION PLANS

A Station Area Implementation Plan (SAIP) identifies key projects and specific actions that will further development of the station area. SAIPs include any of a variety of tools and strategies designed to be a road map for local jurisdictions, community stakeholders, local transit agencies, TBARTA and other partners, to prepare for and realize successful TOD in station areas.

In general, SAIPs:

- Reflect the station area vision and any guiding principles adopted or identified;
- Define roles and responsibilities with partners relative to the specific station area;
- Utilize terminology consistent with other SAPs within the transit system (and preferably the region);
- Outline implementation strategies for multiple planning horizons;
- Identify strategies for continued public engagement;
- Identify infrastructure needs, phasing plans, and prioritize improvements;
- Identify a plan for pursuing specific funding opportunities that will help support development and associated infrastructure improvements within station areas;
- Provide specific, measurable goals and strategies for addressing special issues that may be identified within a particular station area (e.g., economic development, sustainability, affordable and workforce housing, environmental issues, etc.);

- Establish measures necessary to create any new entities or authorities necessary to provide for station area infrastructure or amenities (e.g., master stormwater districts, parking districts, etc.);
- Establish policies related to intergovernmental coordination, as well as criteria for measuring and reporting progress within station areas; and
- Establish a predictable SAIP reevaluation process which fairly and comprehensively reviews progress and is able to adapt to changing needs.

4.0 STATION AREA PLANNING PARTNERS

4.1 IMPORTANCE OF PARTNERSHIPS

TOD can be most successful when the station area planning effort that proceeded development is a truly collaborative process that forms lasting partnerships. It is critical that partners are identified early in the process, and that their relationships are nurtured and evolve over time.

4.2 ROLES AND RESPONSIBILITITES

While partnerships will be unique to each project and station area, there are partnerships that will be the same across station areas. Specifically, intra-jurisdictional and intra-governmental partnerships will be the most common type of partnership in the station area planning process. These partnerships are also likely to be the first ones formed in support of SAP development. As such, it is important that a framework for these partners be developed. The success or failure of these initial partnerships can set the tone for the formation of future partnerships, be they private-private, public-public, or public-private.

Specific partners in station area planning will vary based on the nature of the venture, station location, funding mechanisms, and the resources and strengths of each partner. Clearly defining and agreeing upon the roles and responsibilities of all partners and mutually desired outcomes early in the station area planning process will influence the success of the partnership.

Partnerships can be formed in a variety of ways. Typically, the roles and responsibilities of partners will be set forth in a memorandum of understanding or letter of agreement. These partnerships may form for a variety of reasons during the station area planning process. A few examples of these early partnerships could include agreements between:

- Local governments regarding how SAPs and SAIPs will be created for station areas falling within multiple jurisdictions;
- Local governments regarding how land use and development reviews will be processed in station areas falling within multiple jurisdictions;
- Various state, regional and local government agencies regarding the streamlining of development approvals within TOD; and
- Various state, regional and local government agencies regarding the funding of infrastructure projects within a station area.

4.3 EXAMPLES OF PARTNERS

There are many different types of individuals, agencies, groups and even corporations that are needed to come together to plan for transit station areas. Citizens, developers, employers, social services providers and organizations, special interest groups, and state, regional and local agencies all bring unique aspects, concerns and strengths to the station area planning process. Seeking out and engaging all these groups during creation of a SAP will make for a more successful plan and station area.

5.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

5.1 SUGGESTED READINGS

Adams County, Colorado. *Transit Oriented Development and Rail Station Area Planning Guidelines.* January 8, 2006.

Reconnecting America. *Station Area Planning Manual.* Prepared for the Metropolitan Transportation Commission. October 18, 2007.

Reconnecting America. *TOD 202, Station Area Planning: How to Make Great Transit-Oriented Places.* February 1, 2008.

Transportation Research Board and Transit Cooperative Research Program (TCRP). *TCRP Report 16: Transit and Urban Form, Volume 2.* 1996.

5.2 ADDITIONAL RESOURCES

Charlotte-Mecklenburg Planning Department
600 East Fourth Street
Charlotte, NC 28202
Phone: (704) 336-4565
Website: www.charmeck.org/city/charlotte/planning/areaplanning/transitstationareaplans

The Charlotte-Mecklenburg Planning Department has an extensive Transit Station Area Planning website. It includes frequently asked questions, several station area plan documents, information for property owners, developing and implementing an area plan, and area plan review process.

Reconnecting America
1707 L Street NW, Suite 210
Washington, DC 20036
Phone: (202) 429-6990
Website: www.reconnectingamerica.org

Reconnecting America is the managing partner of the Center for Transit-Oriented Development, the only national nonprofit effort funded by Congress to promote best practices in TOD. The mission of the Reconnecting America is to the development of healthy communities through technical assistance, policy and education. Reconnecting America advises civic and community leaders on how to overcome challenges associated with community development, to create better communities for all through developing research and innovative public policy, as well as building on-the-ground partnerships and convening the players necessary to accelerate decision making.

Seattle Department of Transportation
PO Box 34996
Seattle, WA 98124-4996
Phone: (206) 684-7623
Website: www.seattle.gov/transportation/ppmp_sap_home.htm

The Seattle Department of Transportation has an extensive Station Area Planning website. It contains several planning resources, including a Light Rail Station Area Atlas, market analyses and development studies, and a variety of station area plans by neighborhood.

Twin Cities TOD
Website: www.tctod.org

The Twin Cities TOD website is a one stop source for news and reports on TOD in the Twin Cities. Created with funding from the McKnight Foundation, the site is maintained by the TOD Advisory Committee and the Center for Transit-Oriented Development. The website features a TOD Toolkit which consists of a collection of materials that can be used to provide an overview of the central issues, definitions, and policy recommendations that encompass successful TOD from the regional to the neighborhood level. Some features of note include a TOD checklist, which is designed to help evaluate the specific elements and items that go into transit-supportive SAP and development proposals.

Victoria Transport Policy Institute
1250 Rudlin Street
Victoria, British Columbia V8V 3R7, Canada
Phone: (250) 360-1560
Website: www.vtpi.org

The Victoria Transport Policy Institute (VTPI) is an independent research organization dedicated to developing innovative and practical solutions to transportation problems. VTPI provides a variety of resources to help improve transportation planning and policy analysis.

Transit Oriented Development

Resource Guide

CHAPTER 4
ZONING, PARKING, AND INFRASTRUCTURE

ZONING, PARKING, AND INFRASTRUCTURE

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1.0 INTRODUCTION

To encourage the successful and robust growth of Transit Oriented Development (TOD) within station areas, local governments carefully consider how their existing zoning and development codes, parking regulations, capital improvement plans, and other infrastructure plans affect the amount, type and character of future development. Specifically, local plans are examined to determine the degree to which they may limit or promote station area development activities, both now and in the future.

Although not designed to do so, existing zoning codes and capital investment programs often encourage automobile oriented, single purpose, and/or suburban in scale forms and patterns of development. However, with the proper forethought and allocation of resources, local codes and infrastructure investments have the potential to direct transit-supportive development and redevelopment.

Identifying and eliminating regulatory barriers is a necessary first step in creating successful communities built around transit. Regulations that are too stringent may discourage development activity while regulations that are too permissive may allow development that is not appropriate for TOD. The following sections discuss topics and ideas that are important to consider when developing TOD codes and infrastructure improvement plans which can be supported equally by citizens, businesses and elected leadership.

What is Zoning?

Zoning is a regulatory tool used to implement community long-range land use and development plans. Zoning ordinances are legally binding, and help make comprehensive plans a reality. The first zoning ordinances were created to reduce fire vulnerability in larger cities like New York by regulating building heights and distance between structures. Today, zoning ordinances typically regulate land use types, intensity of uses, building densities, parking and other land development related issues.[1]

What is Infrastructure?

The term "infrastructure" is used to describe the essential public facilities, services, and technical structures that support our communities. Roads, water supply, sewer, power lines and grids, telecommunications systems, police and fire stations, schools, hospitals, and postal services fall under common definitions of the term. Utilities are the products delivered to the public through a community's infrastructure. Electricity and water are examples of utilities basic to every urban and suburban community, without which such development could not occur.

Planning for and providing infrastructure and utility services supports the growth and development of more dense and compact communities, and improves quality of life for their residents, businesses and visitors. Communities across the Tampa Bay region can rethink how zoning and infrastructure investment supports or hinders their potential to attract TOD.

Fire Station One in Orlando, Florida. Photo by ExtraAlarm.org.

1 Pasco County, Florida. *Future Land Use & Zoning.* http://www.pascocountyfl.net/Index.aspx?NID=1185

1.1 LINKING TRANSIT ORIENTED DEVELOPMENT TO ZONING AND INFRASTRUCTURE

Zoning, together with a community's capital improvement plans, parking regulations, and urban design standards, plays a central role in shaping a community's character, influencing our communities competitiveness, livability, look and feel, and ultimately how transit friendly they are. Achieving TOD, whether in the form of infill development, redevelopment, or development of open lands, often requires a community to make significant changes to zoning regulations and capital improvement plans. Codes often need to be amended to match the desired form and pattern of development and changes to infrastructure systems are often required to serve the demands of TOD.

An assessment of a station area's existing infrastructure is necessary to determine how existing roads, sewer lines, power lines, etc., can be scaled to accommodate the planned level of TOD. If the existing infrastructure cannot serve future TOD, then the phasing of infrastructure improvements must be considered. As discussed in Chapter 6, powerful economic development benefits can be achieved by pre-planning and provisioning certain infrastructure within station areas; however, infrastructure can also be upgraded concurrently with the permitting and construction phases of TOD projects.

1.2 RESEARCH STATEMENT/ METHODOLOGY

On October 29, 2010, and November 8, 2010, the TBARTA Land Use Working Group (LUWG) convened in small group discussions about zoning, parking, infrastructure and utilities, to provide additional input on how to best develop this chapter of the TOD Resource Guide.

Among the issues discussed were:

- existing parking strategies;
- parking visibility issues relative to commercial development;
- phased provision of parking and infrastructure;
- centralized stormwater systems;
- infrastructure as an economic development tool;
- impacts of utility easements on the built environment;
- incentive zoning;
- transit supportive land uses, densities and intensities;
- compatible uses;
- urban design guidelines, streetscapes, and signage; and
- development review and implementation issues.

Discussions and ideas generated from these small group meetings, as well as from the regular LUWG meetings, helped to inform the content within this chapter. Additional content is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources.

2.0 ZONING

2.1 METHODS OF ZONING

There are many different types of zoning regulations that can be used to control the amount, type and form of new development and redevelopment. Some of the more common methods are discussed below.

Euclidean or Conventional Zoning

The most common and traditional approach to zoning is called Euclidean or conventional zoning. This type of zoning regulates development through land use classifications and dimensional standards. Typical land use classifications are single-family residential, multi-family residential,

commercial, institutional, industrial and recreational. Each land use must comply with dimensional standards that regulate the height, bulk and area of structures. These dimensional standards typically take the form of setbacks, side yards, height limits, minimum lot sizes, and lot coverage limits.

The traditional planning goals associated with Euclidean or conventional zoning are providing for orderly growth, preventing overcrowding of land and people, alleviating congestion, and separating incompatible uses, such as insuring that a noisy factory cannot be built near a residential neighborhood. Typically, this is done by segregating land uses.

Development on a property is permitted, typically as a matter of right, provided that it is consistent with the amount and type of development specified by the district, and also meets the performance standards required by the district. Its prevalence in zoning codes through the country makes it a more familiar (to both elected officials and the larger public) method of regulating development. While this type of zoning is fairly easy to implement and follow, it typically lacks the flexibility needed for TOD, unless zoning districts are established specifically to encourage TOD.

Portland, Oregon. Photo by www.pedbikeimages.org / Andy Hamilton.

Overlay Zoning Districts

Overlay zoning is a type of zoning that provides for a specific set of regulations to be placed over an existing base zoning district. Overlay districts are typically applied in areas requiring special regulations in addition to those in the underlying base zone. For example, overlay districts may be established in places with environmentally sensitive areas.[2] In some cases, overlay districts may be used to ease certain regulations such as parking requirements, or apply area-specific standards such as specialized setbacks, façade design requirements, or other requirements to create pedestrian friendly districts or recognize the needs of primary pedestrian streets.

Floating Zoning Districts

The floating zoning district concept allows for districts that are not geographically-based, but instead are based on a common feature, such as a transit station. A floating zone can provide local communities with greater flexibility in the implementation of transit-supportive zoning districts, by allowing them to "float" until ready to be locked in place such as through designation of a transit station area. This district would typically extend one-half mile outward from the transit station, and would be further refined with the creation of a station area plan. Floating zones can also be used to provide incremental regulation for station areas, by allowing denser transit-supportive development to occur prior to development and adoption of a full station area plan.[3]

2 Douglas Miskowiak and Linda Stoll. *Planning Implementation Tools: Overlay Zoning.* Center for Land Use Education. November 2005.

3 Dorothy Ariail. American Planning Association, Planning and Law Division. *Flexible Zoning Techniques.* http://www.planning.org/divisions/planningandlaw/propertytopics.htm. 2007-2008.

Planned Unit Developments

The Planned Unit Development (PUD), also referred to as Planned Development and Planned Development District, concept evolved from the need to allow more flexibility in the planning and development of land. PUDs are typically site plan controlled, and require the review and approval of regulatory bodies before development can occur. Specific uses and configurations approved on the plans are then locked into the place and cannot be modified except through the rezoning process.

PUDs are often used as a developer-initiated zoning option to encourage maximum land development opportunities and coordinated development. These types of districts are designed to address unique conditions or situations which other zoning districts cannot accommodate, including unusual physical or environmental features, transportation or access needs, etc. PUDs also allow for specialized mixtures of appropriate land uses that may not otherwise be permitted in other zoning districts.[4]

Form-Based Codes

Form-Based Codes are defined as a method to "foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code…Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types."[5]

Form-Based Codes are regulatory are drafted to implement a community plan, such a Station Area Plan. They commonly include elements such as a regulating plan, public space standards, building form standards, guidance on administration and implementation of the code, and definitions of technical terms. They may also include architectural standards, landscaping standards, signage standards, and environmental resource standards. These code types have evolved from the need to produce even greater flexibility in the type of uses, while ensuring community vision in terms of the amount, look, feel and even usability of development is prioritized.

Model TOD Land Development Regulations (LDRs) are available in the *Florida TOD Guidebook* for communities interested in taking a Form-Based Code approach. Four TOD Zoning Districts are defined in these model regulations that provide a range of density and intensity to fit a variety of station area types. The defined districts are called TOD-Urban Core, TOD-Urban Center, TOD-General, and TOD-Edge.

Portland, Oregon. Photo by Cam-Fu.

4 Planning Advisory Service (PAS) QuickNotes No. 22, A Publication of the American Planning Association. *Understanding Planned Unit Development.* http://www.planning.org/pas/quicknotes/pdf/QN22.pdf. 2007.

5 Form-Based Codes Institute. *What Are Form-Based Codes?* http://www.formbasedcodes.org/what-are-form-based-codes. Undated.

Components of these zoning districts in the model LDRs are as follows:

- Frontage Types define the design standards for the entrances to buildings and the area between the building and the street. A palette is included and keyed to each zoning district;
- Civic Open Space Standards contain the standards necessary to ensure green areas are properly composed to enhance the livability aspects of a TOD;
- Parking Standards provide guidance for regulating parking in TOD areas; and
- Street and Block Standards provide guidance for proper block size and street design to establish the fundamental framework for the physical environment of the station area.

In addition to the specific and general standards for all four districts, the Model TOD LDRs also include language relating to purpose and intent, definitions, and the application review process. A permitted uses table, along with criteria for special exception uses, such as gas stations and drive through facilities, are also provided.[6]

Incentive Zoning

As its name implies, Incentive Zoning offers a reward (usually in the form of increased density) to a developer who does something "extra" that is in the community's interest. Incentives may be granted for a range of benefits, including the provision of amenities such as more open space, public art, building plazas, arcades, etc., or the advancement of a public objective, like the provision of affordable housing. This type of zoning can be incorporated into zoning district regulations to promote TOD in areas with extremely healthy real estate markets where demand for new residential and non-residential development can be sustained over time and in amounts required to support transit.

6 Treasure Coast Regional Planning Council for the Florida Department of Transportation. *Florida TOD Guidebook.* DRAFT July 2012.

2.2 INCENTIVES VS. REQUIREMENTS

To start a conversation about incentives versus requirements, it is helpful to first understand what the goals of TOD are (as covered within the Introduction and Chapter 1 of this Resource Guide), and second, what constitutes "successful TOD." In addition to delivering the basic infrastructure network and urban fabric required to sustain TOD, including an inviting and efficient pedestrian environment and development that contains a mixture of residential and non-residential development types, one could say that successful TOD occurs when the development occurs quickly, compactly, in large quantities, and is of a high quality.

Conversations between local governments and the development community about the merits of each side of the incentives versus requirements debate have long been occurring in our communities, as each side tries to strike a balance between important objectives shared by many of our communities: how do we stimulate the highest amount of new growth and development, while simultaneously ensuring that such growth occurs in a way that is consistent with our communities future vision, and protects our collective health, safety and welfare.

Communities will carefully examine the elements of TOD in deciding how to balance the requirements (aka the "stick" approach) and incentives (aka the "carrot" approach) to achieve the desired results. To maximize the success of TOD, local governments may consider preparing contingency plans for use when incentive programs fail to result in the expected development

Special consideration should be given to regulations and requirements as they relate to the Federal Transit Administration (FTA) New Starts and Small Starts application process for funding transit systems. For example, the choice to incentivize instead of require affordable housing

within station areas could result in a lower rating for FTA economic development criteria, causing the project to not be awarded federal funding. An example of a contingency plan (in case the incentives fail to achieve the desired results, in this example a specified minimum ratio of market rate to affordable housing), could be a funding mechanism that provides the local government with a source of funds to ensure the goal of achieving a required minimum amount of affordable housing within the transit station area, if the incentive program fails to be utilized by private developers.

It is important for the development community, local governments and citizens to decide together which elements contributing to successful TOD will be provided by the private sector or the public sector, and identify the source of financial responsibility for the design, construction, operation and maintenance of each element.

2.3 COMPATIBILITY WITHIN STATION AREAS

As previously mentioned, station areas typically consist of compact, dense development with a mix of land uses. Introducing such forms and types of development in built areas requires a careful consideration of the surrounding community and existing development that may be there already. Zoning codes for TOD should ensure new development projects minimize impacts on surrounding areas, limiting incompatibility between certain types of uses such as residential and industrial, and addressing transitions in building height, scale, and intensity.

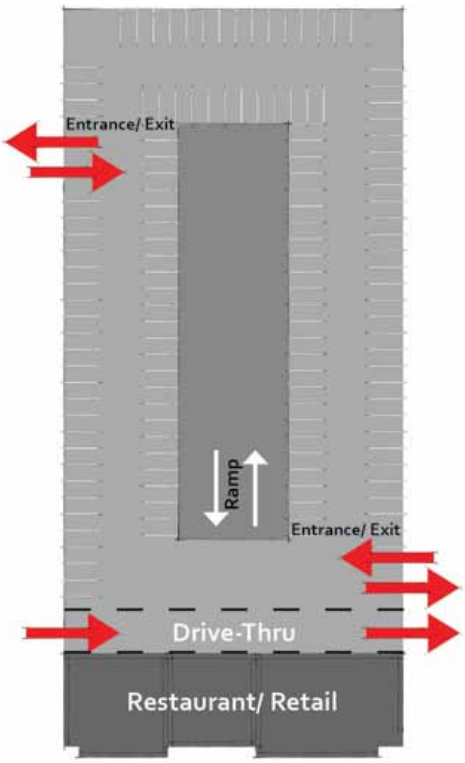
For example, solar shadow studies may be considered in the most dense station types, where compatibility of building heights on the fringes of a station area may be a more appropriate consideration for lower density neighborhood type stations. Other appropriate concerns within TOD that might be considered include the compatibility of automobile oriented uses, such as a drive through features and large surface parking lots with pedestrian oriented environments.

In most parts of the TBARTA region, TOD will likely occur in communities that already have substantial existing development. As such, new TOD patterns and building forms including higher, denser development will be constructed next to existing uses that have not yet redeveloped consistent with the forms and goals of TOD. For example, consideration for the appropriateness of interim buffering and screening requirements can help lessen the impact of incremental development and redevelopment.

Automobile Oriented Uses

Automobile oriented land uses such as big box retail, industrial, and low density residential are better located outside of station areas since they are not pedestrian friendly. Generally, a drive through is inconsistent with TOD due to the need for additional onsite vehicle circulation space being land consumptive, and the increased potential for vehicular and pedestrian conflicts.

However, there are a few design techniques that can mitigate these negative aspects; for example drive through facilities may be located mid-block with traffic exiting to side streets instead of main thoroughfares. Another technique is integrating drive through facilities into the ground level of parking garages where there is less likelihood of pedestrian conflicts and additional land is not required to accommodate circulation. On the next page is an illustration of how a drive through lane can be incorporated into a parking structure with first floor retail. Alternatively, the walkable scale of TOD lends itself to walk up service windows, which can provide convenience without interrupting the pedestrian environment.



Drive through in a parking structure.

2.4 INFILL DEVELOPMENT AND SMALL SCALE SITE PLANNING CONSIDERATIONS

It is likely that a majority of TOD within the TBARTA region will be infill-type development. This type of development occurs when transit-supportive land uses and densities are constructed on undeveloped or underutilized parcels within an already developed area. These sites may be parking lots, vacant parcels, or buildings that have reached the end of their useful life.

Infill development may also consist of adaptive reuse, whereby functionally obsolete buildings are converted to new and economically viable uses. Adaptive reuse can be an excellent way for communities to incorporate historically significant and architecturally distinctive structures within a station area. In its most simple form, successful infill describes the development of transit-supportive, higher density uses on site with limited existing development potential, which does not adversely impact existing stable development within the area.[7]

Communities with a large number of highly stable parcels may require extra planning effort, since the redevelopment will likely occur over a longer prior of time. The implications of this additional time may be considered when addressing a variety of issues, including:

- Compatibility issues (for example, where a less compatible use/building form may persist for a longer prior of time before other development "catches up");
- Parking supply issues (for example, at what point does the cumulative impacts of infill development necessitate activating centralized parking management supply strategies, i.e. the provision of structured parking);
- Streetscape issues (for example, planning for how incremental development will impact the provision of a unified system of pedestrian amenities); and
- Sense of place (for example, how will station area plans and design guidelines coordinate small scale development to achieve a unified sense of place within the station area, which can be much easier to achieve when developing on larger parcels).

2.5 TRANSPORTATION AND CONNECTIVITY

Connectivity refers to the efficiency and prevalence of routes between various destinations. A well-connected transportation network has many short links, numerous intersections, and minimal dead-ends including cul-de-sacs. As connectivity increases within a community,

7 City of Edmonton, Province of Alberta, Canada, Sustainable Development and Transportation Services Departments. *Technical Report: Transit Oriented Development Guidelines.* November 2011.

travel distances decrease and route options increase, allowing more direct travel between destinations, creating a more accessible and resilient system which can better accommodate traffic impacts due to construction, accidents, et cetera. A more connected transportation network decreases the amount of miles individuals have to drive while simultaneously increasing the number of pedestrian and bicycle routes that are available. Greater numbers and increased efficiency of bicycle and pedestrian routes have been shown to correspond to an increased utilization of such facilities.

The most extreme examples of unconnected road and bicycle/pedestrian networks can be found in the gated communities developed in many communities across the county. These communities typically employ fences and other access control measures, and seek to restrict access to or through the property to residents and their guests. This not only reduces connectivity for residents, but increases motor vehicle miles traveled and decreases non-vehicular accessibility. These types of communities and development are incompatible with the goals and principles of TOD.

Although developers occasionally resist connectivity requirements due to concerns about increased development costs and reduced area for development, communities can help alleviate these concerns by allowing increased densities and intensities and a wider range of land uses. Non-residential components of TOD, especially retail development, thrive on visibility and easy access, and will be more successful if more "through" traffic (both vehicular and pedestrian) is passing by their establishments. The additional vehicular capacity and connectivity can help improve access to local destinations and to the transit systems.

Connectivity can be increased within our communities in a variety of ways, all of which can be considered and implemented through the station area planning processes as well as incorporated into our land development and subdivision rules and regulations. Examples of methods to increase connectivity include:

- Adoption of street connectivity standards or goals within station areas, which could include:
  - average and maximum intersection spacing requirements;
  - reduction in street pavement widths;
  - limitations on block sizes and block face dimensions;
  - minimum connectivity indexes;
  - requirements for multiple access connections;
  - prohibitions on the development of gated communities within TOD;
  - limitations of the maximum length of cul-de-sacs; and/or
  - requirements or incentives for bicycle and pedestrian pathways in certain commercial centers or where roadway connections are indicated but difficult or infeasible.
- Requiring alleyways and mid-block pedestrian crossing on new and reconstructed roadways;
- Implementation of programs which actively seek opportunities to construct new roadways and bicycle/pedestrian pathways within station areas; and
- Utilization of traffic calming techniques instead of road closures to reduce excessive vehicle traffic.[8]

When planning for transit and transit supportive areas, it is important to remember that all transit users start and end each trip as pedestrians. Whether arriving to a station by foot, bike, car, bus, or shuttle, some length of pedestrian trip is required to access a transit vehicle. By planning and designing efficient/useable pedestrian

8 Victoria Transport Policy Institute. *TDM Encyclopedia. Roadway Connectivity: Creating More Connected Roadway and Pathway Networks.* http://www.vtpi.org/tdm/tdm116.htm. January 5, 2012.

connections and facilities, transit access and use can be enhanced. Bicycle and pedestrian facilities are also important for connecting residential, commercial, recreational and other uses to one another.

Quality pedestrian facilities offer additional advantages. Having attractive, pedestrian friendly amenities can increase the appeal of an area and contribute to promoting a sense of vibrancy. High levels of street activity also create a feeling of safety and security. Pedestrian features are an important common element regardless of typology or scale of the station area.

Prioritization of these improvements are typically integrated into the station area planning process through the use of roadway hierarchies and circulation plans specific to each station's needs. Similar to automobile connectivity, regulating maximum block size within station areas in concert with specific bicycle and pedestrian infrastructure requirements can help to achieve greater levels of connectivity. Another technique to enhance pedestrian and bicycle connectivity is the application of connectivity indices or scores. A connectivity score is the ratio of links (street segments) to nodes (intersections). The greater the ratio links to nodes, the greater the connectivity. As a way of providing greater design flexibility than maximum block lengths and/or restrictions on the use of cul-de-sacs, communities can define minimum connectivity scores for an area.[9]

Just as cross parcel access for motor vehicles is important within station areas, promoting safe movement of bicyclists and pedestrians within and between destinations is important. Allowing unrestricted pedestrian access through a single property or grouping of properties can also help mitigate the negative effects of large block sizes, especially where no other alternatives for modification of the block is feasible. Bicycle and pedestrian connectivity indices can be further refined to make allowances for such bicycle and pedestrian throughways. Traditional buffering and screening requirements which create impenetrable "walls" of foliage may be reconsidered in light of pedestrian needs.

2.6 AUTOMOTIVE CROSS ACCESS AND SHARED ACCESS DRIVEWAYS

Provision of uniform cross access and shared access driveways are considered in station area planning process, and typically administered through zoning and site development approvals. To protect property owners' rights, local governments may require that easements be drafted and recorded in the public record. In the case of shared access driveways, an agreement may be reached with parties to close any pre-existing driveways or other driveways that may be temporarily created for construction purposes. local governments may consider requiring that joint maintenance agreements, which define each party's maintenance responsibilities going forward, be recorded in the public record.

The Transportation Research Board (TRB) *Access Management Manual* defines access management as the systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway. It also addresses roadway design applications, such as median treatments and auxiliary lanes, and the appropriate separation of traffic signals. The purpose of access management is to provide vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system. It incorporates the delicate balance of constitutional rights, private property rights and state and local regulations.[10]

9 Atlanta Regional Commission. *Strategic Regional Thoroughfare Plan: Connectivity Tool Kit.* http://documents.atlantaregional.com/transportation/tp_SRTP_Toolkit_Connectivity.pdf. Undated.

10 Transportation Research Board. *Access Management Manual.* 2003.

Principles of access management provided in the TRB Manual offer the following guidance useful for consideration in the planning and regulation of TOD:

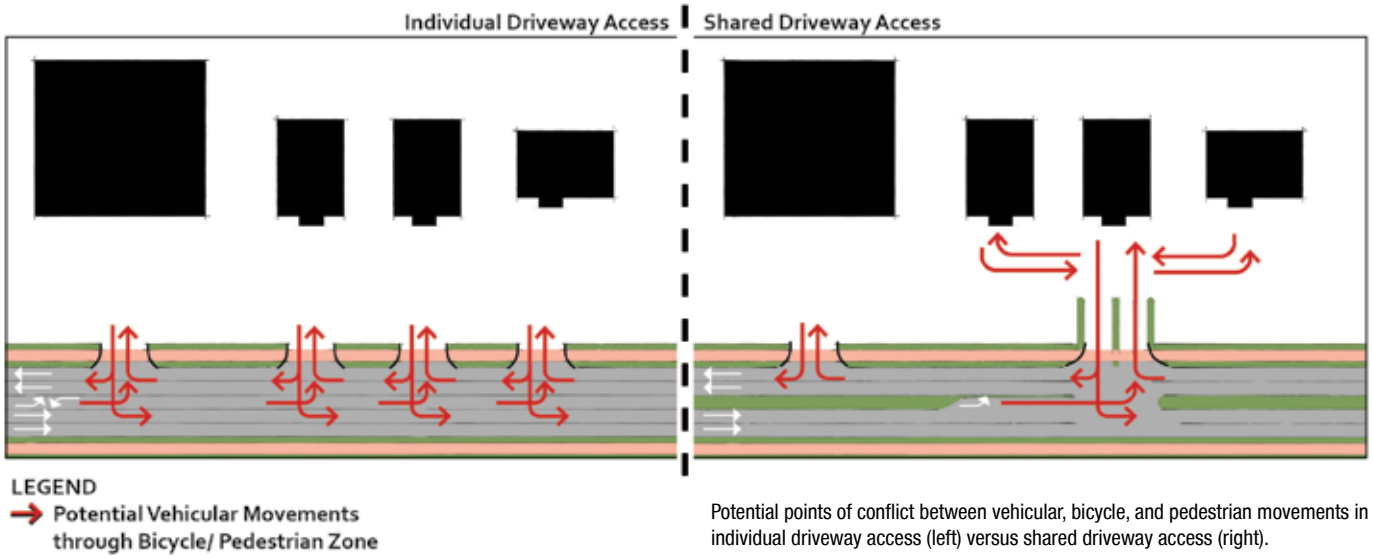
1. Provide a specialized roadway system that is managed and designed according to the primary functions that they are expected to serve;
2. Limit direct access to major roadways which serve higher volumes of regional through traffic;
3. Limit the number of conflict points, and the complexity of conflict points; and
4. Provide a supporting street network with unified property access and circulation systems.

Many of the above principles are rooted in the same foundations and share the same goals as the principles which drive successful TOD. Planning for access management is especially critical in high pedestrian areas such as TOD, where the volume of bicycle and pedestrian traffic is much greater than in most of our communities. In turn, these higher volumes create more opportunities for conflicts between bicyclists, pedestrian and vehicles. The station area planning process as well as zoning, design guidelines and overlay districts are all tools which can be effectively utilized to control access management within station areas.[11]

Automobile cross access, or the ability to move vehicles between adjacent developments without using the public right-of-way or street, is highly encouraged in TOD (especially lower density TOD where more suburban forms of parking may persist). Automotive cross-access is especially appropriate between contiguous developments located along arterial and collector roadways. Cross access provides more direct circulation paths between sites and can enhance the function and safety of the public roadways by reducing the instances vehicles entering and exiting the travel lanes.

In addition to enhancing vehicular safety, the number of instances where pedestrians interact with vehicles (e.g., driveways) can be reduced and better controlled, resulting in fewer opportunities for accidents between vehicles, pedestrians, and bicyclists. The graphic below shows the number of potential points of conflict between vehicular,

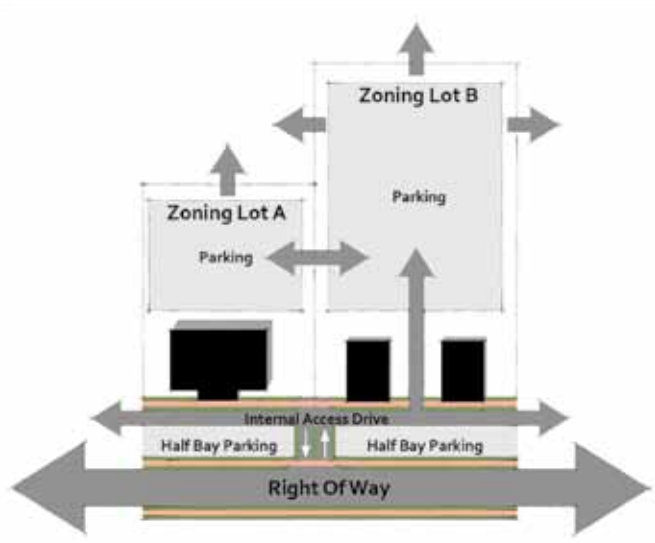
11 Pennsylvania Department of Transportation, Planning Services and Implementation. *Development of Model Access Management Ordinances.* December 2003.



Potential points of conflict between vehicular, bicycle, and pedestrian movements in individual driveway access (left) versus shared driveway access (right).

bicycle, and pedestrian movements in individual driveway access versus shared driveway access.

The graphic below demonstrates vehicular cross access requirements between two zoning lots in a suburban type TOD. In this example, a single row (or half-bay) of parking provides a buffer from the internal pedestrian networks to the major roadway, and also serves to provide parking visibility; however, the majority of parking remains to the rear of the primary street frontage.



Vehicular cross access between two zoning lots.

2.7 CORRIDOR/RIGHT-OF-WAY PRESERVATION

Corridor preservation is the coordinated application of measures to obtain control of or protect the right-of-way for a planned transportation facility. Corridor preservation can be used to support both transit and roadway projects, and is a tool used by communities to promote orderly and predictable development. These techniques can be particularly important when communities desire to allow transit-supportive and "pre-transit" TOD to occur within future station areas. Corridor preservation provides numerous benefits to communities, taxpayers and the general public, and is critical to accomplishing a wide range of community planning objectives.

Decisions communities make regarding the location and design of these corridors have lasting impacts on growth patterns, community design and alternative modes of transportation (such as walking, biking and the use of transit). Corridor preservation minimizes damages to homes, business, and the corresponding costs of acquiring right-of-way when improvements are made. It can also reduce the adverse social, economic and environmental impacts on people and communities. For example, the social and economic costs of relocating people and businesses can be especially problematic in lower-income communities. Also, the social and capital costs which accumulate due to delays in advanced acquisition of right-of-way can sometimes "push" alternatives towards more environmentally sensitive areas than would have otherwise been required.

Given today's difficult economic climate where government expenditures tend to be more focused on immediate needs, programs that some may consider discretionary expenditures—such as advanced funding of future right-of-way needs—can be difficult to justify in the minds of both the public and elected officials. There is also opposition from certain segments of the public to our governments' use of their powers of eminent domain. Despite their controversies, these programs have the potential for taxpayers to realize considerable savings by acquiring the needed rights-of-way before increased land values (in addition to the other considerations mentioned above) make providing for our transportation needs a more complicated and expensive proposition.[12]

12 Kristine Williams and Robert Frey. *Corridor Preservation Best Practices: Hillsborough County Corridor Study.* Center for Urban Transportation Research. University of South Florida. April 3, 2003.

2.8 BICYCLE AND PEDESTRIAN CONSIDERATIONS

Interstates can be thought of as a super-highway, whose singular mission is to serve motor vehicles. Bicycle and pedestrian corridors can be thought of as the "interstates" which support a higher degree of non-motorized travel. Just as interstates provide economic development benefits, as well as increased capacity, efficiency, and safety, so too can bicycle and pedestrian corridors provide similar benefits to our communities. These specialized corridors encourage non-auto travel by offering alternative routes that connect to housing, employment, commercial services, schools, parks, and public transportation. Designated bicycle and pedestrian (bike/ped) corridors are typically located outside of the street right-of-way and are often coordinated with regional green space planning efforts. These corridors may also be utilized to create smaller blocks, where creating a new roadway linkage may otherwise be impossible, impractical or otherwise undesirable.

In terms of their use as connections to regional greenway networks, these facilities can be required through a combination of land development regulations, station area plans and comprehensive plans. Safety is a key consideration when connecting bike/ped corridors to TOD areas as cyclists and pedestrians are moving from a separated space to a shared space. To smooth these transitions, treatments such as bollards and textured pavements can be used where bike/ped trails connect with roadside sidewalks and street networks. Communities may consider creating new standards and typical sections for trails, sidewalks and streets relating to how they connect with the transit system, transit station, and other significant destinations.

The next graphic demonstrates a bicycle and pedestrian corridor, which includes bi-directional bicycle lanes and a paved sidewalk. These facilities, when open to the public, can help mitigate large block sizes.

Bicycle and pedestrian corridor.

Sidewalk Treatments

Factors important in the design and maintenance of functional, safe sidewalks within TOD include:

- Width: Sidewalks should be wide enough to accommodate the expected levels of pedestrian traffic and discourage pedestrians for walking within the roadway.
- Surface: The full width of all sidewalks should be paved with a smooth, stable and slip-resistant material to accommodate wheelchairs, bicycles, and strollers. Sidewalks should be clear of instructions, including overhanging, branches, utilities poles, signs, etc. Regular maintenance should be performed to maintain the surface and prevent unwanted landscape overgrowth from impeding the walking path.
- Buffer: For the safety and comfort of pedestrians, it is often desirable to provide a buffer area between sidewalks and the roadway. Sidewalks should not be located against the curb, directly adjacent to the lanes of moving traffic. These buffers help protect pedestrians from noise, wind, and vehicle splash caused by passing traffic.
- Driveway Crossings: Grade changes between the sidewalk and the driveway should be minimized. Corner radii should be made as small as possible to encourage drivers to turn slowly and yield to pedestrians.

It is often necessary for pedestrians to cross roadways when traveling to and from transit stops and other destinations within the station area. As such, these crossings should be made as safe and pleasant as possible. Marked crosswalks are commonly used to identify preferred locations for pedestrian crossings; however, in many cases (particularly on multi-land roads with high traffic speeds and volumes) marked crosswalks alone are not sufficient to assure pedestrian safety.

Federal Highway Administration guidelines state, "In most cases, marked crosswalks are best used in combination with other treatments (e.g., curb extensions, raised crossing islands, traffic signals, roadway narrowing, enhanced overhead lighting, traffic calming measures)." Therefore, these combinations of safety treatments may be appropriate to improve crossings near transit: marked crosswalks, median islands, curb extensions, reduced curb radii, reducing width of existing lanes, pedestrian warning signs and signals, and/or grade separated crossings.[13]

Bicycle Storage Facilities

The presence or absence of bicycle facilities can contribute to the use (or lack thereof) of bicycle networks within a station area. Communities may consider regulations that provide for both long and short-term bicycle parking needs.

Short-term bicycle parking typically consists of exposed bicycle racks that meet the needs of short-term visitors to a particular use. Long-term bicycle parking typically consists of standard bicycle racks that are located underneath an eve or awning, within a specially designated and secure area of a building, or a specialized bicycle lockers or racks with hinged covers. Long-term spaces are especially important for those who use their bicycle for commuting, where it could otherwise be exposed to the elements and are also at greater risk for theft due to the lengths of time it remains in any given location.

Examples of long-term bicycle storage facilities. Photos by North Central Texas Council of Governments.

Requirements for bicycle storage are usually addressed through zoning and/or design guidelines. Some communities may also consider distance requirements between the bicycle parking and primary building entrances. Such requirements ensure that bicycle parking is provided in a safe, convenient location that promotes the use of this mode of transportation.

13 United States Department of Transportation, Federal Highway Administration, Office of Safety. *Pedestrian Safety Guide for Transit Agencies.* FHWA-SA-07-017. February 2008.

2.9 STREETSCAPE AND STREET FUNCTION

Streetscape refers to the improvements along a street that influence the experience of travelers, the quality of destinations, and the overall character and attractiveness of the public realm. As it influences a wide range of users—motorists, pedestrians, and bicyclists—streetscape design is an important consideration in TOD planning. Historically, streets were an important component of the public realm (or spaces where people interact) that helped define our community character and identity as places of economic activity and social cohesion. TOD principles recognize the aesthetic, economic, health and social benefits of good streetscape designs that serve as a primary feature of successful TOD.

Planning for streetscapes within station areas can also become an important way of ensuring a more diverse and accessible transportation system is created. Integration of special design features such as pedestrian improvements, traffic calming features, bicycle lanes, bus pullouts, and improved on-street parking designs are a few of the ways in which streetscape plans can accommodate non-motorized modes of travel.[14] The next picture shows a bulb out, a type of traffic calming technique which utilize striping, curb extensions, planters, or other types of barriers to shorten the length of a pedestrian crossing and increase pedestrian visibility.

Streetscapes are often one of the key tools used to create a sense of place in transit station areas. The areas between building fronts and streets are often the most dynamic of all collective spaces in the TOD. They purposely blur the line between public and private areas, encouraging retail outdoors and directly engaging people as they walk by.

Example of a bulb out. Photo by City of Hoboken, New Jersey.

Creating a visually interesting, functional, and comfortable streetscape requires several inter-related elements, including high quality pedestrian zones between the building front and street, pedestrian oriented uses, and pedestrian-scaled architecture.[15]

Although the function and design of streets in a station area will vary widely, all incorporate three main components: the roadway itself, the sidewalk area, and the adjacent buildings or development zone. These three areas work together to create the overall setting in which people experience the character and use of a street. The definitions below offer a review of design considerations for each area.

- Roadway: This is the paved area, typically between the curbs, that is primarily used by vehicles and bicycles. It is comprised of Vehicle Lanes, Transit Lanes, Bicycle Lanes and Parking, as the zone of vehicular movement and possibly the biggest safety challenge for pedestrians who wish to cross. The roadway abuts the Sidewalk/Pedestrian Zone and contrasts with the height of the adjacent development (or lack thereof) to define the perceived scale of the street.
- Sidewalk/Pedestrian Zone: This is the area typically between the curb and the edge of adjacent buildings or

14 Victoria Transport Policy Institute. *TDM Encyclopedia. Streetscape Improvements: Enhancing Urban Roadway Design.* http://www.vtpi.org/tdm/tdm122.htm. December 10, 2012.

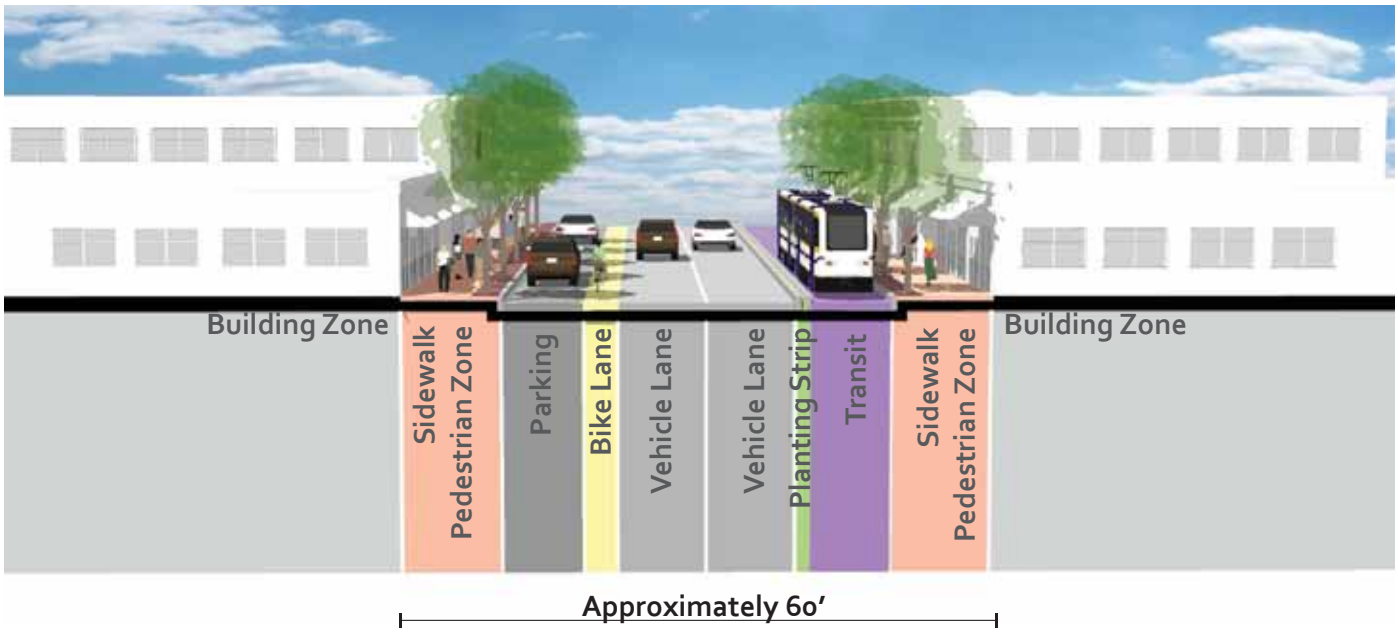
15 Metropolitan Atlanta Rapid Transit Authority (MARTA). *Transit-Oriented Development Guidelines. Chapter 3: A Great Public Realm.* November 2010.

development, such as parking lots or landscaping. This area is typically devoted to pedestrians. In addition to being a place to walk, this zone may contain landscaping, lighting, underground utilities, site furnishings, or other amenities. The width and attention to detail of this zone is a good indication of how much priority is given to pedestrians.

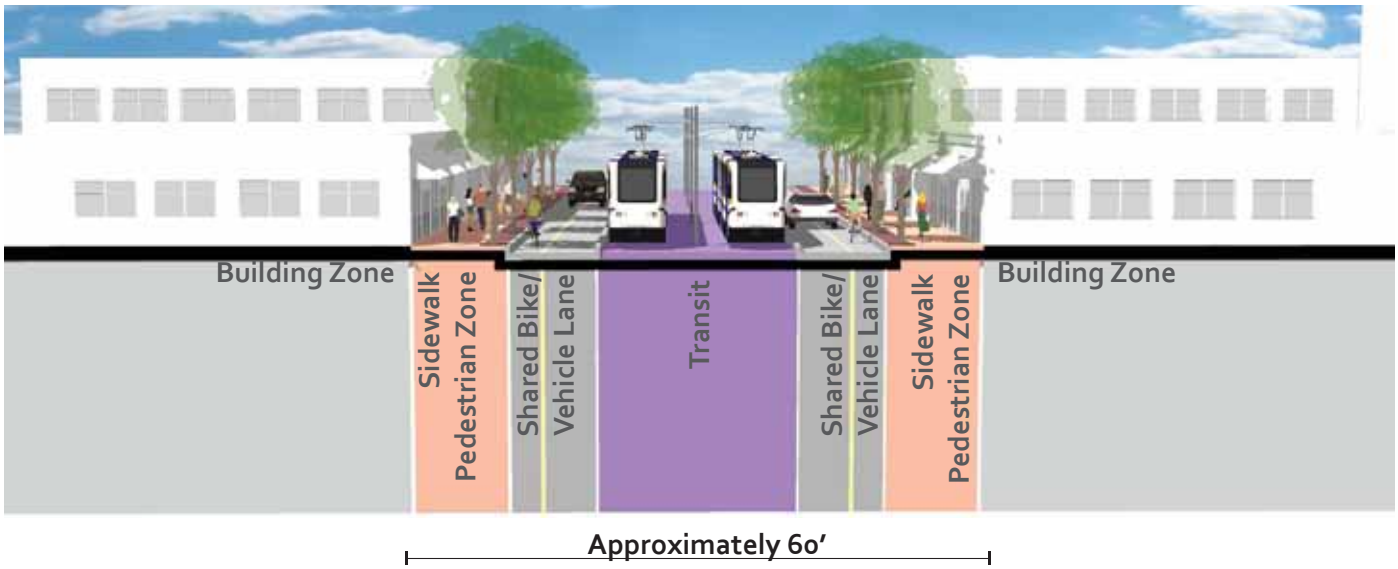
- Building Zone: This is where the public right-of-way and adjacent property meet. Adjacent buildings and/or development form the edge of the streetscape, and their design directly affects the character and function of the street. The edge of this zone may include building fronts, walls, doors, windows, and/or outdoor areas such as patios, courtyards, arcades, landscaping, and parking lots. Considering all these areas will create an integrated whole that addresses the needs of vehicles, bicyclists, pedestrians, and adjoining land uses. Station area wide streetscape improvements can include decorative light fixtures, sidewalk and crosswalk enhancements, bus-shelter upgrades, placement of underground utilities, and additional signing, to name a few.[16]

The following illustrations show how streets typically found in station areas are designed to accommodate transit vehicles, automobiles, bicycles, and pedestrians, within the zones described above. The total widths indicate the approximate minimum right-of-way needed to safely accommodate the combinations of travel modes. Typical street cross sections will provide more detail and dimensional measurements for each part of the street.

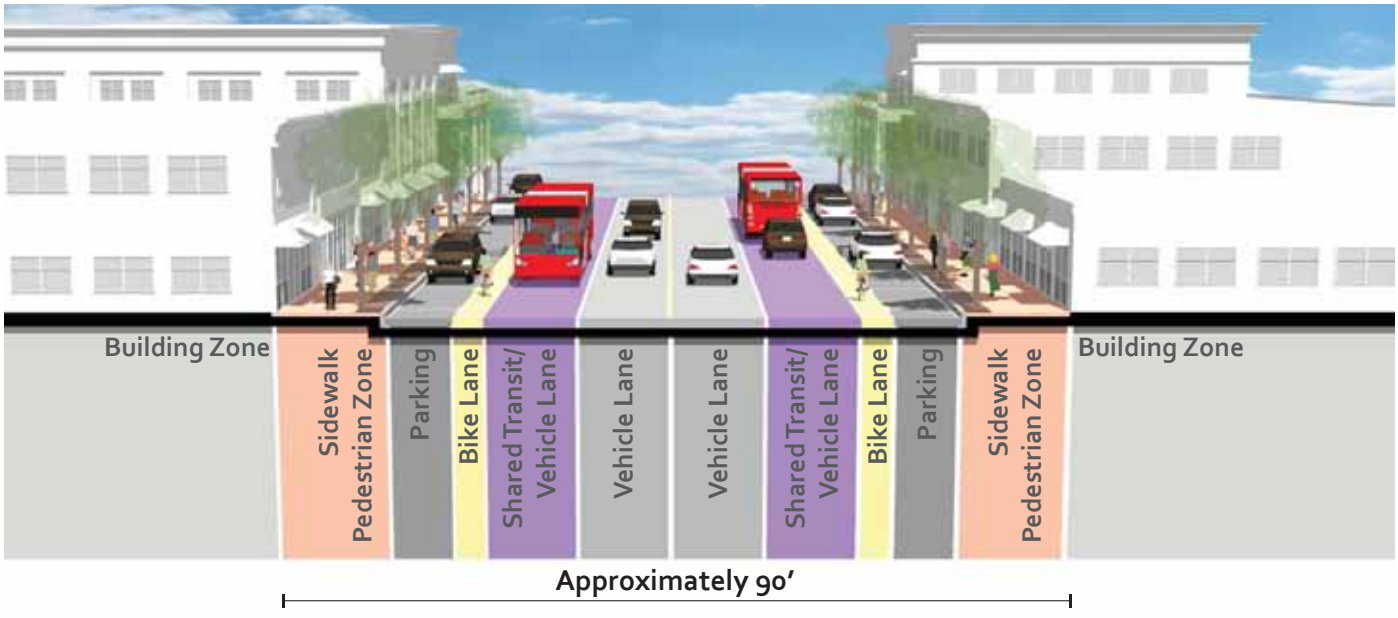
16 Washington Metropolitan Area Transit Authority. *Central Avenue Transit-Oriented Development Corridor Development Strategy.* Prince George's County, Maryland. June 15, 2006.



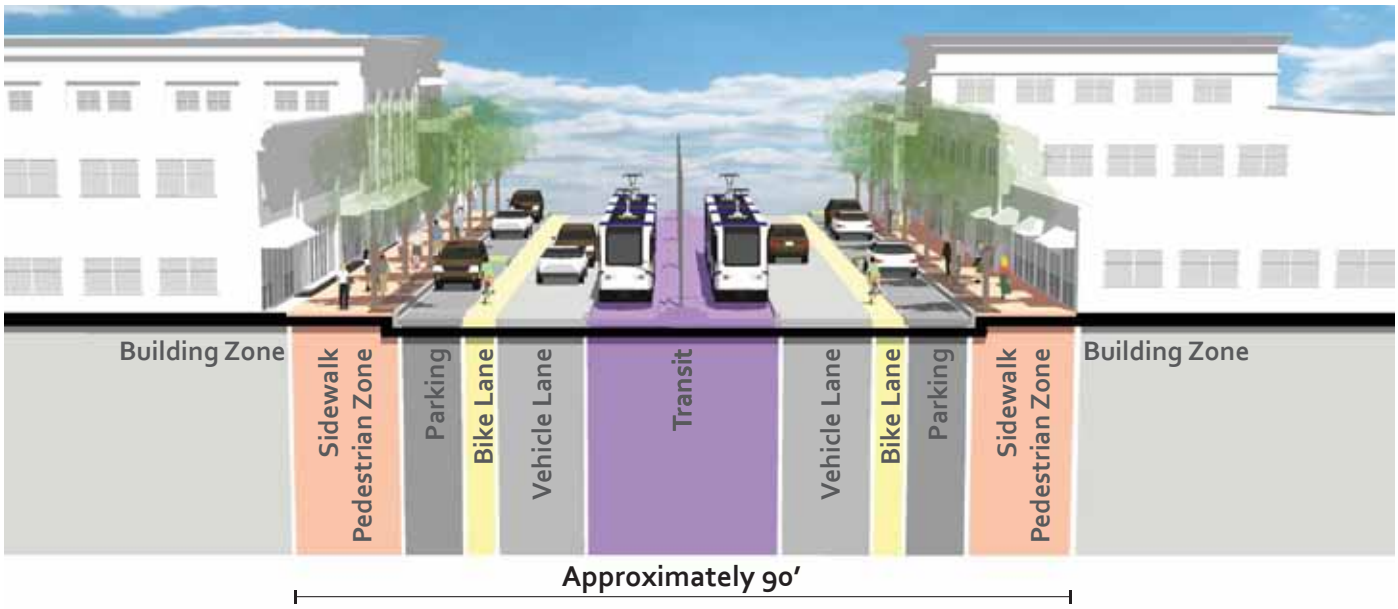
Two-lane local roadway with a single dedicated transit lane (or track) on one side, with a bicycle lane and on-street parallel parking on the other. Transit lane is separated from the automobile lane by a planting strip and raised curb. Wide sidewalks with shade trees are provided on both sides.



Two-lane local roadway with two dedicated transit lanes (or tracks) in the middle of the right-of-way, which separates the two shared bicycle and automobile lanes. Wide sidewalks with shade trees are provided on both sides.

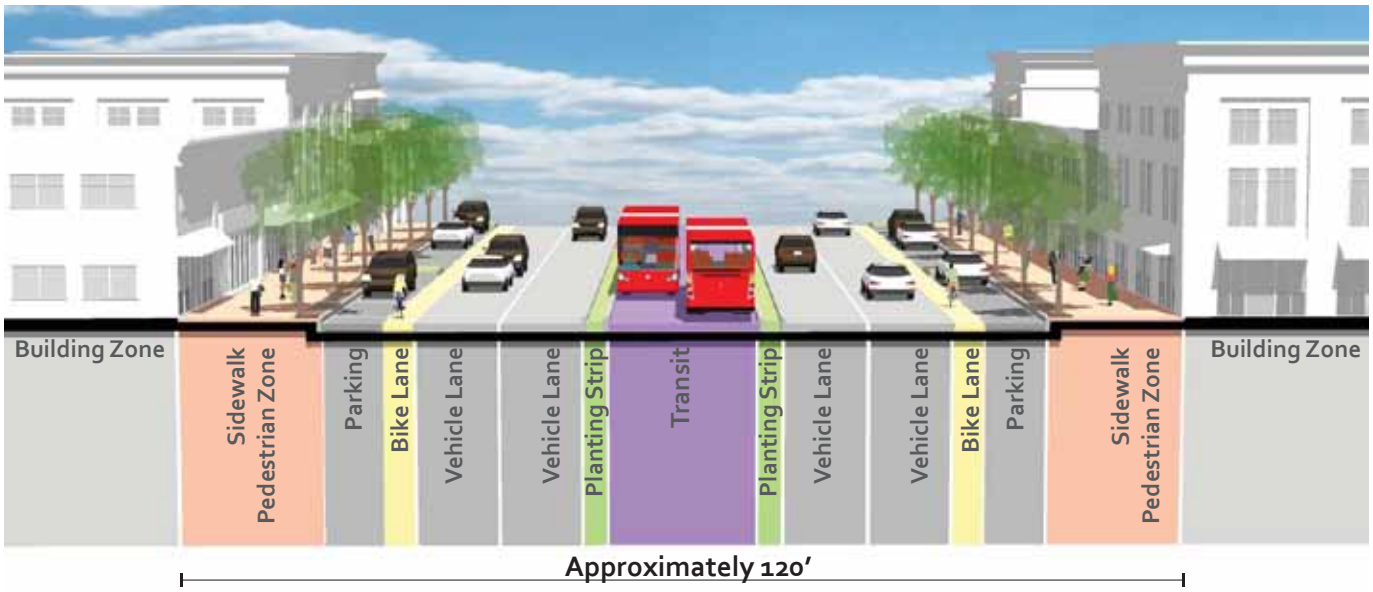


Four-lane collector roadway with two dedicated automobile lanes and two shared transit and automobile lanes (or tracks). Bicycle lanes and on-street parallel parking are provided on both sides of the street, as are wide sidewalks with shade trees.

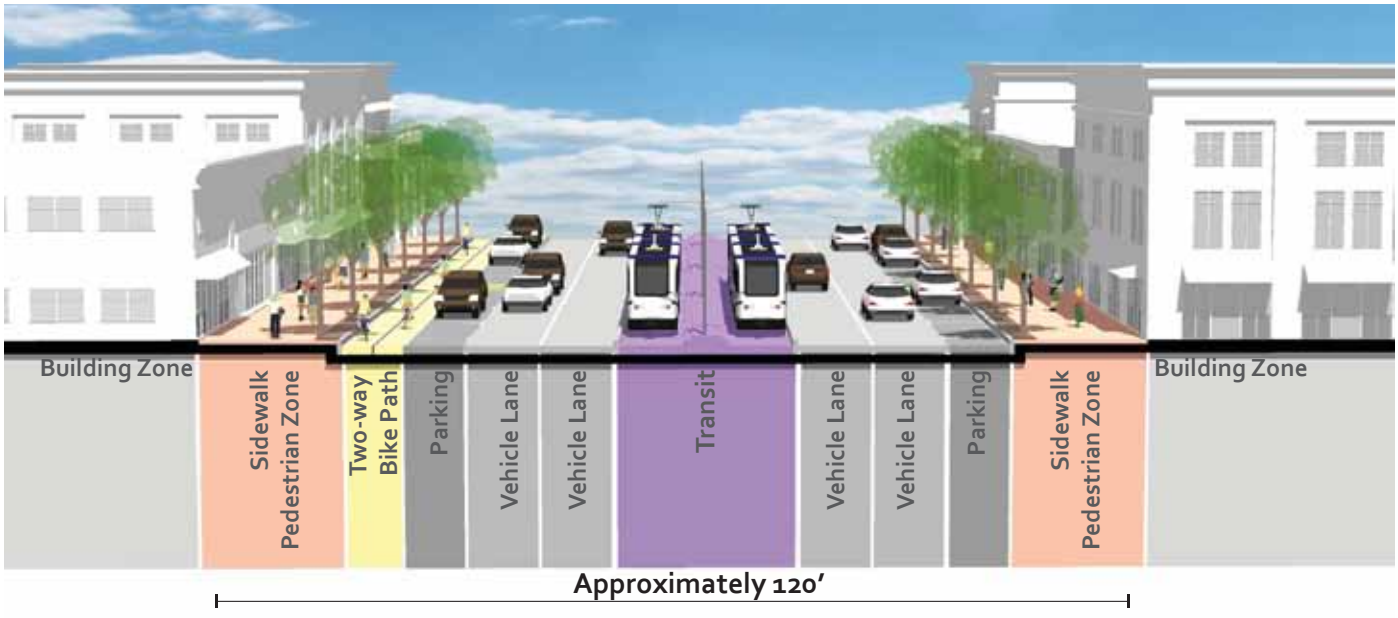


Two-lane collector roadway with two dedicated transit lanes (or tracks), separated from the automobile lanes by a raised curb. Bicycle lanes and on-street parallel parking are provided on both sides of the street, as are wide sidewalks with shade trees.

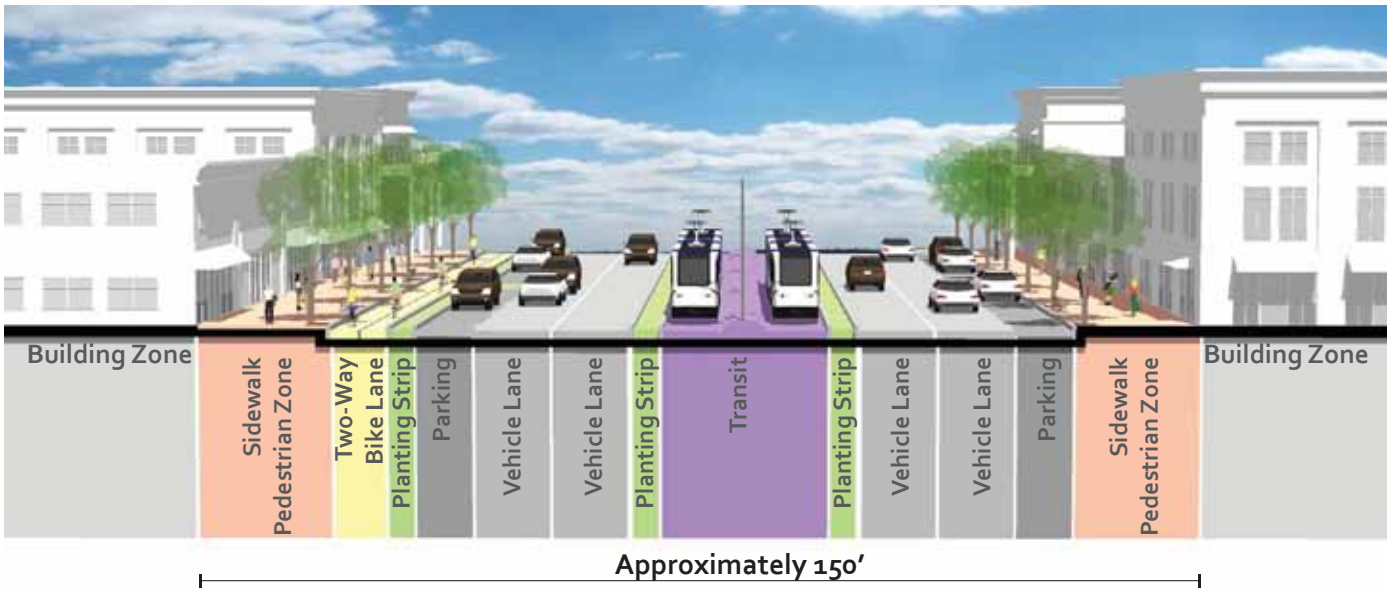
The above graphics show the streetscape from different vantage points to illustrate the color-coded street cross section zones.



Four-lane collector roadway with two dedicated transit lanes (or tracks) in the middle of the right-of-way, separated from the automobile lanes by raised curbs and planting strips. Bicycle lanes and on-street parallel parking are provided on both sides of the street, as are wide sidewalks with shade trees.



Four-lane collector roadway with two dedicated transit lanes (or tracks) in the middle of the right-of-way, separated from the automobile lanes by raised curbs. A dedicated bicycle pathway, separated from the parking by a raised curb, is located on one side. On-street parallel parking is provided on both sides of the street, as are wide sidewalks with shade trees.



Four-lane collector roadway with two dedicated transit lanes (or tracks) in the middle of the right-of-way, separated from the automobile lanes by planting strips and raised curbs. A dedicated bicycle pathway, separated from the parking by a planting strip and raised curb, is located on one side. On-street parallel parking is provided on both sides of the street, as are wide sidewalks with shade trees. Parallel parking in such facilities may be restricted to certain times of day, and the parking lanes can be converted to a traffic lane during peak periods.

2.10 SIGNAGE AND WAYFINDING

The term wayfinding, coined by architect Kevin Lynch in the 1960s, refers to the "consistent use and organization of definite sensory cues from the external environment."[17] Put in simpler terms, wayfinding is the process of individuals attempting to make their way through or navigate an unfamiliar environment. Wayfinding allows people to:

- Determine their location within a setting;
- Determine their destination; and
- Develop a plan that will take them from their location to their destination.[18]

Wayfinding is an often overlooked but important consideration for all users of a space. Wayfinding helps people with visual disabilities, for example by helping them find their way within a city through the use of sound and surface texture changes at crosswalks, but is heavily used by all residents within a community (either consciously or subconsciously). Methods of providing wayfinding assistance can be more obvious, such as using signage and maps, or more subtle, such as ensuring logical building layouts and street grids are constructed, and through the use of unique architecture, public art, or special districts where color or other thematic elements are carried throughout an area. These are some of the same elements which help establish the unique character of station areas and the neighborhoods within them.

A comprehensive wayfinding system will include the use of street signs beyond those used for traffic control, street names, and typical building signage that is seen today in

17 Lynch, Kevin. *Image of the City.* Massachusetts Institute of Technology and the President and Fellows of Harvard College. 1960.
18 The City of New York. *Universal Design New York.* The Center for Inclusive Design and Environmental Access, School of Architecture and Planning, University at Buffalo, The State University of New York. 2001.

many of the communities in the TBARTA region. Signs can also be used to inform residents and visitors within the station area about local events, districts, and even provide a way for users to easily locate special use buildings (e.g., governments, libraries, hospitals, etc.) and provide directions to rail and bus transit stops that may be present within the station area.

Example of pedestrian signage, Baltimore, Maryland. Photo by Jennifer Willman.

Communities may consider examining their land development regulations and other codes to determine the extent to which pedestrian oriented signage (for example blade signs, pedestrian kiosks, etc.) is appropriate for use within a station area as compared to the typical monument and large scale signage geared towards automobile traffic which is traveling faster and is often further away. The appropriateness of digital signage, a trend which is gaining popularity, may also be something that communities wish to consider within a station area, particularly as it relates to information about the availability or status of the transit system at stops within the area.

2.11 BUILDING AND SITE STANDARDS

Densities and Intensities

The appropriate scale of development at a station area in the TBARTA region will vary with its location, community context, and transit function, as discussed in Chapter 2 Station Area Typology. In planning terms, density is expressed in terms of dwelling units per acre for residential development, and intensity is expressed as floor area ratio for commercial or mixed-use development. However, the term density is often used to relate to both density and intensity.

Often, station area plans set forth minimum densities that must be developed, as well as average density targets for achieving the growth vision and/or justify the level of infrastructure to accommodate anticipated development in the station area. These regulations might apply to the entire station area, or just certain areas, depending upon the objective of the regulation. Although density is a key component of TOD, it should relate to the context of the surrounding neighborhood and appropriate to the type of transit services provided.

To achieve an appropriate density for a given station area, local governments may wish to consider a combination of density baselines and density bonuses. As discussed previously, sufficient market pressures must exist in order for incentive and bonus programs to be effective in achieving a target density. Density bonuses are sometimes offered as a reward for a developer providing any of the following above minimum requirements: shared parking agreements, percentage of vertically mixed uses, percentage of affordable and workforce housing units deed or rent restricted, special sustainable design features, and the provision of public amenities. Communities within the TBARTA region may want to consider how density bonuses may affect (or be affected by) transfer of development rights programs which might be put into place to direct growth into TOD areas.

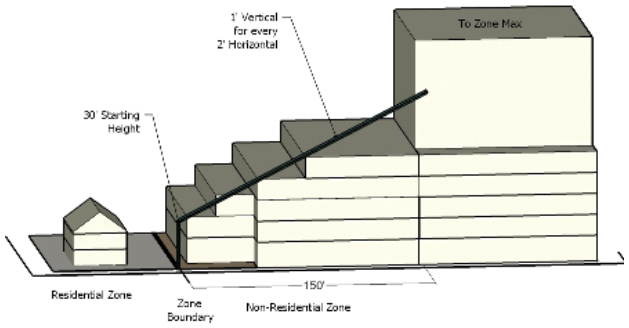
Building Design

The design of buildings is a significant contributor to context and the priority that the context gives to walking. Building height, architectural elements, mass and scale, relationship to adjacent buildings and primary streets, orientation of entries, and the design and type of ground floor land uses can help shape context and create an environment that is easy to walk, or "walkable." Ground floor uses in urban buildings are usually oriented to the pedestrian passing on the adjacent sidewalk (e.g., restaurants, retail or services) and incorporate architectural elements that are interesting, attractive and scaled to the pedestrian. Some aspects of building design that help define urban context and are regulated within station areas through the use of zoning regulations and station area plans are described below.[19]

Height

Buildings within station areas should be designed to create a sense of definition and enclosure along pedestrian friendly streetscapes. The height of buildings also influences whether a place feels comfortable for pedestrians. Building height can be regulated within a station area as a means of achieving a target density through minimum building heights, or as a way of limiting density through maximum building heights. Tall buildings that can be seen from many different places within a station area can assist in wayfinding.

Enclosure is first perceived by the typical pedestrian in lower density environments when the ratio of building height to street width is 1:4. In more dense urban environments, height-to-width ratios between 1:3 and 1:2 help to create an appropriate level of enclosure (which has been shown to increase walkability). An example of height transition is shown in the graphic below. It is important to note that highly walkable environments do not require tall buildings. Street trees may be used to provide a similar sense of definition and enclosure in station areas with lower heights and less dense buildings.[20]



Example of height transition. Illustration by City of Spokane, Washington.

The term massing is used to describe the physical form of a building or group of buildings. Variations in height, horizontal and vertical divisions, windows treatments and façade materials can all be used to break up the mass of a building. Carefully considering building heights and massing are also important in very dense station types. A building's shadow can significantly impact adjacent buildings, public spaces, and neighborhoods. To ensure potential impacts from tall buildings are minimized, communities can complete view shed analyses and solar access (also known as solar shadow) studies. Advances in Geographic Information Systems allow view shed analyses to be more easily conducted, providing station area planners the ability to weigh the potential economic and ridership benefits of taller buildings against community concerns about solar access and compatibility.

19 Institute of Transportation Engineers and the Congress for the New Urbanism. *Chapter 4. A Framework for Walkable Urban Thoroughfare Design. Designing Walkable Urban Thoroughfares: A Context Sensitive Approach.* 2010.

20 Ibid.

Building Width

Like building height, a building's width contributes to a pedestrian's sense of enclosure on the street. There are three elements of width: 1) the percentage of a building's width fronting the street, which typically range from about 70% in suburban environments to nearly 100% in urban environments; 2) the distance or separation between buildings, which typically ranges from 0 feet to 30 feet; and, 3) the articulation of buildings. Articulation refers to dividing building facades into distinct parts to reduce the appearance of a building's mass adjacent to the sidewalk, identify building entrances and minimize uninviting blank walls. Articulated buildings also help add to the interest and architectural diversity of a station area.[21]

Building Façades

Buildings designed to provide visual interest through articulation in façade design help to create an inviting pedestrian experience and increase the use of pedestrian facilities and distances that pedestrians are willing to walk. Awnings, display windows, recessed entryways, arcades, and/or public art are building treatments that can be utilized to contribute to a pedestrian-friendly streetscape. Minimum façade fenestration requirements are also sometimes utilized as they can provide enhanced security for pedestrians by providing more "eyes on the street" and also, in the case of commercial uses, serve to invite pedestrians into the storefront.[22] Building façade treatments can be required through zoning regulations and/or design guidelines that may be adopted during the station area planning process.

Saint Petersburg, Florida. Photo by Jacobs Engineering Group.

Site Design

The arrangement of buildings, the degree to which pedestrians, vehicles and bicycles can circulate, as well as type, amount, and location of parking and landscaping provided can all have an effect on the station area's design character and walkability. For example, development designed with little or no focus on walkability tend to be more internally oriented with buildings surrounded by parking and ground floor designs that lack supportive relationships with streets and sidewalks. Buildings in locations with a traditional urban character that contributes to a walkable community are typically oriented toward the street. Some aspects of site design that help define urban context and are regulated within station areas through the use of zoning regulations and station area plans are described below.

Setbacks

Setbacks are the minimum or maximum distances from the property or right-of-way line that a structure may be built. Traditional development patterns demonstrate a low priority for walkability, with buildings that are less related to the street either by large setbacks into private property. By contrast, a traditional urban development context will have buildings adjacent to the street. This adjacency contributes to the directness of pedestrian connections between building users and the larger pedestrian and transportation network.[23]

21 Ibid.

22 Ibid.

23 Ibid.

TOD ordinances generally require or encourage smaller building setbacks because shorter distances between pedestrian routes and buildings encourage pedestrian activity. Setbacks are typically regulated through zoning ordinances. Instead of using setback to regulate the location of front building facades, some communities will use "build-to" lines in their TOD related zoning ordinances. Build-to lines specify an exact (or maximum) distance from the right-of-way that a building must be constructed to.

It is important that local governments within the TBARTA area consider setback distances in light of the amount of right-of-way that is available and/or can be feasibly acquired. The presence and existing size, placement and condition of existing bicycle and pedestrian facilities, future vehicular needs, landscape requirements, utility easements, etc. all need to be considered during station area planning when determining appropriate setback or build-to distances.

To create inviting street frontages and encourage pedestrian activity, landscaping (especially shade trees) are typically installed along the length of streets with high levels of pedestrian activity. The location of landscaping may also be considered when determining appropriate setback requirements. Communities may also find it helpful to consider both the public and private sectors willingness and ability to maintain landscaping within these areas, and develop maintenance agreements and plans which set forth individual responsibilities for landscaping and street furniture.

Lastly, developers may wish to include balconies in their developments or use awnings to provide shade along sidewalks, both of which can be impacted by required setback distances. Typically, when awnings or balconies encroach within the "air space" above the right-of-way, special reviews, permits and approvals are required.

Building Orientation

Proper building placement and orientation is critical to creating a strong sense of place and an inviting pedestrian experience. Through proper site design and building orientation, walking distances for customers can be reduced and streets can be more welcoming for pedestrians, transit users and bicyclists. It is important for the primary building entrance to be oriented toward the public street or other principal pedestrian access way, typically the public sidewalk or an interior sidewalk. Additional entrances oriented towards onsite parking also promote walkability.[24]

Building orientation requirements are often contained within TOD zoning and/or overlay regulations, and are most commonly regulated through a combination of setback, frontage and/or parking requirements. Specific design guidelines may also set forth requirements that secondary entrances be the same or in total area (door area and window area) as the primary (pedestrian oriented) entrance.

Buffering and Screening

In zoning parlance, a buffer refers to a strip of land located between a side or rear property line and a building, structure or use that is intended to separate and/or obstruct the view of the site on which the buffer is located from an abutting property. A screen refers to fences, walls, berms, trees, shrubs, or a combination thereof which is located within a buffer and typically meant to serve as a visual barrier.[25] Buffering and screening requirements are typically addressed through zoning and land development. In station areas, the focus of buffering and screening requirements shifts away from mitigating compatibility issues between dissimilar uses to instead providing for the physical and

24 Jacksonville Transportation Authority in partnership with The City of Jacksonville. *Design Guidelines for Transit-Oriented Development.* April 22, 2011.
25 Pasco County, Florida. *Land Development Code.* January 1, 2012.

psychology separation of pedestrians from vehicular traffic by providing visual and sound barriers. Trees, planters, street furniture and even on-street parking are some examples of ways in which pedestrians can be made to feel more comfortable thereby enhancing walkability.[26]

Due to the pedestrian orientation of TODs, screening is typically utilized for building service areas as follows:

- Loading docks and garbage storage facilities, transformers, antennae and other similar kinds of building support equipment such that they are not visible to the public.
- Rooftop mechanical equipment may be concealed from street view by parapet walls, for example.
- Off-street surface parking lots such that they are screened from view from any public street, for example by buildings, landscaping, or fencing.

Lighting

The use of lighting is important to enhancing the safety of automobile, bicycle and pedestrian traffic alike, and can be used to enhance the ambiance or character of a station area. Its use can help to create an inviting pedestrian area as well as highlight distinct sculptural, landscape or hardscape features within an area. The design and provision of lighting to achieve a balance between safety and aesthetic considerations is not as simple as it may appear. Too many lights or lights that are not appropriately sized can overpower an area, creating glare and eroding the quality of night light, especially adjacent to residential areas.

Multiple lighting types can be utilized within station areas to achieve the desired effect, and a focus on pedestrian scale lighting is particularly important to maximize the use of bicycle and pedestrian facilities after sundown within station areas. Station area design guidelines can be created to specify differing guidelines for the lighting of building entries, primary pedestrian walkways, secondary pedestrian walkways, parking lots, parking garages, building facades, signage, roadway lights, transit shelter lights and landscape lights.[27] There are many different ways that the regulation of lighting can be structured, and it is important that each community consider its available in house expertise when considering which approach to regulating lighting in TOD is appropriate.

Public and Open Space

Open space plays a critical role in successful TOD. It hosts social interaction from outdoor lunches and informal gatherings to concerts and farmers' markets. Well-designed spaces naturally attract people, making surrounding areas and streets feel safer and more comfortable. Animated public spaces and streets in turn generate more economic activity for nearby businesses. Gathering spots provide an important recreational opportunity for residents and workers in the station area, offsetting the compact layout of buildings. Collective spaces also help to reinforce a sense of place and serve as amenities for the broader community.

Baltimore, Maryland. Photo by Jennifer Willman.

26 Chapter 4. A Framework for Walkable Urban Thoroughfare Design. *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*. Institute of Transportation Engineers and the Congress for the New Urbanism. 2010.

27 City of Kirkland, Washington. *Design Guidelines for Yarrow Bay Business District.* Updated November 15, 2011.

To ensure the appropriate level of pedestrian amenities, regulations can require a certain number of benches, trash receptacles, and water fountains along a street. Some local governments may also provide incentives for private developers providing publicly accessible transit supportive plazas in lieu of certain levels of onsite open space, fees in lieu, or other site requirements. These plazas typically provide a certain amount of seating, shelter or other weather protection, as well as landscaping and pedestrian scale lighting.

As with other types of development, open space is typically regulated through the zoning and land development regulations. Station area plans that include a coordinated open space program will be especially helpful where a significant amount of infill development will occur. Local governments may chose to allow open space transfer agreements, or fee in lieu provisions so that resources can be pooled to create a variety of shared and open spaces for the public's use.

Benefits of Design Features that Contribute to Successful TOD

Design Feature	Benefit
High frequency of crosswalks	▪ Allows more access and ease of movement ▪ Improves safety as pedestrians can cross at controlled areas rather than crossing mid street
Four-way pedestrian cross at intersections (also known as scramble intersections)	▪ Gives priority to pedestrians by allowing crossing of intersections in any direction (even diagonally) ▪ A more efficient means of allowing pedestrians to cross busy streets
Different paving materials at crosswalks	▪ Clear markings at protected crossing areas improves safety ▪ Contributes to the attractiveness of the area ▪ Can be useful for those with vision disabilities (Urban Braille)
Wide sidewalks	▪ Allows freedom to move and promotes street activity
Dedicated bike lanes	▪ Promotes safe bicycle usage and patronage of local businesses
Bicycle parking	▪ Encourages bicycle usage
Shade trees	▪ Contributes to the attractiveness of the area ▪ Provides shade from the elements
Street furniture	▪ Provides for resting areas or places to wait for transit ▪ Can contribute to place making by encouraging use of the space
Attractive building façades	▪ Creates a more pleasant walking environment ▪ Windows on commercial buildings allow opportunities to draw street traffic into stores
Good lighting	▪ Essential for public safety and encouraging longer hours of activity
Landmarks and public art	▪ Contribute to creating a sense of place and defining a unique identity ▪ Useful in way-finding, especially for visitors or new riders unfamiliar with the area or transit network
Avoiding blank walls	▪ Enhances pedestrian walking environments and promotes visual interest ▪ More windows on the street contributes to a safer environment

3.0 PARKING MANAGEMENT

Parking management encourages more efficient use of parking facilities. Realizing the efficiency can lead to a wide range of objectives from a better jobs-housing balance and more efficient land use through mixed use development; reduced traffic congestion through vehicle trip reduction and increased walkability and use of alternative modes; enhancing aesthetics and urban amenities; to protecting existing housing stock and mature neighborhoods. Ultimately, parking management reduces the amount of land devoted to parking compared with conventional development and allows developers or local governments to take advantage of the parking cost savings associated with reduced automobile use.

This section discusses parking management topics in relation to TOD, some of the strategies that can be used, including some funding-specific strategies, and the opportunities and challenges to the implementation of parking management in the TBARTA region.

There are tradeoffs and benefits to devoting land around transit stations to activities and development rather than parking. Establishing that balance is especially important within TODs where the parcels are typically smaller, the land uses more diverse, and the land availability for parking much more constrained. In addition to a Station Area Plan (discussed in Chapter 3), successful TOD requires a Parking Management Plan. These two planning tools support each other and share most of the same goals. Yet, parking, as it is traditionally managed now, is often at odds with TOD goals.

One of the most important and possibly controversial issues within a station area is parking. Parking needs will vary by station location and type. For example, station types designated for downtown/central business districts will not require the same amount of parking spaces as those in the suburbs. The latter areas tend to have high percentages of riders who will use parking as they drive to a station for boarding, versus the urban dweller that typically walks or bicycles to the station. The numbers of parking spaces anticipated to be needed at a station should be developed using ridership models as a guideline. These models account for transportation network, location, and other factors when determining the number of riders and the number of estimated riders using parking.

Unfortunately, typical parking management plans are developed using data found in the latest edition of the Institute of Transportation Engineers (ITE) publication *Parking*

Benefits of Parking Management

Generates Revenue. Some management strategies generate revenues that can fund parking facilities, transportation improvements or other important projects.

Improves walkability. By allowing more clustered development and buildings located closer to sidewalks and streets, parking management helps create more walkable communities.

Supports transit. Parking management supports Transit Oriented Development and transit use.

Protects the Environment. Parking management can reduce land consumption and total pavement area, and incorporate design features such as landscaping and shading that reduce stormwater flow, water pollution and solar heat gain.

Supports Equity Objectives. Management strategies can reduce the need for parking subsidies, improve travel options for non-drivers, provide financial savings to lower-income households and increase housing affordability.

Generation. Parking generation rates reported in the book are derived from parking demand studies that were mostly performed in car-dependent suburbs. They are based on 85th-percentile demand curves (which means that 85 out of 100 sites will have unoccupied parking spaces even during peak periods), an 85th occupancy rate (a parking facility is considered full if 85% of spaces are occupied).

Applying these standards results in far more parking supply than is needed at most destinations, particularly where land uses are mixed and high capacity transit service is available for use. Developing parking policies to support TOD requires a new attitude that recognizes the true cost of parking and desires a balance between parking's previously limitless supply and a tightly controlled commodity. Before implementing parking management strategies, it is important to consider economic and financial feasibility issues, site characteristics, location features and compatibility with surrounding uses as well as market and regional issues.

3.1 CONSUMER BEHAVIOR AND PREFERENCE

In general, motorists prefer abundant, unregulated, free parking. However, consumers ultimately bear parking facility costs through increased prices (in terms of mortgages, rent, and the cost of goods and services) and taxes. Sometimes this translates into reduced employee parking benefits for those workers in urban areas. In addition, underpriced parking increases vehicle ownership and use, exacerbating problems such as traffic congestion, accidents, energy consumption, and air pollution.[28] Looked at in a different way, it could be said that the choice consumers face is not one between free or priced parking, but rather whether they pay for parking directly or indirectly.

Parking regulation and pricing can increase consumer convenience by increasing turnover of the most convenient parking spaces so they are available for errands. TOD can also change where and how people live and get around. Research conducted by the American Planning Association of numerous TODs in California found that they had an average of 1.66 people and 1.26 vehicles per household, compared to 2.4 people and 1.64 vehicles for all households located in the same census tracts.

The same research also found that most TOD residents are young professionals, singles, retirees, childless households and/or immigrants from foreign countries. These groups tend to require less housing space than traditional nuclear families and are more likely to live in attached housing units for financial and convenience reasons, regardless of where the units are located. It also stated that most TOD residents tend to work downtown and in other locations that are well served by transit. Thus, TODs offer the potential to reduce parking per household, by approximately 20%.

Another analysis indicates that increased parking supply tends to increase vehicle ownership; an increase of 0.5 spaces per unit is associated with a 0.11 additional cars parked per unit at the peak. Parking demand tends to decline with improved pedestrian access to transit stations and improved transit service frequency. Rail access reduces vehicle trips at a faster rate than vehicle ownership, indicating that transit commuters still want vehicles for other trips, and so communities may consider incorporating car sharing services into TOD as way to provide transportation for those who do not own automobiles but may have an occasional need for one.[29]

28 Litman, Todd. *Parking Evaluation: Evaluating Parking Problems, Solutions, Costs and Benefits.* Victoria Transport Policy Institute. March 2011.

29 Cervero, R., Adkins, A., & Sullivan, C. *Are Suburban TODs Over-Parked?* Journal of Public Transportation Vol. 13, Issue 2. 2010.

3.2 EFFECT ON TRANSIT RIDERSHIP

The availability of parking within a transit station area affects the usage of the overall transit system. Many transit riders will not live within a station area, and will arrive on foot, via other local transit, on bicycle, or by driving an automobile to the station. Just as providing bicycle parking and storage at stations is important, so too is providing an amount of parking that is appropriate to the station type and needs of the community. Park and ride facilities located adjacent to stations allow an important segment of transit riders the ability of to access the system.

Although parking spaces are important, too many parking spaces can have a negative effect on transit ridership. An excess of parking needlessly consumes valuable land that could otherwise be used for homes and businesses and thus can limit the number of jobs and population located within station areas.

3.3 INTEGRATION WITH COMMUNITY

Conventional approaches to the regulation of parking—a one size fits all approach to the application of parking standards—often does not effectively respond to local conditions and serve the particular needs of different communities. The use of inflexible standards often results in wide stretches of uninterrupted asphalt which can detract from an area's aesthetic appeal, deter pedestrians, and even compromise the development or redevelopment potential of a site or district.

Although it is desirable to minimize parking between a building and the primary pedestrian frontage, certain suburban station areas may allow a single row of parking as an option to minimize building setbacks while permitting some parking visible from the street in the front of the building. This can also help buffer an internal sidewalk next to the building from a busy arterial roadway. Several configurations options for on-site parking are shown on the pages that follow.

On-Site Parking Options

Well designed parking facilities that are both sustainable and "good neighbors" are an important feature of successful TOD. Local governments may wish to consider the following three objectives when planning for and regulating parking facilities within TODs: 1) creating a comfortable, safe environment for pedestrians; 2) utilizing Low Impact Development techniques; and 3) minimizing unnecessary impervious surface coverage.

These objectives can be achieved through a combination of the following techniques:

- Locating parking to the rear or side of buildings to enhance streetscape appeal. This also removes the physical and psychological barriers that parking can create, and helps to minimize the opportunity of conflicts between vehicles and pedestrians;
- The use of on-street parking, which contributes to a pedestrian friendly environment by providing a buffer between the traffic on the street and pedestrians in a sidewalk;
- Surface parking should be broken up with landscaped islands and planted dividers. In the case of structured parking, architectural standards and design guidelines should be developed to integrate the appearance of the structure with the surrounding buildings;
- "Wrapping" a parking lot with active uses such as retail or other commercial uses can help maintain street life and provide visual interest;
- Utilizing Low Impact Develoment techniques to control the quality and quantity of stormwater runoff generated from the parking facility. These may include the use of bioretention, green roofs and permeable pavers/porous pavement; and

Single row of parking, 90 degree angled, street-facing stalls, and two-way drive lane.

Single row of parking, 90 degree angled, building-facing stalls, and two-way drive lane.

Single row of parking, 45 degree angled, street-facing parking, and one-way drive lane.

Single row of parallel parking, and two-way drive lane.

Single row of parallel parking, and one-way drive lane.

- Integrating traffic calming elements such as marked or raised crosswalks, bulb outs, medians and bollards can help enhance pedestrian safety. Ample lighting as well as marked pedestrian pathways and corridors can also help in this regard.[30]

3.4 EFFECT ON HOUSING COSTS

Parking management, especially in relation to TOD, can reduce housing costs for those living within and nearby a TOD. Housing costs are now being expressed in terms of their relation to transportation expenses as a percentage of overall household budgets. Where transit and other alternative and supplementary transportation options can be leveraged by TOD, the pressure to construct consistent with typical parking ratios is lessened. This allows homeowners to spend the cost associated with fewer parking spaces on other housing needs, such as a larger living space. Strategies such as unbundling, in which the cost of a parking space is listed as a separate item from the housing unit, allow residents greater freedom of choice. Research has shown that those with access to good transit typically own fewer vehicles.

3.5 EFFECT ON AIR QUALITY

When planning the layout and circulation of parking infrastructure, whether they are surface parking lots or structured garaged parking, it is critical to take the efficiency of automobile movement through the lot and onto/off of adjacent streets into account. Time spent unnecessarily idling can contribute to negative air quality impacts both within and around the station area. Depending upon the size and design of structure parking, it may be helpful to consider active ventilation systems which help clear the air and make for a more safe and pleasant parking experience.

Recently there has been talk about parts of the Tampa Bay region being designated a “non-attainment area” by the United States Environmental Protection Agency

30 State of Massachusetts. *Smart Growth/Smart Energy Toolkit, Parking Module.* 2007.

(EPA). A non-attainment area is defined as an area which is considered to have air quality worse than the National Ambient Air Quality Standards as defined in the Clear Air Act Amendments of 1970 (P.L. 91-604, Sec. 109). These federal standards set limits on the maximum levels of pollution can be in the air while still effectively protecting human health and the environment.[31]

Once designed as a non-attainment area, states that do not complete a state plan (State Implementation Plan, or SIP) to improve air quality may have a federal plan imposed. Non-attainment areas that do not clean up their air pollution are subject to cuts in federal transportation funding if new highway projects could add to the air pollution problem. Additionally, EPA has the option to withhold all or part of the grant funds it provides to Florida to support air quality monitoring, planning and control programs. Transit, TOD, and even parking management strategies can be critical components of a region's plan to address non-attainment problems.

3.6 CONSTRUCTION AND MAINTENANCE

One of the most challenging elements of parking improvement is financing. Some argue that parking structures should be viewed as infrastructure projects, not real estate developments, and their financing and construction should be underwritten as such. The financial viability of parking (revenue and cost) typically involves a financial feasibility study and a financing plan. Key issues include identification of revenue streams, development of financing options, determining construction costs, paying for operation and maintenance, as well as examining alternative uses of land. The financial feasibility study is conducted to determine the costs of construction and maintenance of the parking facility.

Inclusive of land and construction costs, parking spaces can cost anywhere from $5,000 to $43,000 per space for surface parking and from $16,000 to $30,000 per space in a structured parking facility.[32] A National Parking Association study showed that the average cost is approximately $5,000 per space for surface parking and $20,000 per space for structured parking.[33] To calculate the cost of parking over time, operating and maintenance costs may be considered as well. Operation and maintenance costs are typically higher for structured parking garages than surface parking lots. In addition, as most projects are privately financed through loans, the amount of interest may be factored into the financial feasibility study.

Most parking structures are financed with private funds. Private financing can be 10 to 20 years and may include a variety of financing options such as variable, indexed or blended mortgages. Local governments may use public financing that can involve the use of municipal bonds.

Parking Garage in Punta Gorda, Florida. Photo by Jacobs Engineering Group.

31 State of Washington, Department of Ecology. Nonattainment Areas Website. http://www.ecy.wa.gov/programs/air/sips/designations/nonattainment_areas.htm. Undated.

32 Litman, Todd. *Parking Costs, Pricing and Revenue Calculator.* Victoria Transport Policy Institute. January 2012.

33 National Parking Association. *Parking in America, The National Parking Association's First Annual Review of Parking Rates in the United States and Canada.* 2009.

Parking revenues, lease payments, and benefit assessments may all be used to secure bond payments. Many of the revenue sources, such as tax increment financing districts, special assessment districts, grants, guarantees and loans, discussed in Chapter 7 of this resource guide can also be used to fund or assist in obtaining funding for the provision of parking within station areas.

Another funding strategy is Payment In Lieu of Parking (PILOP). Local governments can implement a PILOP program to offer developers the option to pay a fee for each waived parking space, in lieu of providing the number of parking spaces required by local ordinance. This helps to avoid having to grant waivers to parking requirements requested by developers even when shared parking and reduced parking requirements are allowed. The municipality or parking authority utilizes the PILOP fee to construct a strategically-located public parking facility available to the user or occupants of the development project, as well as to the general parking public.[34]

3.7 MAXIMUM AND MINIMUM REQUIREMENTS

Traditional parking requirements specify a minimum number of spaces to be provided for each land use. Alternatively, planners can use parking maximums to better utilize the space available within a station area. Parking maximums can be used in addition to, or instead of, parking minimums. The parking minimums set by most communities are often based on the idea that more parking is better. Too little parking can lead to spill over into neighborhoods and cars circulating unnecessarily looking for parking; most local governments and developers want to avoid such outcomes.

34 Donald Shoup. *In Lieu of Required Parking.* Journal of Planning Education and Research. 1999.

Unfortunately, the data used to set minimum parking requirements is often limited and irrelevant.

To conduct a full parking study of actual parking needs in a community is usually cost and time prohibitive. As a result, most cities either copy the parking codes of other cities or use the ITE's *Parking Generation* handbook. Even in ITE's handbook, reported parking rates are not necessarily based on much data, and the studies feeding into them may come from such varying situations as to have no relevance for the cities consulting the data. The existence of transit and/or provision of biking and walking infrastructure can greatly reduce parking needs, and the ITE handbook does not consider such variation between communities.

A 1998 study done for the Chicago Regional Transportation Authority illustrated this gap between actual demand and supply. A survey of 6 suburban office buildings found that the average parking supply was 3.62 spaces/1,000 square feet of office building, while the actual demand was 2.45 spaces/1,000 square feet. Building occupancy had a large influence on demand, but even after adjusting the numbers for full occupancy the authors determined that supply could be reduced by 17% and still meet all the existing parking demand. The study recommended that local governments with requirements more than 3.5 spaces/1,000 square feet revisit their regulations. In a different nationwide study, the authors concluded that 2 spaces/1,000 square feet would sufficiently cover the needs of most business parks, but that each location would have to be analyzed individually to determine special situations or circumstances.

The same study also found that the quantity of parking provided was almost always determined by local ordinance or zoning code. In a survey done for the study, most developers reported that they would reduce the amount of parking if they could get a higher return on investment via

more development, or if incentives or bonuses were offered. Some developers also worry about the "marketability" of a building if their parking supply is restricted. The authors of the study concluded that local governments would see short-term fiscal benefit only if reduced parking led developers to construct more buildings. In the longer-term, reduced excess parking supply could help to raise land values, which would be to the municipality's benefit.[35]

Limiting parking supply might have unintended impacts should the actual parking demand exceed the anticipated level. If the parking supply is unable to accommodate demand, there might be spillover parking into adjacent uses and residential communities. In fact, many neighborhood residents will vehemently oppose any parking supply management strategy in fear that their neighborhood will become flooded by spillover parking with more cars bringing traffic and congestion. A potential solution to spillover parking is the creation and implementation of residential parking permit districts.

Conversely, local governments should be careful when establishing maximum parking standards since setting the maximum too high will be ineffective. The most effective approach for determining the maximum number of parking spaces for development within a station area is to determine the likely mode split (automobile traffic vs. walking vs. bicycling vs. transit trips) and ensure adequate facilities are provided for each. Special consideration should be given when park and ride facilities are located within the station area.

3.8 PARKING CASH-OUT PROGRAMS

Related to unbundled parking, parking cash-out programs allow employees to choose between a parking subsidy (free or reduced rate parking) or the cash equivalent of that monthly parking space fee. This method is effective only when alternative forms of transportation are provided that allow an individual to make a reasonable choice between paying for parking or using a lower cost alternative.

The provision of a parking cash-out option reduces parking demand, can improve air quality, and promotes the use of alternative modes of transportation. Some employers may provide transit passes in lieu of cash, which also promotes transit use. Employers within TOD may chose to offer these programs because they are able to benefit financially from the reduced parking demand, using the additional revenue or space to provide additional parking to accommodate future growth, or by generating revenue through the sale or leasing of the surplus spaces.[36]

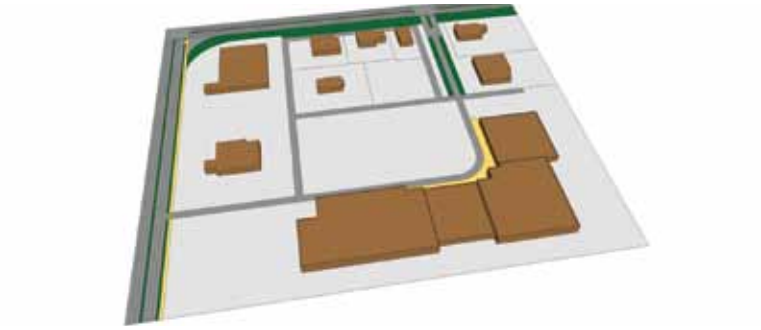
3.9 TRANSITION FROM SURFACE TO STRUCTURED PARKING

Structured parking replaces surface parking as a matter of highest and best use for the property, when a development can justify the construction cost of structured parking. This threshold is reported to be 20 units per acre or $30 per square foot.[37] The transition from surface parking to structured parking can be planned for the long-term development of a site, as areas become more populated and redevelopment occurs over time. The series of illustrations on the next page depict how a large suburban shopping center at the intersection of two major roadways might redevelop in phases to maintain existing uses while becoming higher density and more walkable.

35 Chicago Metropolitan Agency for Planning. *Parking Supply Management Strategies.* Undated.

36 Victoria Transport Policy Institute. *Commuter Financial Incentives: Parking Cash Out, Travel Allowance, Transit and Rideshare Benefits.* March 16, 2011.

37 Leonard Bier, et al. *Parking Matters: Designing, Operating and Financing Structured Parking in Smart Growth Communities.* July 2006.



Existing suburban shopping center with outparcels and surface parking.

Red boundary depicts first phase of redevelopment, and includes a parking structure.

Red boundary depicts second phase of redevelopment, and includes two additional parking structures.

Red boundary depicts final phase of redevelopment, with one additional parking structure.

Perspective of internal roadway converted to walkable boulevard with on-street parking.

3.10 SHARED PARKING

Shared parking is the use of a parking space to serve two or more individual land uses without conflict or encroachment. This practice is already commonly seen in larger downtowns within the TBARTA region, where parking (usually in garages) is not necessarily tied to a particular building and its uses, but can be used by anyone visiting any of the nearby buildings. Shared parking is most commonly found in downtowns and larger activity centers, but it can be a vital component in good mixed-use and smaller TODs, or anywhere that place making is a focus. The pedestrian environment of a site often benefits greatly from shared parking.

The key to the successful sharing of parking is in finding the right mix of uses that require parking at different times of the day, or different days of the week. For example, an office building in the same development as a movie theater or other entertainment venue would be a good candidate for shared parking. The peak parking demand for office workers will be from 8:00 a.m. to 5:00 p.m., Monday through Friday. Movie goers, on the other hand, will be looking for parking in the evening and on the weekends, when the office workers are not there.

Instead of building one parking lot for the office building and another one for the movie theater, the two uses can share a lot. Fewer parking spaces can free up land for other development or for more landscaping and pedestrian amenities. Such arrangements can also encourage people to park once and walk between destinations served by the same parking facility, instead of driving between uses that would otherwise each have its own surface lot.

Shared parking works in any number of situations and is often coupled with many of the other parking management strategies discussed in this paper, such as pricing, overflow parking, and reserved parking. The other strategies are often necessary to ensure successful implementation of shared parking.

Communities hoping to encourage TOD should consider establishing more flexible parking standards. The Urban Land Institute's *Shared Parking* methodology has been recognized by ITE and is a valuable resource for this type of parking management.[38]

3.11 ON-STREET RESIDENTIAL PARKING

Areas with high levels of parking demand or high parking fees may create spillover demand or parking in nearby residential neighborhoods. This demand can be managed with parking permits for residents. Overly restrictive regulations in residential areas can, however, lead to increased public and private parking development costs, which can discourage TOD. Communities planning for TOD may want to evaluate neighborhoods on a block-by-block basis, balancing the residential parking demand with employee and/or customer access, while considering the development goals of the jurisdiction.

38 Chicago Metropolitan Agency for Planning. *Parking Supply Management Strategies.* Undated.

In areas of high parking demand, communities can explore possibilities for shared on-street parking. Neighborhoods with residential permits often have many under-used spaces during the day. This problem could be a result of an overreaction to parking spillover problems. One potential solution is to allow residents to park for free with fewer restrictions, but charge high enough fees to non-residents to maintain an acceptable parking vacancy rate. The revenue generated from visitor parking could be returned indirectly to residents in the form of street improvements.[39]

3.12 ON-STREET COMMERCIAL PARKING

On-street parking, as close to a business as possible, is the most convenient type of parking for potential customers. Keeping those spots available for short-term use should be a high priority. If on-street commercial parking is not managed or priced, commuters, employees and spillover parkers avoiding fees will use the parking spaces and the desired patrons will not have a place to park. Communities may consider charging a price that will ensure a suitable percentage of spaces are always vacant, where appropriate. This could be in the form of variable pricing strategy that maintains a high enough price so that there will always be some vacancy, but not so high as to send business to other locations. Prices and restrictions could vary by block, time of day, and day of week.

Managing parking in commercial areas typically involves setting peak hour, daytime, or 24-hour parking restrictions; establishing parking time limits, and installing parking meters. The most important factor influencing the behavior of single-occupant drivers is parking cost to user, not supply; there is also a less intense relationship for maximum time limits. It is important for communities to develop

39 Ibid.

contingency plans so that they can provide the minimum spaces, monitor results, and have strategies to provide additional parking within station areas if necessary.

Winter Park, Florida. Photo by InsideFlorida.com.

Many communities have established Parking Management Authorities to oversee parking management and determine pricing. These authorities can then return the increased revenue generated from on-street parking to the community in the form of streetscape improvements. An improved street environment can attract pedestrians and bicyclists who add to commercial foot-traffic without congesting the roadways.[40]

3.13 PARKING BENEFIT DISTRICTS

Parking Benefit Districts are a defined geographic region wherein residents and businesses receive a benefit in exchange for reduced availability of parking. Members of parking benefit districts could extend parking rules on weekends or put meters in their districts. Permit sticker prices could be raised to encourage better use of off-street parking.

40 Ibid.

For example, the City of Austin, Texas, adopted an overlay zone to increase residential density near a university campus. Part of the overlay zone is a Parking Benefit District where revenue from the parking meters in the district goes toward constructing pedestrian streetscape improvements, such as improved sidewalks, curb ramps and street trees, as the residential population increases. These types of districts should be considered as a means to help communities fund the streetscape improvements needed within station areas.

4.0 INFRASTRUCTURE

Having adequate infrastructure in place to support desired development is critical to the success of station areas. If infrastructure has to be constructed concurrent with individual developments, station area streets and pedestrian networks may be disrupted and other expenses incurred in the form of additional site carrying costs and time delays. Such delays, costs and disruptions can act as deterrents to development. Permitting, approvals, construction, and occupancy of the development can all take longer to complete if additional infrastructure is required to support community needs.

4.1 MULTIMODAL CONNECTIVITY AND THE AMERICANS WITH DISABILITIES ACT (ADA)

The Americans with Disabilities Act of 1990 (ADA), as amended, prohibits discrimination and ensures equal opportunity and access for persons with disabilities. In addition, the FTA and other government agencies work to ensure nondiscriminatory transportation. Beyond transportation access for persons with disabilities, ADA infrastructure will be necessary throughout station areas. Although retrofitting access can be challenging in many

circumstances, it is important that communities plan to take advantage of the opportunities that TOD will bring to allow our communities to improve access not only to our transportation network, but to public spaces, amenities, and new development that will occur within the station areas.

4.2 UTILITY EASEMENTS

Utility easements—the rights granted across land owned by other entities—are used by utility providers to ensure access to the utilities and utility corridors that lie outside of public rights-of-way. Utilities in such easements can include above ground and underground electric lines, water, sewer, natural gas lines, stormwater pipes and drainage systems, and communications lines. Easements are critical for the construction and/or maintenance of the utility networks within our communities. Utility easements are generally created when a plat is completed for a new development but may be granted after the final plat through an agreement recorded in the public records. Utility easements are most commonly located along a frontage street, along the rear lot line, or between two adjacent lots.

Traditionally, utilities are constructed next to each other in a horizontal plane. For example, a sewer utility provider may prefer to build a pipe in a separate but adjacent 5-foot easement from a cable and communications provider, so as to minimize the opportunity for conflict between the two utilities, reduce costs of installation and maintenance, and make access to the individual facilities easier and faster. This type of traditional method can consume large portions of the public right-of-way, making it difficult to achieve narrower, pedestrian friendly streets with development adjacent or near the public right-of-way.

One method for jurisdictions to mitigate the proliferation of overly wide easements is to require utility easement sharing. These agreements require utilities to vertically stack

Utility relocation for FasTracks in Denver, Colorado. Photo by Goodbee and Associates.

utilities instead of constructing the side by side. Whether underground or overhead, piping and lines can be layered to minimize the width of an easement and maximize the developable area of a lot.

Easement sharing is beneficial for compact development and TOD because it allows planners and developers to allot more land area to sidewalks and bike lanes. In addition, smaller easements also leave space for aesthetic improvements such as shade trees, landscaping, benches, and outdoor seating. Utility easement and rights-of-way sharing can be difficult to implement. Sharing requires utility providers to cooperatively maintain their respective facilities. Vertical stacking can also incur greater maintenance costs. Repairs to vertically stacked facilities may take longer to complete, thereby increasing costs to utility providers. Conversely, shared trenching can reduce costs in new construction. Shared utility easements also reduce costs for utility providers when facilities such as power poles are used jointly for power lines and lighting or telecommunications antennas.

Communities preparing station area plans should consider the unique characteristics of TOD and their local street and utility networks when granting new utility easements and re-signing franchise agreements (discussed further

below). It will be much easier to determine optimal utility alignments and locations before development occurs. Post-development decisions regarding utility locations, easements, and potential relocations will be significantly more costly and time-consuming.

4.3 UNDERGROUND / ABOVE GROUND UTILITIES

Communities ready with sound energy infrastructure in place can help to attract investors and developers. Placement of energy infrastructure including power poles, power lines, and piping has to be cohesive with the design of the development and conducive to the use of sidewalks and open space.

Overhead power lines are the standard for service in Florida as established by the Florida Public Service Commission. Overhead utilities cost less to install, and maintain, and repair. Often, multiple utility providers share poles to run cables and/or lines, as well as mount antennas, transformers, or traffic lights. Underground utilities cost more to install and maintain, and during outages may take longer to repair due to the inability to visually inspect piping or lines. Underground utilities provide aesthetic benefits that overhead utilities do not. In underground systems, vertical stacking is an option, but may drastically affect cost and repair times. If the project is a redevelopment and existing overhead utilities are already in place, their removal and replacement adds to construction costs.

Underground utilities leave more developable land and space for amenities such as sidewalks, landscaping, benches, and other pedestrian-friendly aesthetic elements which add to quality of life and entice residents and visitors to adapt to a more pedestrian-oriented lifestyle. Utility options can be adapted to the development location. Mixed systems, where both overhead and underground facilities are incorporated, are an option to reduce visual clutter from numerous wires crossing the skyline, but keep costs down. An example of mixing utility systems is using poles necessary to provide street lighting for power lines and telecommunications antennas, but requiring all other telecommunications and cables and piping to be installed underground. Another option is to provide service along alleys to minimize impacts of overhead lines on primary streets.

4.4 FRANCHISE AGREEMENTS AND CONFLICTS WITH LANDSCAPING

Franchise agreements between communities and utility providers specify detailed terms by which a utility provider is permitted to operate in the public right-of-way and sets forth their rights in performing maintenance on facilities located within the right-of-way. Utility easements and franchise agreements can also affect TOD by hampering the growth and/or health of street trees vital to providing shade which increases pedestrian activity. Because of the incompatibility between certain types of trees and the equipment vaults that can run underground, the placement of both landscaping and utility easements must be coordinated to ensure necessary access to utilities can be maintained, and that trees and other landscape materials can thrive and survive into adulthood.

Compatibility with above ground utility infrastructure can also be problematic. Some franchise agreements granted by communities give utility providers nearly carte blanche authority to severely prune healthy trees. This pruning can impact the ability of the tree to provide shade, detract from the aesthetic quality of the streetscape, and jeopardize the health of the tree itself.

As part of their TOD planning efforts, communities should explore modifying franchise agreements to minimize impacts of maintenance performed within easements

and rights-of-way. As franchise agreements come up for renewal, communities within the region can consider modifying them to include clauses associated with utility easement sharing and pruning standards for trees and shrubbery within easements. Franchise agreements not due to expire for an extensive length of time could potentially be amended through changes to local right-of-way ordinance(s).

4.5 TELECOMMUNICATIONS

The mobility and telecommunications needs of the modern day population are ever expanding. To ensure people have reliable telecommunication service, planning for towers, antennas, and lines and/or cables (including fiber-optic) must be incorporated into future development. Areas of higher densities place higher demand on telecommunications infrastructure, while constructing or maintaining the infrastructure may cost the provider less due to the concentrated development patterns. Sharing lighting or power poles could be considered for space and cost savings, as well as placing antennas on top of high rise buildings. Another solution is to plan for tower construction on station sites, preserving space and allowing local governments to receive the fees associated with the tower, rather than a private property owner whom leases land.

4.6 SOLID WASTE AND RECYCLING

Public health, traffic circulation, and aesthetic considerations all effect how solid waste and recycling services should be provided in TOD. Individual trash cans for townhomes placed in front of respective units for collection could impede sidewalks and pedestrian and/or bicycle traffic. Rear alley collection may be a design option to consider. High density mixed-use developments will likely need large community dumpsters rather than individual trash containers. The location and design of the dumpster enclosures can greatly affect the aesthetics and traffic circulation of the development. Large trucks will need access to these dumpsters. Technologies, such as trash compactors, should be considered in building design and construction from permitting to completion.

4.7 EMERGENCY SERVICES

Planning for infrastructure will need to consider police, fire, and emergency medical services. Accommodations to support these services should be scaled to match the population served and support the community's design vision. For example, a station area could be served by a small police substation versus a large traditional station, therefore saving infrastructure costs in the construction and maintenance of large facilities while maintaining required service levels.

Dense and compact TOD requires special consideration of how taller buildings and more narrow roadways will affect fire and rescue service and equipment. For example, communities might purchase smaller fire trucks to navigate narrow roadways. Equipment such as longer ladders or hoses for fighting fires in high rise buildings may also be considered.

Communities planning for TOD throughout the TBARTA region will want to examine the adequacy of their water supply and distribution systems to accommodate increased development associated with TOD, as well as the additional water needed for pressurized sprinkler systems that are required of higher density development.

4.8 SCHOOLS

Planning for compatibility of new and existing schools with the concepts of TOD will be critical to their successful integration within station areas. Local governments working with school districts within the TBARTA region can identify

ways of reducing the footprint of new schools constructed within station areas, as well opening up portions of school facilities to the larger community for joint usage (of fields and walking tracks, for example). Typically, schools are large institutions fenced off from the surrounding community, creating barriers for bicyclists and pedestrians traveling from one side of the station area to the other.

Although at first glance, the potential relationship between TOD and schools may be difficult to identify, the compact development pattern inherent to TOD together with an emphasis on pedestrian safety lends itself to fulfilling a primary goal of our schools: the safe and efficient transportation of students. In many communities around the nation, students successfully rely on transit to participate in after school activities and travel to and from home and school.

Co-location of Facilities

A strategy for providing recreational and school infrastructure together is through joint use of school facilities and grounds. In compact community design, providing recreational/open space for community members through joint use provides decreased costs for both the school district and the community, while maximizing the use of developable land. With careful planning, co-location of park and school facilities can reduce land needed for separate facilities, as illustrated below.

Co-location of park and school facilities (bottom) can reduce land needed for separate facilities (top).

In order to maximize pedestrian friendly amenities, school grounds can be open after school hours for walk through access, as well as use of the playground, fields, and/or track for community members. In addition, new thinking in joint use in California and Maryland goes so far as to include school libraries and theaters for both students and the general population.[41] Security concerns for school facilities and student safety are key concerns of school boards and administrators today that will need to be addressed as a part of station area planning efforts.

Sam Rampello Downtown Partnership School in the City of Tampa is an excellent example of a reduced school footprint in the region. The school serves the downtown business and resident populations in a compact design that complements the surrounding structures and also provides students walkable access to Downtown Tampa's museums and parks thereby enhancing the learning experience of students. Rampello's location allows parents working downtown to participate more easily in school activities. Busing students is eliminated, reducing traffic volumes related to the school.

4.9 STORMWATER FACILITIES

Stormwater describes the water that results from a rainfall event. Where development occurs and impervious surfaces are constructed, stormwater must be collected on-site by retention or detention systems. These systems are designed to attenuate (reduce) and treat stormwater. The captured water is then treated to remove pollutants such as total dissolved solids, biological nutrients, and other contaminants prior to discharge. A goal of new construction is for the same quality and quantity of water to flow off-site as occurred naturally prior to site development.

41 Centers for Cities and Schools. *Partnerships for Joint Use Research Report.* September 2010.

One mechanism for funding stormwater-related infrastructure is the creation of Master Stormwater Utilities, discussed in more detail below. Another mechanism is increased regulation of stormwater attenuation and treatment. The EPA mandated new Water Quality Standards for the State of Florida's Lakes and Flowing Waters in December 2010, with new standards for Estuarine and Coastal Waters expected in 2012. Due to Florida's natural landscape, low-lying terrain, and low elevation, planning for future development must focus on protecting and preserving the natural environment as well as meeting ever more stringent environmental regulations.

Master utilities and capital planning for stormwater capacity, control and regulation will affect TOD as new sites are permitted and developed. Compact development and design also means that stormwater has to be treated using the least land area possible to preserve and utilize the maximum amount of developable land.

In TOD planning, communities should explore the use of new stormwater management methods. Adhering to the proposed EPA Nutrient Criteria, if implemented in the future, could have significant cost implications. These implications can be partially mitigated using Low Impact Development techniques described in the next section.

Celebration, Florida. Photo by Brett VA.

Master Stormwater Utilities are municipal entities where fees associated with the stormwater volumes generated are charged to property owners and users in the community. Generally, communities encounter unstable funding sources for stormwater improvement projects. Establishing a master stormwater utility provides a stable funding source for stormwater-related infrastructure projects. While implementing a master stormwater utility is a means to providing a stable funding source, many utilities in Florida also expand the focus to other key areas including: capital improvements for flood control and water quality, maintenance, capital facilities, ecological preservation, systemwide planning, and regulation and enforcement activities.

Establishing a stormwater utility creates funding and revenue streams which are then invested in the areas from which the revenue is generated. The master utility establishes new and supplemental funding sources and also creates an avenue for sustainable and bondable revenue streams. In terms of operations, a stormwater utility provides programmatic stability and facilitates compliance with federal, state, and local permits and requirements.

There are challenges with implementing stormwater utilities in a community. A legal framework has to be established allowing the governmental entity running the utility service to bill and collect fees. Regional stormwater concerns may also be precluded from long range planning for a master stormwater utility, as individual cities and counties set up their own master utility.

Coordinating the funding of regional stormwater systems is potentially challenging. Deciding who is responsible for the upfront costs of building the infrastructure required to implement the master stormwater utility and maintain the system long term is a common problem. Cooperative funding grants have historically been available through the water management districts to agencies willing to invest in these types of systems.

Areas with regional stormwater systems are attractive for development, since the developer can tie into the existing system with limited infrastructure investment and without having to front the cost of an entirely new system. An example of such a system in the region is the system serving the Channel District in the City of Tampa. A large underground vault, appropriate for the dense urban setting, provides the needed stormwater storage. The City requires developers to buy into the system when their projects are constructed.

4.10 LOW IMPACT DEVELOPMENT TECHNIQUES

Low Impact Development (LID) techniques started in the mid-1990s as a way to compensate for traditional stormwater management practices which were not effectively managing or treating runoff. LID duplicates predevelopment flow patterns and emphasizes allowing the natural movement of water alongside development. LID techniques eliminate the need to convey stormwater off-site and instead focus on addressing stormwater through smaller landscape features. LID practices include green roofs, pervious pavements, bioretention, and rainwater harvesting.

Implementing these practices in land development regulations can provide environmental and aesthetic value and typically costs less than traditional stormwater management practices. In addition, LID techniques are easily adapted to high density urban settings and low density development allowing for regional adaptation of the techniques with widespread community applicability.[42]

42 Sarasota County, Florida. *Sarasota County Low-Impact Development Manual*. November 2011.

Green Roofs

Green roofs, also known as eco-roofs, are rooftops planted with vegetation which serve to reduce total stormwater runoff volume and peak flows, improve insulation properties of a building, and extend the life expectancy of a roof's base material. Green roofs provide many positive benefits, including stormwater management, bioretention, energy conservation, pollution abatement, and aesthetics.

The University of Florida published a report on green roofs in 2008 and found that green roofs improve stormwater quality and reduce stormwater volume by 50% to 85%. These roofs lower surface temperatures by 40-50 degrees Fahrenheit, providing insulation to the building, and resulting in energy cost savings of 15% to 30%. Other benefits of implementing a green roof are increased roof life expectancy and the resulting decreased maintenance costs over the life of the roof. Aesthetically, green roofs create garden settings and provide wildlife habitat in an urban setting.

Drawbacks to incorporating green roofs in building design are the upfront costs the developer may incur. The building must be designed to withstand the increased load capacity of the plants and the associated components such as soil, waterproofing materials, etc. In addition, the load of the garden must be calculated for wet and dry periods. The upfront cost of implementing green roof design on a building is typically offset over the life of the building through reduced maintenance and energy costs.

Green Roof at Walter Reed Community Center. Photo by Arlington County, Virginia.

Another weakness of green roofs is the need for a larger building and resulting larger roof area. While these roofs can be used on commercial, industrial, or residential buildings it may be cost-prohibitive to incorporate this type of low impact development on a single family residential home. Incorporating green roofs in TOD design is relatively easy as larger, multi-storied buildings are typical of TOD, and can provide an in-building amenity that can be enjoyed by building residents.

Pervious Pavement

Pervious, or porous, pavement comes in a variety of media. Pervious pavement allows natural filtration of stormwater by providing another avenue for it to seep into the ground. Structural pavers, which come in two forms: interlocking concrete or brick blocks laid with pervious material used to fill the gaps between blocks, and open-celled grids are generally made of plastic and covered over with gravel or grass.

Pervious pavement works to restore a more natural hydrologic cycle by allowing groundwater to percolate into the ground as the rain falls. This method of stormwater management reduces runoff and controls flooding and erosion. Pollutants are removed as the water percolates through the pavement and soil, but this method is not recommended for areas containing highly contaminated runoff, such as gas stations, as there is potential for groundwater contamination if this system is applied in these areas.

Pervious pavement can also provide a mechanism for preserving developable land on a lot. The pavement is appropriate in areas dedicated to pedestrian use, parking lots and low volume roadways. Costs for construction of pervious pavement are less than traditional stormwater

systems, but regular maintenance is required to prevent overgrowth and clogging and insure proper percolation.

Bioretention/Rain Gardens

Bioretention facilities, also known as rain gardens when applied on a smaller scale, are landscaping features which also act as stormwater management areas. The combination of appropriate plant and soil types work to filter and clean water runoff greatly reducing nutrient levels in the stormwater. Bioretention facilities are strategically placed near outfalls off impervious surfaces to receive, treat and attenuate stormwater.

Multiple areas of bioretention on a large development site can reduce or even eliminative the need for or size of a stormwater pond system. Self-contained bioretention systems are relatively easy to construct, cost effective, and, if designed properly, require minimal maintenance. Homeowners or business owners can install their own bioretention areas adjacent to a downspout and effectively reduce stormwater volumes and improve water quality.

Bioretention areas can be incorporated into TOD as part of new construction or can be retrofitted into an area to mitigate existing stormwater issues or increase treatment volumes in an existing system. These systems can be incorporated into urban design and planted in parking lot islands, streetscapes, tree plantings, or raised planters. In many cases, installing a bioretention area can meet both stormwater management criteria and also community landscaping requirements.

Rainwater Harvesting

Rainwater can be harvested from roofs or parking decks and stored in cisterns that vary in size from rain barrels to underground vaults. Cisterns must be watertight, enclosed, screened, and composed of non-reactive material for ease of cleaning, and have valves for controlling water flow and overflow lines. Cisterns larger than rain barrels must sized to accommodate the volume of stormwater collected. Harvesting systems can be retrofitted into almost any existing development. They reduce peak stormwater flow and water demand by supplying water for landscape irrigation.

Rain Garden in Downtown Saint Louis, Missouri. Photo by HOK.

However, the benefits are directly related to size, and large cisterns are expensive. Cisterns are unlikely to collect much during the dry season, and irrigation is not needed in the rainy season when water is plentiful. In order to be effective for stormwater reduction in the rainy season, cisterns must be managed so that water is released to create adequate capacity for stormwater. Other disadvantages are that above ground cisterns are subject to wind loads, and underground cisterns may not be practical in certain parts of the Tampa Bay region because of the shallow groundwater table.

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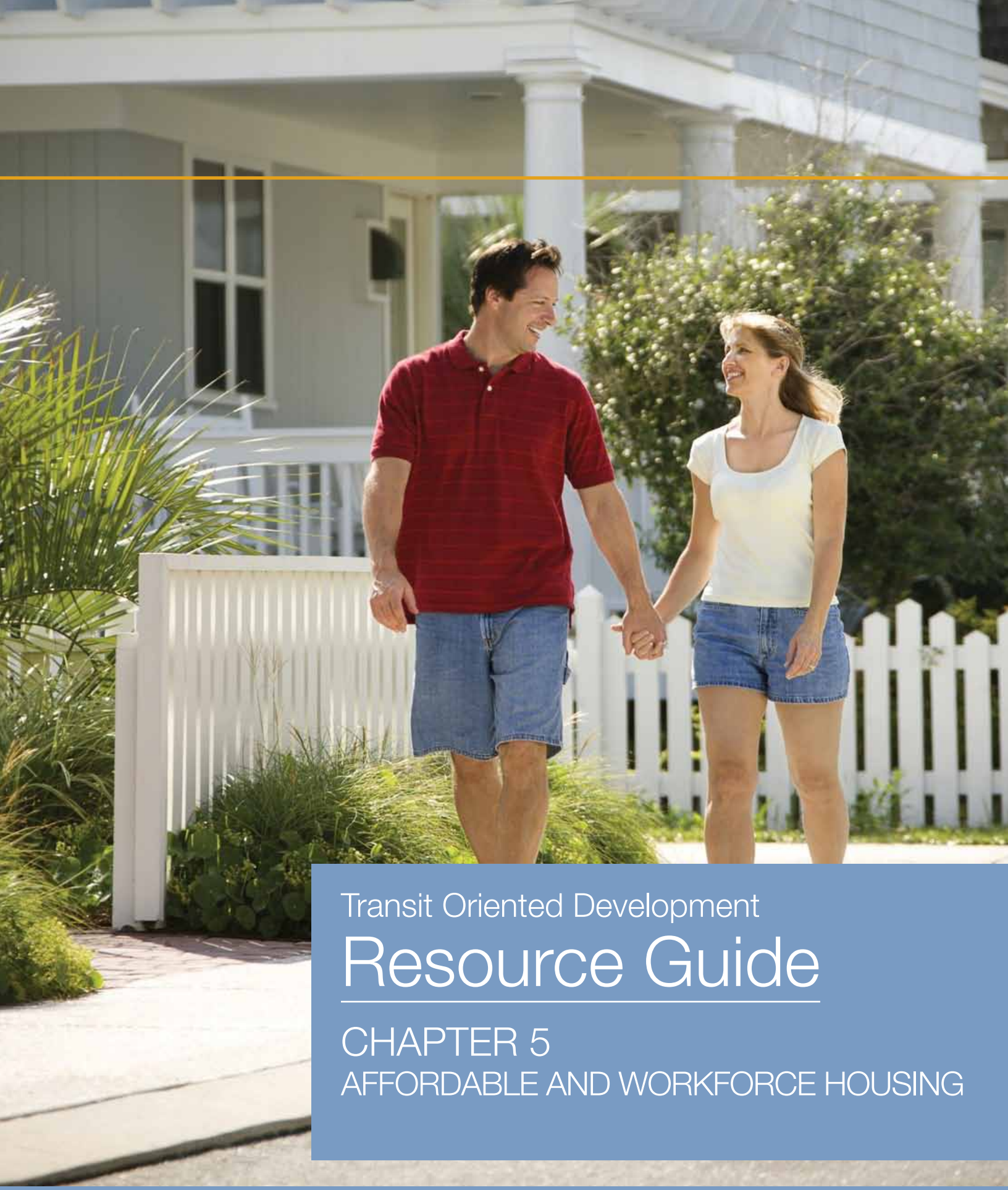

Transit Oriented Development

Resource Guide

CHAPTER 5
AFFORDABLE AND WORKFORCE HOUSING

AFFORDABLE AND WORKFORCE HOUSING

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1.0 INTRODUCTION

Affordable and Workforce Housing (AWH) is an important consideration when addressing Transit Oriented Development (TOD). The definition of what constitutes AWH can vary by jurisdiction. Within Florida, the thresholds for what percentage of the median annual adjusted gross income that a household can earn and still qualify as an affordable or workforce household is defined by Sections 420.004 and 420.5095, Florida Statutes (2011). According to statute, households can be defined as extremely-low income, very-low income, low-income, moderate-income, or workforce. These definitions are used to conduct studies, regulate new development, and implement AWH programs at the local and state levels.

The Area Median Income (AMI) is published by the United States Department of Housing and Urban Development (HUD). AMI is the number at which half of the incomes within the area (i.e., a metropolitan statistical area or other non-metro parts of a state) fall above and half fall below the AMI. It is used to calculate income limits for eligibility in a variety of housing programs. HUD estimates the median family income for an area each year, and adjusts that amount for different family sizes so that their incomes are expressed as a percentage of the AMI.

Florida generally defines extremely-low income families as those families (one or more persons) whose annual household income does not exceed 30% of the AMI when adjusted for family size. Very-low income families cannot exceed 50%, low-income families 80%, and moderate-income 120%, of the AMI when adjusted for family size. Workforce housing is generally defined by Florida as housing affordable to those families (one or more persons) whose annual household income does not exceed 140% to 150% of the AMI, adjusted for household size.

1.1 WHY IS AFFORDABLE AND WORKFORCE HOUSING IMPORTANT?

More communities across the United States are recognizing the important role AWH plays in promoting livability and economic vitality. Providers of vital services, including teachers, firefighters, police officers, restaurant and other service workers, often find it difficult to afford to live near where they work. Shortages of AWH close to where these jobs are located can lead to long commute times, sprawling development patterns, and traffic congestion that degrades everyone's quality of life. By providing AWH options proximate to where jobs are located, communities can strengthen their social fabric and give individuals and families a greater stake in their communities.

1.2 LINKAGE BETWEEN TRANSIT ORIENTED DEVELOPMENT (TOD) AND AFFORDABLE AND WORKFORCE HOUSING

As required by the 2007 Tampa Bay Area Regional Transportation Authority (TBARTA) enabling legislation, part of TBARTA's mission is to "…coordinate and consult with local governments on transit or commuter rail Station Area Plans (SAPs) that provide for compact, mixed-use, transit-oriented development that will support transit investments and provide a variety of workforce housing choices, recognizing the need for housing alternatives for a variety of income ranges (Section 343.922, Florida Statutes)." AWH has also been included as a chapter within this resource guide because of the related needs and synergistic opportunities that exist between planning for AWH and public transportation.

As many business leaders have come to realize, the rising cost of housing is increasingly a bottom-line concern. Like transportation and education infrastructure, the availability of AWH directly affects the ability to attract and retain an adequate, stable, and skilled labor pool at competitive wages. Although they approach workforce housing issues from different, and often with divergent perspectives, businesses, local leaders, and housing advocates have many goals in common.[1]

As working families move further from work to afford housing they end up spending as much, or more, on transportation costs than they save on housing.

– Center for Housing Policy, A Heavy Load, 2006.

...planning for AWH within TOD can help address the combined cost of housing and transportation.

The combined cost of housing and transportation can be a major challenge for low and moderate income households. For example, the Center for Neighborhood Technology's Housing + Transportation (H+T®) Affordability Index indicates that the percentage of personal household income spent on housing costs within Pinellas County is 30%, the maximum threshold for what is considered to be affordable. When transportation costs are also considered, the average household in Pinellas County spends 54.8% of its income on housing and transportation costs. AWH within TOD affords an opportunity for those households to reduce their transportation costs, which in turn can increase the amount of money that households can spend on housing costs. As stations are sited and new TOD is planned and developed, land and housing prices near stations escalate. In addition to ensuring that any existing lower-income communities that may be affected by new (re)development in TOD are not displaced, planning for AWH within TOD can help address the combined cost of housing and transportation.

As of the time of this writing, the Federal Transit Administration (FTA) is in the process of rulemaking to amend the regulation under which the FTA evaluates and rates major new transit investments seeking funding under the discretionary New Starts and Small Starts program authorized by Section 5309 of Title 49, United States Code. The proposed change would require grant program applicants to identify the amount of

1 Joint Center for Housing Studies.Harvard Kennedy Graduate School of Design.Harvard University. June 30, 2005. http://www.jchs.harvard.edu/media/workforce_housing_6-30-05.htm

existing and planned affordable housing units within the transit corridor, and examine the local plans and policies that support maintenance of (or increases to) the share of affordable housing within the corridor.

1.3 HOW THIS CHAPTER WAS DEVELOPED

On October 8, 2010, the TBARTA Land Use Working Group (LUWG) convened in a small group discussion about AWH, to provide additional input on how to best develop this chapter of the TOD Resource Guide. Among the issues discussed were: the importance of identifying partners in the provision of AWH (especially public-private partnerships [PPPs]); potential issues and challenges with the provision, funding and financing of AWH; and, incentive vs. requirement strategies for meeting local AWH goals. Discussion and ideas generated from this meeting, as well as from the larger LUWG meetings, helped to inform the content within this chapter. Additional content is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources.

2.0 IMPORTANT TOPICS

The following topics, while not all inclusive of what could be considered important in the discussion of AWH, have been included below based upon their importance to the overall understanding of AWH topics or their importance to the benefits and challenges to providing AWH within TOD.

2.1 PERSPECTIVES ON AFFORDABLE AND WORKFORCE HOUSING

There are varying perspectives on the value of providing AWH, depending upon whether AWH issues are viewed from that of a developer, financier, regulator, end user, or general public.

Historical experiences with large-scale housing projects, such as the Chicago Housing Authority's Cabrini-Green project, have negatively affected the public's attitudes towards AWH, as have a wide range of concerns, experiences, and opinions explored below. Although every issue is not reviewed in this resource guide, it is important to recognize diverse perspectives when planning for AWH in TODs.

2.1.1 Developer Perspectives

- Are AWH plans within a TOD quantifiable, straightforward, and implementable?
- Are all potential federal, state and local requirements known before land is acquired or purchase price negotiated?
- How will planning for AWH affect the return on investment (ROI) for my project?
- How much paperwork and monitoring will be required if the AWH has long-term affordability restrictions? Can the cost of continued monitoring be accurately calculated? Who will pay for the monitoring once the project is completed?

2.1.2 End-User Perspectives

- Will housing that I can afford to live in be close to my job?
- Is public transit convenient to the AWH?
- Are community support and public services offices convenient to the AWH?
- Will the AWH be located in safe neighborhoods?

- Are the schools proximate to the AWH of high quality?
- Will I be treated differently for living in an AWH unit?

2.1.3 Financier Perspectives

- How can affordability restrictions be maintained for privately developed and managed multi-family properties?
- For those AWH units being built with federal or state grant/loan monies, are there sufficient protections to ensure monitoring and reporting requirements are sustained?
- How can we leverage PPPs, public and private dollars, state/federal funds, and affordability/resale restrictions to ensure a continuing stream of AWH to support future demand?

2.1.4 Public Perspectives

- Will AWH generate additional crime?
- Will AWH generate additional traffic?
- How will AWH affect my property values?
- Will AWH fit into the community and be aesthetically pleasing?
- Will AWH be maintained to the same level as the other homes in the community?
- Is there a sufficient supply of AWH units to house the police officers, teachers, and firefighters that work in my community?

2.1.5 Regulator Perspectives

- Is new (re)development in TOD displacing current AWH stock? If so, are there plans in place to mitigate for that loss?
- What are the existing AWH needs in the community, and what additional demand will the new jobs and services create?
- Is new (re)development in TOD projected to positively affect, negatively affect, or have a neutral impact on AWH supply at build out?
- How can we ensure that affordability will be maintained in mixed market rate and AWH projects? Can we adjust our plan for supplying AWH within TOD in order to minimize the risks?
- Are both short- and long-term AWH supply needs being projected and addressed?
- Does my organization have the resources to effectively monitor AWH within TOD? If so, will those resources continue to be available in the future?

2.2 AFFORDABILITY COMMITMENT TIMEFRAMES

When it comes to the benefits, feasibility, and practicality of shorter and longer-term affordability commitments, there are differing schools of thought. From the perspective of the development community, either for-profit developers of entire communities or non-profit housing developers of smaller affordable housing communities, their main purpose is to build and sell their product, freeing them up to be able to move on to the next project. This perspective differs greatly from those charged with long-term planning efforts and those involved in the direct provision of AWH (e.g., housing authorities). These entities are primarily concerned with sustaining their existing supply of AWH units, as well as finding ways to add to their supply, thereby expanding the capacity their institutions have for providing AWH. Another perspective is that of the owner or renter of an affordable home, who has a vested interest in making sure their home or apartment remains affordable for the entirety of the period needed.

Historically, most very-low and low-income housing in Florida has been provided by governmental entities. This allows for mechanisms governing continued affordability to be administered by the governmental entity providing such housing. Long-term affordable units have several benefits, as well as challenges, that must be fully understood before they are integrated into AWH plans for TOD. Several key strengths and weaknesses of both short-term and long-term affordability controls are summarized as follows.

Long-Term Affordability Strengths:

- Maintains a supply of AWH units into the future, ensuring that there will always be a certain number of units available to those who qualify.
- Especially well-suited to protecting AWH, whose tenants are more susceptible to displacement due to fluctuations in market rental rates.
- Profit "clawback" provisions (limiting or reversing a payment/distribution for specified reasons) and/or other resale restrictions can help ensure that AWH programs are not abused and do not cause undue pressures on AWH owners to sell when the market appreciates. This has the benefit of maintaining stability in the AWH market, and ensuring that any equity increases are shared with the originating agency, thereby creating another source of revenue.

Long-Term Affordability Weaknesses:

- Can be costly to qualify and monitor resident's compliance with AWH income limit criteria. Private developers are typically not in a position to efficiently provide compliance support and monitoring, nor can their traditional business models support staff dedicated to monitor AWH requirements in perpetuity.
- Long-term AWH rentals are difficult to achieve and maintain by private sector providers due to a number of cost factors which fluctuate and cannot be anticipated. In Florida, these include potential fluctuations in assessed property tax values for non-homesteaded properties, unpredictable insurance costs, and the lack of federal grants and subsidies for new urban AWH stock.
- Criticized by some within the industry for not allowing AWH homeowners to realize some or all of the natural equity increases which occur with inflation and/or home value appreciation. This affect is sometimes viewed as creating a second class of homeownership, different from those who have traditional fee-simple ownership.

Short-Term Affordability Strengths:

- Has the potential to allow resources to be focused on the construction and provision of AWH units, rather than long-term monitoring efforts which require an ongoing allocation of resources.
- Especially well-suited to voluntary mitigation programs and AWH provided by for-profit and not-for-profit developers, since these do not require significant resources to manage in the long-term. Also short-term affordability controls work best when providing fee-simple housing, since the family in need can maintain the residence without fear of increasing rents.
- When fee-simple AWH is provided with short-term affordability controls, the homeowner is able to realize the benefits of the increased equity, which can be utilized to obtain home equity loans. Additionally, without resale/clawback restrictions, this equity can be used as a source of retirement income in the future.

Short-Term Affordability Weaknesses:

- Doesn't provide for a continuing supply of AWH units or ensure that resources spent today will remain available to help construct AWH units in the future.
- Short-term and initially affordable rental properties present special challenges, where displacement of AWH qualifying tenants can be lost after the initial lease period due to rents being raised to market rates.
- Fee-simple AWH units without long-term affordability controls, when subsidized and sold below market value or when sold at market value in a housing market with quickly escalating prices, can provide a windfall for the purchaser in the form of an immediate equity increase. This can encourage house-flipping to generate cash, and potentially leaving the AWH family without adequate housing.

2.3 HOUSING TYPES AND AFFORDABILITY

Housing type plays a large role in determining the affordability of a residence, both in the short and long terms. The initial affordability of AWH is determined in part by land costs, material costs, and construction costs. Townhomes and attached, semi-detached, or detached single-family housing are typically conveyed together with the plot of land on which they sit. These product types are favored for lower-density development where vertical construction is unnecessary, infeasible or undesirable. Where these product types are built within a singular development, with each structure containing a single income type that is horizontally separated from one another, the term horizontally mixed-income housing can be used. In contrast, condominiums (sometimes referred to as stacked townhouses or flat-over-flat units) can take advantage of vertical construction to reduce per unit land costs. In such cases multiple income types can be vertically mixed (i.e., market-rate households living in the same structure as AWH).

In the longer term, the governance structures necessitated by certain housing types, for example condominium owners associations, can have a destabilizing effect on the maintenance of affordability. This is particularly problematic in higher-density housing where lower-income and higher-income households coexist in a vertically constructed development, also referred to herein as vertically mixed-income housing. This destabilization can occur where the voting interests of the majority of units (typically market-rate) could outweigh the voting interests of the AWH units (which typically constitute a minority in larger mixed-income projects). This could result in special association-initiated projects which necessitate special assessments that could drive these units, which are often paying the maximum of what is considered "affordable," into default or foreclosure.

Palafox Landing in Pensacola, Florida. Photo by Florida Community Loan Fund.

Although vertically mixed-income condominiums may present unique challenges to long-term affordability within TOD, it should not be discounted as a way to achieve the desired mix of AWH within TOD, especially station areas with more dense typologies. In fact, a robust and balanced AWH solution will include both fee-simple and rental units across a wide variety of product types. Affordability can also be achieved through a variety of other mechanisms, including the implementation of accessory dwelling units, which are discussed later in this chapter.

2.4 FUNDING AND FINANCING AFFORDABLE AND WORKFORCE HOUSING

Early funding and financing of AWH programs administered by the Florida Housing Finance Agency (FHFA), created in 1980 by the State Legislature, relied on the appropriation of federal funds. In the late 1980s, the State Legislature began supplementing federal appropriations with state funding, in support of the FHFA's programs. In 1992, the State Legislature passed the William E. Sadowski Act with the intention of creating a dedicated funding source for AWH programs. These funding sources were implemented over a three-year period. A 10-cent increase in the documentary

stamp tax (i.e., a tax collected on the value of most real estate transfers) went into effect in the first year the bill was passed. An additional funding stream came online in 1995 with the reallocation of an additional 10 cents of the existing documentary stamp tax revenues from the general revenue fund to the affordable housing trust funds. Annually, approximately 70% of these funds are transferred into the Local Government Housing Trust Fund, with the remaining 30% transferred to the State Housing Trust Fund.

The FHFA operated as an arm of the Florida Department of Community Affairs (FDCA) until it was transitioned by the State Legislature in 1997 to a public-private entity, known as the Florida Housing Finance Corporation (FHFC). Created as a corporation of the State of Florida, the FHFC was intended to streamline the department to allow it to operate more efficiently and effectively within the financial and real estate markets. As a result, many aspects of the FHFC's financial operations were made more efficient, in part by allowing for the direct issuance of bonds by the agency as well as enabling the direct disbursement of funds to private sector partners. In 2005, the State Legislature adopted a cap on the revenues that are allowed to flow to the trust funds, restricting the maximum contribution to approximately $243 million per year (with a provision for small future increases). The cap went into effect in 2007.

In the early 2000s, Florida's leadership found it increasingly difficult to continue to balance the budget based on existing general revenues. In 2002, and every year thereafter, the State Legislature has diverted (or "swept") monies from the affordable housing trust funds to plug gaps in other parts of its budget. In 2011, for the first time since the creation of the affordable housing trust funds, the State Legislature enacted a complete sweep of the fund income, effectively making no appropriation of state funds to the FHFC. Also in 2011, the State Legislature repealed the cap of trust fund contributions. Trust fund contributions are anticipated to remain below the previous cap as a result of the economic downturn; however, removal of the cap will be important in the event of a robust recovery in the housing market. It is important to note that even with removal of the trust fund cap, the viability of existing and future AWH programs remains uncertain, due to the present system of budgeting which allows trust funds to be re-appropriated for other uses. State and federal programs that fund AWH are detailed further as follows.

2.4.1 State Programs

State Apartment Incentive Loan

The FHFC oversees the State Apartment Incentive Loan (SAIL) Program, which provides low-interest loans to affordable housing developers annually on a competitive basis. SAIL dollars are often used as secondary financing to bridge the gap between a development's primary financing and the total cost of development. SAIL dollars are available to individuals, public entities, and for-profit and non-profit developers that propose construction or substantial rehabilitation of multi-family units that meet certain affordability criteria. Typically, SAIL financing requires developers to set aside a certain number of units for households earning less than 50% of the AMI. When used in conjunction with certain housing credits, developments taking advantage of the SAIL program must set aside a larger number of units, but these can be offered at a higher AMI (60% or less).

Multi-family Mortgage Revenue Bond Program

The FHFC's Multi-family Mortgage Revenue Bond Program (MMRBP) uses both taxable and tax-exempt bonds to provide below market-rate loans to for-profit and non-profit developers who set aside a certain percentage of their apartment units for low-income families. Similar to the SAIL

program, the household income limits and percentage of units required to be set aside can vary.

Predevelopment Loan Program

The FHFC's Predevelopment Loan Program (PLP) helps non-profit and community-based organizations, local governments, and public housing authorities to plan, finance and develop for-rent and for-sale affordable housing. The PLP provides individualized technical assistance and flexible, below-market interest financing for predevelopment costs such as rezoning, soil tests, legal and audit fees, impact fees, insurance premiums, earnest money deposits, and administrative and marketing expenses. Similar to other programs, the household income needed to qualify and the required percentage of units to set aside may vary.

Affordable Housing Catalyst Program

The FHFC's Affordable Housing Catalyst Program provides community-based organizations and local governments with technical assistance to meet affordable housing needs. Training is provided through workshops, on-site visits, and via telephone. Areas of assistance include training on the development of affordable housing programs, PPPs, local housing assistance plans and regulatory reforms, project financing, leveraging, and community land trust development.

Guarantee Program

The FHFC's Guarantee Program encourages affordable housing lending activities through the issuance of guarantees on obligations incurred when obtaining financing for affordable housing. No direct funds are provided; rather the Guarantee Program facilitates such efforts by reducing lender risk.

2.4.2 Federal Programs

U.S. Department of Housing and Urban Development

The U.S. Department of Housing and Urban Development's (HUD's) Neighborhood Stabilization Program Grants (NSP1, NSP2, NSP-TA and NSP3) have enabled foreclosed and abandoned homes (regardless of their location) to be purchased and rehabilitated, not only providing an AWH unit, but providing a larger stabilizing effect on the other homes within the communities where these units are located. NSP program dollars have been allocated both on a formulaic and competitive basis, and have benefited states, local governments, non-profits, consortium of non-profit entities, and national and local technical assistance providers. NSP grantees develop their own programs and funding priorities, as long as applicants meet certain HUD mandated requirements.

HOME Investment Partnerships Program

HUD's HOME Investment Partnerships Program (HOME) provides formula-based grants to state and local governments that are used to fund the purchase, construction, and/or rehabilitation of both for-rent and for-sale affordable housing, and/or to provide direct rental assistance to low-income households. The HOME program is the largest federal block grant to state and local governments, and currently requires participating jurisdictions to match 25 cents of every dollar in HOME funds. This program's flexibility allows states and local governments to provide grants, direct loans, loan guarantees, or other forms of credit enhancement, as well as offer rental assistance including the payment of security deposits for qualifying households.

Self-Help Homeownership Opportunity Program

HUD's Self-help Homeownership Opportunity Program (SHOP) awards grants to eligible national and regional

Photo by Crossville Housing Authority, Tennessee.

non-profit organizations and consortia to purchase home sites and develop or improve the infrastructure needed to construct sweat equity and volunteer-based homeownership programs for low-income persons and families. Since this program focuses on single-family attached and detached for-sale affordable units, these programs are more suited to those TOD station types with densities and intensities, which allow this type of low-rise development.

Mutual Self-Help Housing Loan Program

The U.S. Department of Agriculture's (USDA) Rural Development Office oversees the Section 502 Mutual Self-Help Housing Loan Program. This program is used primarily to help very-low and low-income households construct their own homes. This program is targeted to those families who are unable to buy clean, safe housing through conventional methods. Loan terms, income eligibility, and interest rates vary.

Other U.S. Department of Agriculture Programs

Other USDA Programs include Single-Family Housing (SFH) Guaranteed Loans, SFH 504 Loans, SFH 504 Grants, Rural Rental Housing (RRH) 515 Loans, Guaranteed RRH 538 Loans, and the Housing Preservation Grant Program.

Low-Income Housing Tax Credit Program

The U.S. Department of the Treasury, Bureau of the Internal Revenue Service, administers and ensures tax law compliance relating to the Low-Income Housing Tax Credit (LIHTC) Program, also known as Section 42 Credits. The LIHTC provides for-profit and non-profit organizations with a dollar-for-dollar reduction in federal tax liability in exchange for the purchase, substantial rehabilitation, and/or construction of low and very-low income rental housing units. Eligible building types include garden and high-rise apartments, townhomes, duplexes/quads, single-family dwellings, or mid-rise apartments (with an elevator). This program, administered in Florida by the FHFC, is often used in conjunction with the PLP, HOME, SAIL, and MMRBP programs, and requires each development to meet certain requirements including income eligibility and length of affordability.

2.5 GEOPOLITICAL AND SOCIO-DEMOGRAPHIC VARIATIONS WITHIN THE TBARTA REGION

There is great variation within the region's housing markets—vacancy rates, incomes, dwelling types, rental rates, travel costs, and other factors affecting affordability vary greatly from community to community. Understanding these variations is critical as communities determine how best to approach their short- and long-term AWH needs.

Vacancy rates and homeownership rates are two metrics that can potentially help communities understand the

Vacancy rates and homeownership rates are two metrics that can potentially help communities understand the affordability of homes within a given market.

affordability of homes within a given market. They can also help determine the best type of AWH needed for that market. According to the 2010 Census, the percentage of vacant housing units in the region ranges from a low of 11.6%, in Hillsborough County, to a high of 23.1% in Sarasota County. The percentages of owner-occupied and renter-occupied housing units also vary greatly. This 2010 Census indicates that renter-occupied housing constitutes 39.1% of Hillsborough County's occupied dwellings, on the high end, to 17.7% of Citrus County's occupied dwellings on the low end.

The number of people that live in each dwelling unit also varies greatly by area. For example, within the TBARTA region the percentage of owner-occupied housing units with four or more people living in the dwelling ranges from a high of 25% in Hillsborough County to a low of 11.3% within Sarasota County. Similarly, the percentage of renter housing units with four or more people living in the dwelling ranges from a high of 26.2% in Hernando County to a low of 15.1% in Pinellas County. This metric can help communities understand market demands and provide a basis for determining the needed number of bedrooms for AWH units.[2]

Income also varies widely within the region. For example, the 2012 AMI within Hernando, Hillsborough, Pasco, and Pinellas Counties is $56,400 per year. The 2012 AMI for Citrus County is approximately 14.7% less at $48,100 per year, and approximately 6.2% higher in Sarasota and Manatee Counties. The state AMI for 2012 is $57,000 per year. These variations all factor into the eligibility of families within their respective communities and highlight the importance of creating individualized plans for each community. It may seem counterintuitive that many counties share an AMI. This is due to the large area and datasets that HUD uses to calculate AMI. For this reason, it is important that local plans, including plans for TOD, take into account local circumstances and the known income variations within each community.[3]

2 U.S. Census Bureau, 2010 Census Summary File.

2.6 MARKET, INCENTIVE AND REGULATORY-BASED APPROACHES

There are many different philosophies when it comes to how to best accomplish the goal of providing AWH. The three major philosophies are outlined below.

2.6.1 Market

In a market-driven approach, economic and financial factors are the primary driving forces behind the provision of AWH stock. Consequently, relying on market forces alone to deliver new AWH units has proven ineffective. As profit motive drives private developer decision-making, few decide on their own to offer housing at below market sale costs or rental rates. Despite TOD being especially well suited for AWH (from a transit needs perspective), higher land values and construction costs tend to make market driven solutions to AWH unlikely in TOD.

2.6.2 Incentive

Incentive-based approaches typically rely on the private sector to provide AWH through the provision of either monetary subsidies or density bonuses. Density bonuses have traditionally only been effective in incentivizing the construction of AWH in areas where the market demand far exceeds the amount of development allowable under existing local development plans, and where those plans cannot be easily changed to increase development rights to those desired by the developer without a quid pro quo of additional development rights to build market rate units for a certain number of AWH units constructed. Monetary incentives have historically been much more effective in bringing affordable

3 U.S. Department of Housing and Urban Development, , FY 2012 Income Limits

and workforce rental units to the market, with much of the successes owed to Section 8 and other governmental programs. The difference between fair market rent and that which is collected is subsidized using public funds.

2.6.3 Regulatory

Regulatory-based approaches can be thought of as top-down approaches whereby an identified need is fully or partially mitigated through the application of regulations (be they comprehensive plan policies or zoning and land development regulations). In Florida, the most common regulatory approach to AWH has been for jurisdictions to set thresholds for certain projects, which trigger additional study to determine potential impacts on AWH. This approach has tended to exempt the majority of development within Florida from contributing to the provision of AWH, and thereby created a large unmet need which can vary within individual jurisdictions.

3.0 EXISTING PROVIDERS OF AFFORDABLE HOUSING

Understanding the variety of AWH providers and their unique mission and target populations can be vital to an understanding of the opportunities and challenges of providing AWH opportunities within TOD.

3.1 GOVERNMENTAL ENTITIES

3.1.1 Local Community Development Departments

Community Development Departments are housed within local governmental jurisdictions. They are charged with varying levels of responsibilities and duties in implementing programs which further community goals in providing better communities, sustainable communities, AWH, or other neighborhood improvement or assistance programs. These departments often administer federal grant programs, such as the Neighborhood Stabilization Program and Community Development Block Grant Programs.

3.1.2 U.S. Department of Housing and Urban Development

Generally, HUD's mission is to create strong, sustainable, inclusive communities and quality affordable homes for all. HUD is working to strengthen the housing market to bolster the economy and protect consumers; meet the need for quality affordable rental homes; utilize housing as a platform for improving quality of life; and build inclusive and sustainable communities free from discrimination.

The Office of Affordable Housing Programs, within HUD, administers programs designed to address the nationwide shortages in affordable housing. For example, the HOME and SHOP programs send federal resources directly to the state and local level for use in the development of affordable housing units, or to assist income-eligible households in purchasing, rehabilitating, or renting safe and decent housing.

3.2 QUASI-GOVERNMENTAL ENTITIES

3.2.1 Florida Housing Finance Corporation

The FHFC was created by the State Legislature in 1980 to assist Floridians in obtaining safe, decent affordable housing that might otherwise be unavailable. Today FHFC oversees numerous tax credit, grant, and loan programs (such as the SAIL Program, MMRBP, PLP, Affordable Housing Catalyst Program and FHFC Guarantee Program GP mentioned in section 2.4.1) related to the development of single and multi-family housing, as well as a number of special programs such as the State Housing Initiatives Partnership and First Time Homebuyers Programs. As a

result of state legislation passed in 2006 and 2007, FHFC also initiated a Community Workforce Housing Innovation Pilot Program which worked to promote the creation of PPPs to finance, build and manage workforce housing.

3.2.2 Housing Authorities

Many municipalities in the region have separately governed housing authorities that were created by the State Legislature. The purpose of these entities is to increase the supply of safe, sanitary dwelling units at rates which low-income persons can afford, redevelop blighted areas which could otherwise not be redeveloped, and create and manage low-income housing. Housing authorities typically provide assistance to households qualifying as extremely low, very-low, and low-income households.

3.3 NON-PROFIT ENTITIES

Professional, non-profit entities (such as Habitat for Humanity) can include housing providers and financiers. Such non-profit entities may construct AWH on pre-improved sites, or acquire land and construct the infrastructure and housing needed to support the development. Included under the non-profit umbrella are volunteer-based and sweat-equity homeowners programs.

Private developers or other entities sometimes form Community Development Corporations (CDCs), discussed further in Chapter 7, Funding and Financing. Although CDCs are non-profit corporations, in many cases, their primary purpose is to meet government regulation pertaining to private for-profit interests. For example, many banks form CDCs in order to comply with federal government laws, such as the Community Reinvestment Act of 1977, that require banks to lend money to low-income and moderate-income households within the communities where they operate. Other private development corporations are set up as vehicles through which losses are designed to offset taxable income from other segments and lines of business.

3.4 PRIVATE, FOR-PROFIT DEVELOPERS

Private developers have provided a comparatively limited, although critically important, role in the provision of AWH stock. To mitigate impacts created by large non-residential or mixed-use developments, private developers generally provide AWH, either voluntarily or as a requirement of development approval. In areas of high market demand where comprehensive plan or zoning classifications result in maximum densities and intensities lower than the market is demanding (and can support), private developers have utilized density/intensity bonuses. This concept is further described later in this chapter.

4.0 STRATEGIES AND TOOLS

Although non-exhaustive, the strategies and tools reviewed below provide a sampling into the potential methods that providers of AWH can leverage in the process of planning for and constructing AWH. Where possible, a discussion of strengths and weaknesses of each strategy or tool has been provided.

4.1 PRIVATELY-PROVIDED AFFORDABLE AND WORKFORCE HOUSING

AWH provided by private developers can be done either voluntarily or as a requirement of development approval. Challenges of broadening private participation in the creation of AWH include the high levels of subsidy necessary for extremely-low, very-low, and low-income housing, long-term affordable housing monitoring requirements, and developer perceptions that housing

exactions made during the development approval process are being used to satisfy existing demand that is the responsibility of the larger community.

Privately-Provided Affordable and Workforce Housing Strengths:

- Units can be constructed by developers whose primary function is to efficiently and inexpensively produce housing, thereby minimizing costs and maximizing AWH provided.
- In some communities a developer's plans may already include smaller units with fewer amenities that may qualify as affordable to moderate-income households.

Privately-Provided Affordable and Workforce Housing Weaknesses:

- Can require expensive long-term monitoring and reporting of AWH units, which increases long-term costs and risks associated with development.
- Monitoring may not be as efficient when done by the private sector, compared to established public institutions and programs.

4.2 PUBLICLY-PROVIDED AFFORDABLE AND WORKFORCE HOUSING

AWH can be provided by governmental or quasi-governmental entities, each with unique missions and goals. Historically, publically provided housing has been focused on those households with the greatest need (extremely-low, very-low, and low-income). These providers are largely funded by the federal government, but rely on state and in some instances, local participation as well. Usually, publically provided housing is centralized to an area or development, which also facilitates the provision of other public support services which are more highly utilized, as a percentage of the population, than the community at large. Recently, housing programs such as the aforementioned Neighborhood Stabilization Program grants have increased the visibility of publicly-managed AWH programs within the community as a whole, and increased their affect over larger geographic areas.

Belmont Heights in Tampa, Florida. Photo by Tampa Housing Authority.

Challenges of broadening the federal, state, and local government's roles in the creation of AWH include shrinking budgets, uncertain congressional funding, shortages of staff required to monitor program compliance, and the general public's distrust of government.

Publicly-Provided Affordable and Workforce Housing Strengths:

- Allows for AWH solutions that the market cannot afford to, or in some cases is unwilling to, provide.
- Centralized public housing increases the efficiency within which other governmental support programs and services can be provided.
- Typically, governmental and quasi-governmental entities administer long-term programs and can more efficiently and effectively monitor AWH program compliance than their private counterparts.

Publicly-Provided Affordable and Workforce Housing Weaknesses:

- Problems with centralized public housing, both real and perceived, have led to decreased public support for new centralized AWH projects.
- Reliant on unstable and insufficient sources of revenue.

4.3 INCLUSIONARY HOUSING

Also referred to as "inclusionary zoning," Inclusionary Housing (IH) generally refers to regulations which either incent or require the provision of AWH as a part of a proposed development or redevelopment. There are many variations in the type and purpose of IH regulation, as well as the communities within which they are implemented. Some IH ordinances allow for horizontal mixing of AWH and market rate housing, whereby separate structures or portions of the development are designated as AWH. Other more prescriptive IH regulations require a vertical mixing of AWH and market rate housing, whereby they are required to be within the same structure. Additionally, IH ordinances can take the form of linkage policies, whereby a connection between new (re)development and the provision of AWH must be established. Only those new (re)developments that create a need would be required to provide AWH as part of a housing mitigation program strategy.

IH regulations are thought to have first been implemented as a result of a court case exposing exclusionary zoning practices in Mt. Laurel Township, New Jersey in the 1970s. Zoning regulations in Mt. Laurel were being used as a method of racially and/or economically discriminating against certain populations, effectively making it impossible for them to live within the township. The continued use of IH ordinances in some communities demonstrates their successes in creating low and moderately affordable housing.

There are many challenges to implementing IH ordinances within the TBARTA region. One challenge is that it is unclear whether IH ordinances could be implemented only for development within TOD and not an entire jurisdiction. If drafted as a requirement instead of an incentive-based ordinance, implementation may require application of a jurisdiction-wide IH ordinance, which could take significant public and political backing to become codified. Strong ordinances requiring inclusionary housing must also contend with developers' perspectives that IH represents an exaction, devalues developable land, and increases the cost of market rate units. Additionally, vertically-mixed for-sale AWH has some risk associated with the condominium association governance structure that can be dominated by market rates units. As previously discussed, condominium associations have the authority to set monthly assessments and levy special assessments, potentially causing the housing units to become unaffordable.

Finally, incentivized IH will be difficult to successfully implement throughout the vast majority of communities within the TBARTA region. This is due to the historical unwillingness of regulators to amend local comprehensive plans and zoning maps to accommodate the densities and intensities sought by the development community, as well as current market conditions which make additional densities and intensities over and above what is otherwise required to minimally support TOD infeasible, unwarranted, unmarketable and/or otherwise unnecessary.

Accessory dwelling units, discussed further below, offer a great opportunity within the region to provide integrated AWH rental opportunities within those TODs with target densities and station typology characteristics that make single-family detached or semi-detached housing possible. PPPs and coalitions within TOD areas, whereby all members of the community are required to participate in the provision of AWH, will also provide an opportunity for realizing broader participation and increased support for plans mandating AWH within TOD station areas.

Inclusionary Housing Strengths:

- Can be structured as either mandatory requirements or voluntary incentives.

- IH ordinances, when required, can ensure that AWH is provided within station areas.
- When applied on a per project basis, IH ensures that new development contributes to solving AWH supply problems.

Inclusionary Housing Weaknesses:

- Ordinances requiring IH are generally unpopular with the development community, whose participation is key to the successful build out of TOD.
- IH ordinances requiring the mixing of market rate with AWH units may need to overcome some of the public's negative perceptions relating to AWH.
- Ordinances incentivizing IH only work in communities that provide less density/intensity approvals than the market desires or otherwise needs to make a project provide an acceptable return on investment.
- Only addresses a small segment of AWH supply needs, and does not solve other issues that complicate long-term affordability such as monitoring requirements and identification of the most appropriate entities to manage AWH within TOD.

4.4 INCENTIVE-BASED APPROACHES

Inventive based approaches to AWH, such as incentive-based inclusionary housing ordinances, described previously, seek to stimulate the private production of AWH. Incentive mechanisms can vary widely, and typically involves a granting of additional densities and intensities, a waiver or variance of certain land development requirements or development impact fees, and/or expedited or fast tracked development permitting. Incentive-based approaches only generate market interest, and therefore construction of AWH units, when additional market rate development beyond what is allowed by the underlying zoning and/or comprehensive plan designations is necessary to meet certain returns on investment. When the approach involves a fee reduction or waiver, market interest is usually only stimulated when the difference between costs of providing the AWH units (physical construction costs, the amount of profit they could have otherwise sold a unit for at market rates – i.e., opportunity costs, etc.) are offset by the gains that would be received (faster processing time, lower impact fees, lower land development and amenity costs, etc.).

Photo by by Garreth Wilcock.

Similarly to IH, the challenges of utilizing incentive-based approaches to providing AWH, especially in a depressed or recovering economy, include the inability of weak market forces to generate sufficient demand such that the additional density and intensity granted is needed to construct a profitable project. Other challenges include the inability of local governments to ensure that AWH units are actually constructed (i.e., if the additional density/intensity granted through the incentive is not constructed, then typically neither is the required AWH).

4.5 REGULATORY-BASED APPROACHES

Regulatory-based approaches to AWH, also referred to as mandates, generally limit the discretion of an organization or individual to decide on a course of action, or otherwise seek to compel the production of AWH. Similar to other approaches, the framework and specific requirements of regulatory approaches can vary widely. Whereas incentive-

based or market-driven approaches typically result in the construction of AWH units only when they generate a direct or indirect return on the investment, regulatory-based approaches require AWH units to be provided regardless of cost. These types of approaches can consist of "soft" regulation, such as the rule (9J-2.048, Florida Administrative Code) relating to the calculation and mitigation of potential affordable housing impacts relating to Developments of Regional Impact, or "hard" regulation, such as inclusionary housing ordinance, such as the one adopted by the City of Tallahassee, Florida.

Regulatory approaches may also be flexible. For example they could allow for thresholds that permit development to occur within a station area up to a certain amount, after which a trigger would stop development approvals until such time that the required AWH is provided. These ordinances could also be written such that no specific provider is identified, thereby requiring the public and private sectors to work together to identify a holistic solution to the provision of AWH in order for development to continue. Likely challenges to implementation of regulatory based approaches are the development communities' aversion to additional regulations.

Regulatory-Based Approaches Strengths:

- Tend to be results-centered, providing a mechanism that ensures the desired outcome is achieved (e.g. the provision of AWH).
- Much more likely to result in the desired outcome during depressed or stagnant economy, compared with incentive-based approaches.
- Requirements are known in advance, which minimizes the uncertainty, time, and cost of a negotiated solution.
- Regulations can be flexible or inflexible as desired, allowing for options that include fee-in-lieu and other forms of mitigation.

Regulatory-Based Approaches Weaknesses:

- Usually more prescriptive than collaborative, and in the case of the provision of AWH, can result in new development/residents shouldering a disproportionate share of the burden of creating new AWH stock.
- Generally unpopular with the development community, especially larger developers, who are often subject to additional scrutiny based upon the size of their projects.
- As with the required amenities and other features required for successful TOD, AWH increases the cost of development (or decreases the value of land), potentially slowing (re)development.

4.6 ACCESSORY DWELLING UNITS

Accessory Dwelling Unit (ADUs), also called Carriage Houses, Accessory Apartments, Granny Flats, In-Law Apartments, or Second Units, are additional living quarters on single-family lots that are independent of the primary dwelling unit. ADUs have their own separate entrance, kitchen and bathroom facilities, and can be either attached or detached from the primary residence. Ideally they also have their own utility meters (this issue is mentioned again below). Historically within the TBARTA region, many of these units were constructed over existing accessory structures, such

Accessory dwelling units over garages in Haile Village Center, Florida. Photo by Brett VA.

as detached or semi-detached garages; however, there is virtually no limit to the potential configuration options of ADUs on a single-family lot.

Within those TOD typologies which have lower densities and intensities, ADUs can be an appropriate and compatible way of meeting a portion of a TOD's AWH need. Individual jurisdictions' comprehensive plans and land development regulations vary in how ADUs are treated. Depending upon how allowable densities are calculated, ADUs may be counted as a separate dwelling unit. Historically, many communities within the TBARTA region have discouraged the creation (often unintentionally) of ADUs through the imposition of costly impact and permitting fees, by counting ADUs towards allowable density maximums, requiring joint utility metering of both the primary dwelling and ADU, and/or by requiring an excessive number of parking spaces or having overly restrictive setback regulations which make it difficult or impossible to construct above-garage ADUs adjacent to back alleyways.

Accessory Dwelling Units Strengths:

- Provides flexible housing options that can easily adapt to meet community and owner needs. The flexibility can:
  - Allow households to more easily care for aging family members, providing additional options for residents to age-in-place while maintaining a greater degree of independence.
  - Afford property owners the opportunity to have a steady income stream that can help pay for a mortgage.
  - Provide communities with a housing type that can meet affordable rental needs for certain segments of the population (typically individuals and couples, as many ADUs are studio apartments or one bedroom units).
- Provides additional AWH options that are able to blend in with existing community architecture without substantially changing the character of the community.

Accessory Dwelling Units Weaknesses:

- Can quickly become unaffordable to construct (or otherwise physically impossible to construct) due to the application of overly strict regulations and/or fees.
- Although deed restrictions can govern the rate at which an ADU can be rented, no reasonable regulation can require such a unit to be rented out, resulting in an uncertain supply for that type of AWH unit, over time.
- Cannot meet the AWH needs of families due to their limited size.

4.7 SELF-HELP HOUSING

Self-help housing, also referred to as mutual self-help housing and self-build housing, describes a method of developing AWH whereby qualifying families and individuals purchasing homes contribute a significant amount of time and labor, or "sweat equity," in the construction of their homes. The value of the "sweat equity" is counted towards down payment or other costs, thus allowing otherwise ineligible families to own a home.

Within the TBARTA region, the Florida Home Partnership, Inc. is one such provider of self-help housing. Under this program, over 600 hours of sweat-equity is donated by each individual/family purchasing a unit. Houses are built

Photo by U.S. Department of Agriculture.

in groups, with purchasers assisting each other. Friends, family members and others often help complete the labor requirements, which include a variety of unskilled and semi-skilled tasks which are coordinated and performed under qualified supervision.

Unfortunately, the potential for using such an approach for TODs may be limited. If supported under certain federal programs, this type of AWH provision may be restricted to areas designated as rural by the USDA. As such, this strategy may only be appropriate within more rural and suburban areas of the TBARTA region, and then only in TOD station areas where allowable densities make single-family attached, detached, or semi-detached housing possible.

Self-Help Housing Strengths:

- Allows individual families to purchase AWH homes with little out-of-pocket expense.
- Stretches AWH dollars by utilizing "free" labor.
- Purchasers have a greater sense of ownership and pride in a home that they helped to construct.
- Group construction model helps to create strong community and neighbor relationships.

Self-Help Housing Weaknesses:

- There are relatively few organizations that operate on the self-help model.
- Like all funding sources of late, self-help housing dollars are scarce. Major funding programs may come with geographic restrictions, such as the USDA's Mutual Self-Help Housing Loan Program, which restricts funding to more rural areas.
- Self-help housing is not commonly used to construct multi-family housing, and therefore may not be as appropriate for more dense/intense station typologies.
- Typically cannot accommodate those with non-traditional and/or unstable sources of income, or whose income is insufficient to ensure successful home ownership (extremely low affordability households, for example).

4.8 REVITALIZATION AND STABILIZATION PROGRAMS

Revitalization and stabilization programs are designed to promote the vitality of existing communities within the TBARTA region. These programs seek to strengthen communities by increasing homeownership, reducing neighborhood blight, and promoting the conservation and development of attractive, safe, sanitary, and affordable housing. Examples of such programs include those leveraging the Neighborhood Stabilization Program and grant dollars, as well as those specifically targeting code enforcement, special education needs, crime reduction, infrastructure and civic investments, neighborhood leadership building initiatives, and other activities that can act as a catalyst for economic development. AWH can play an important role in community revitalization efforts – new investment in AWH through new construction or rehabilitation can help attract additional investment and development.

This approach is generally limited to those areas that are economically distressed or otherwise designated as a blighted area. The primary challenge to the continuation and expansion of these programs is due to the uncertainty of federal and state funding. Another challenge to the utilization of these programs within TOD are the densities and

...new investment in AWH through new construction or rehabilitation can help attract additional investment and development.

intensities envisioned in a station's area plan, which may not allow or otherwise promote the rehabilitation of low density single-family units.

Revitalization and Stabilization Program Strengths:

- Potential to quickly affect change within a community, since monies are often spent rehabilitating existing structures.
- Can spur additional (re)development through its investment by improving communities that may otherwise be unattractive to redevelop.

Revitalization and Stabilization Program Weaknesses:

- May not be appropriate in many TOD typologies, since many specifically target dense/intense development.
- Program resources may be better leveraged elsewhere in the community, since the introduction of a premium transit system can, in and of itself, act as an agent for revitalization and change.

4.9 REGULATORY REFORM

The term Regulatory Reform is used to describe efforts that improve the quality of regulation or the administration of AWH, through the construction of new legislation and/or deconstruction or modification of existing legislation, enhancing the ability of all interested parties to meet TBARTA's goal of providing AWH options within transit station areas. Although the process of amending state regulations occurs every year, private and public interests alike can benefit from considering how proposed legislative changes enhances or hinders successful TOD and, in this instance, the provision of AWH. Regulatory reform could include:

- Restricting ability to sweep trust fund monies for purposes other than AWH;
- Reforming Florida's property tax structure so that non-homesteaded (typically rental) properties are equally protected from property tax increases (or otherwise making property tax structures more equitable, thereby removing provisions that disincentivize rental property).
- Creating new revenue vehicles that prioritize or incentivize the provision of AWH proximate to public transit.

Challenges to regulatory reform may include the slow process of rulemaking, political unwillingness to tackle an issue, and/or a lack of awareness of how seemingly unrelated legislation can affect the provision of AWH. Additionally, those individuals who need AWH are often less involved in politics, further lessening the impetus for reform.

Bethesda Row Corner. Photo by Brett VA.

5.0 POTENTIAL PARTNERS IN AFFORDABLE AND WORKFORCE HOUSING

In terms of both quality and quantity, partnerships are critical to a community's successful development of AWH opportunities. Partnerships and other forms of coalitions can include private developers, bankers, non-profit developers, community leaders and elected officials, chambers of commerce and other economic development-focused groups, local, state and federal agencies, and the community at large. The formation and active fostering of these partnerships through frequent communication can also aid in other areas of planning and community development.

5.1 IMPORTANCE OF PARTNERSHIPS

Partnerships in AWH are important because they bring together funding sources to make a project financially feasible, and demonstrate greater unity and support for a project or plan to the public and other entities. Partnerships can vary from the very simple to the very complex; however, there is considerable literature that suggests that the returns far outweigh the initial difficulties and challenges in forming and working to maintain those partnerships.

5.2 ROLES AND RESPONSIBILITIES

The roles and responsibilities of partners can vary widely. In some ways, each partnership is unique due to individual circumstances, needs, and opportunities. Although each partnership may be different, several roles must be filled for a partnership to form, survive, and flourish.

- A project champion is often needed to push forward ideas that are otherwise difficult or unpopular. This individual may be a citizen, public official or representative of a private interest, but should be widely recognized as a highly effective communicator, ethical, and wise.
- A project visionary can help break others out from the box of usual or ordinary thinking. Having a goal imagined and someone who can find unusual ways of reaching it are critical.
- Project partners are those who come together to make AWH units a reality. Partners may have many reasons for participating; therefore, it is incumbent upon each to actively communicate, and actively listen, so that each partner is heard and their needs discussed.
- Project facilitators are those who work behind the scenes to assist the project champions, visionaries, and partners to bring the project to life. These individuals help to overcome the technical, social, and economic aspects that arise when the detailed implementation of partnerships is undertaken.

5.3 EXAMPLES OF PARTNERS

The list below is non-exhaustive, and contains examples of potential partners across the state and within the region. Some of the additional resources listed in section 7.2 are also potential partners in AWH. No known comprehensive database of potential partners in AWH exists at this time.

Low Income Housing Leadership Network
Supported by the Health and Human Services Coordinating Council for Pinellas County
14155 58th Street North
Clearwater, FL 33760
Phone: (727) 582-7951
Fax: (727) 582-7950
Website: http://www.hhscc-pinellas.org/housing.htm

The mission of the Low Income Housing Leadership Network is to provide leadership to the community to facilitate access, preserve, and expand housing for low-income service workers and other households whose income is at or below 80% of the AMI.

Florida Realtors
Office of Public Policy
200 S. Monroe Street
Tallahassee, FL 32301-1824
Phone: (850) 224-1400
Fax: (850) 224-0702
Website: http://www.floridarealtors.org

The mission of Florida Realtors is to advance Florida's real estate industry by shaping public policy on real property issues, encouraging, promoting, and teaching consistent standards for ethical practice and professionalism, and building on the efforts of local boards or associations to provide the information and tools members need to succeed

Florida Home Partnership, Inc.
201 14th Avenue SE, Suite H
Ruskin, FL 33570
Phone: (813) 672-7860
Fax: (813) 672-7863
Website: http://www.flhome.org

The Florida Home Partnership is a non-profit homebuilder, offering affordable homeownership opportunities to low and moderate-income homebuyers through the USDA Mutual Self-Help Housing Program.

Habitat for Humanity
Administrative Headquarters
270 Peachtree Street NW
Atlanta, GA 30303
Phone: (800) 422-4828
Website: http://www.habitat.org

Habitat for Humanity brings people together to build homes, communities and hope through a focus on providing shelter, advocating for affordable housing, and supporting sustainable and transformational development.

Hernando County Housing Authority
1661 Blaise Drive
Brooksville, FL 34601
Phone: (352) 754-4160
Fax: (352) 754-4168
Website: http://www.hernandocounty.us/housing/index.htm

The Hernando County Housing Authority is committed to advocating and ensuring the provision of adequate affordable housing for Hernando County citizens, particularly those with very-low, low and moderate incomes, so that Hernando County will have strong, diverse and viable communities.

Manatee County, Neighborhood Services Department, Community Development Division
1112 Manatee Avenue West
Bradenton, FL 34205
Phone: (941) 746.3029
Fax: (352) 754-4168
Website: http://www.mymanatee.org/home/government/departments/neighborhood-services/community-development.html

The Manatee County Community Development Division administers programs that promote quality living in affordable residences and provides neighborhood improvements through community enhancement and housing assistance activities.

6.0 CASE STUDIES

The following case studies, both local and national, have been selected to provide examples of the implementation of the various tools and strategies that have been discussed above. Additional case studies can be found online, and by looking at some of the suggested readings and additional resources provided in Section 7 below.

6.1 TAMPA, FLORIDA

Metro 510 is a six-story development of 120 affordable housing rental units. Developed by Sage Partners LLC, the adaptive reuse project featured the renovation of the historic St. Paul African Methodist Episcopal Church as offices and a

Metro 510. Photo by Tampa Downtown Partnership.

center for the residents. The affordable units were constructed on the parking lots surrounding the church, which were no longer needed after the church ceased operating. Located next to the Marion Street Transit Center at the north end of downtown Tampa, the units feature accessibility to transit and are within walking and biking distance of one of the largest centers of employment within the region.

Of the 120 units, 80% are earmarked for residents earning no more than 60% of the AMI, which represents those in the lower end of those qualifying as low-income households. The remaining 20% is set aside for those earning no more than 35% of the AMI (towards the lower end of the very-low income bracket).

The approximately $27 million development was financed through several sources, including the American Recovery and Reinvestment Act program, $17.8 million in Low Income Housing Tax Credits, a $200,000 loan from the City of Tampa, a $3 million first mortgage, and $6 million from the FHFC in the form of Section 1602 tax credit exchange loan funds. The project also received deferred developer fees.

6.2 MIAMI-DADE COUNTY, FLORIDA

The Brownsville Transit Village, located at 5200 NW 27th Avenue in Miami, is a 5.8-acre, joint-development project at the Brownsville Metrorail station. The project will feature 490 affordable housing units, with five midrise apartment buildings, townhomes and a parking garage. Additionally, the project includes ground-floor commercial space and Metrorail station improvements, such as an additional passenger drop-off lane and attractive landscaping.

The project is being built in five phases, each geared toward providing housing for low-income families, the elderly, and the entire Brownsville community. Residents will benefit from immediate access to rapid transit and amenities such as a community center, a computer lab and an exercise room. In addition, onsite community programs will offer literacy training, health and nutrition classes, and first-time homebuyer seminars. The project was initiated by an unsolicited bid from not-for-profit agency.

Phase I of construction includes 96 units of affordable family housing financed by a tax credit exchange equity promulgated under the American Reinvestment and Recovery Act. The groundbreaking took place June 2010. Phase II consists of 100 units of housing for the elderly also financed by a tax credit exchange equity promulgated under the American Reinvestment and Recovery Act. Phase III consists of 103 units of housing for the elderly financed through LIHTC and gap financing promulgated under the American Reinvestment and Recovery Act. The groundbreaking took place in November 2010. Phase IV consists of 102 units of family housing elderly financed through LIHTC and gap financing promulgated under the American Reinvestment and Recovery Act. The groundbreaking took place in November 2010. Phase V is a 65-unit affordable rental community. The financing for this phase is still to be determined.

Funding sources for the overall Brownsville Transit Village include housing tax credit equity, loans from Citibank and the Florida Housing Finance Corporation, and roughly $4 million contributed from the Miami-Dade County Surtax Program.

6.3 SAN FRANCISCO, CALIFORNIA

San Francisco's regional transportation agency, Metropolitan Transportation Commission (MTC), gives additional transportation funds to jurisdictions that commit to creating high-density residential uses within 1/3-mile of transit. Jurisdictions are eligible to receive $1,000 per bedroom in projects with 25 units per acre, $1,500 per bedroom in projects with 40 units per acres, and $2,000 per bedroom in projects with 60 units per acre, with $500 extra for affordable housing units.

Transit-oriented development at 4th and King Caltrain Station - Mission Bay San Francisco. Photo by Steve Bolan.

6.4 MINNEAPOLIS-ST. PAUL, MINNESOTA

Minnesota's Livable Communities Act (LCA) is a voluntary, incentive-based grant program for the seven-county Minneapolis-St. Paul region. The purpose is to help the region with affordable housing and help cities implement development plans. The LCA funds three grant programs that the regional planning agency (Metropolitan Council) manages. The LCA has leveraged millions of dollars in private investment. The Tax Base Revitalization Account awards grants for environmental remediation of polluted land for redevelopment, job creation, and affordable housing. The Livable Communities Demonstration Account funds development and redevelopment that efficiently and effectively link land use and infrastructure. Local jurisdictions can use the grants for infrastructure upgrades, transportation improvements (including parking structures), and land assembly. The Local Housing Incentive Account provides grants to create and retain affordable housing and to achieve economically healthy communities. A regional tax levy that must be renewed each year provides the program funding. Individual project funding has no cap; however, a 40% cap of any year's funding can be used within Minneapolis and St. Paul. Many projects also receive additional funding in subsequent years through an application process.

Additionally, the Minneapolis Community Planning and Economic Development Department established the Capital Acquisition Fund using Community Development Block Grant (CDBG) and other local funds to provide loans for property acquisition and site assembly for sites located on commercial and transit corridors and at commercial nodes for mixed commercial and residential use. At least 20% of the housing units must be affordable at less than 50% of the AMI.

Burnsville Heart of the City. Photo by Minneapolis-St Paul Metropolitan Council.

6.5 LOS ANGELES, CALIFORNIA

Grand Central Square, a Downtown Los Angeles redevelopment project, converted the Homer Laughlin and Million Dollar Theater buildings into 121 apartments. Provisions for the project included affordable housing with a mix of subsidized and luxury units. The Community Redevelopment Agency (CRA) of Los Angeles backed the project with a $44 million bond, augmenting the $20 million the developer had raised from private investors. The Los Angeles County Metropolitan Transportation Authority (MTA) agreed to service a portion of the bond debt in return for a share of the project's revenue. When the developer fell short on its debt payments, the CRA and MTA arranged a bailout.

The CRA agreed to outlay $14 million over 17 years, at which time they anticipated the project would be profitable. The MTA received priority for repayment.

6.6 CHARLOTTE, NORTH CAROLINA

The Charlotte-Mecklenberg Housing Partnership (CMHP) and Scaleybark Partners (led by Pappas Properties) have employed a PPP in an $18 million plan to develop a 16-acre mixed-use project including 500 housing units, affordable homes, and commercial space on South Boulevard, near the Scaleybark light rail station. The City of Charlotte discounted the site price by $2 million, to be repaid by CMHP over 20 years, in exchange for the commitment to provide 80 affordable housing units.

6.7 DENVER, COLORADO

The City and County of Denver Community Planning and Development Department will be awarded $3 million in grant funds from HUD and DOT for the implementation of the Denver TOD Program. This program will support the opening of Denver's West Corridor light rail line, which is scheduled for opening in 2013, and will help to integrate transportation planning with housing and commercial development. The City and County will implement TOD programs with the funds, including a comprehensive, multimodal plan for future transit stations and high-frequency bus service. Land banking, SAP implementation, preliminary design and public outreach will be part of the planning process. A $15 million development fund was also created by Denver, the Urban Land Conservancy, Enterprise Community Partners and private investors in support of the program's land banking and affordable housing plans.

Additionally, the Denver Regional Council of Governments created the Station Area/Urban Center Planning grants to assist local governments in developing plans for existing and future transit station areas and designated urban centers that further the region's goals and meet the needs of local communities. The program was funded at $3.5 million over four years. Seven cities that are part of the Metropolitan Mayors Caucus pooled their Private Activity Bond authority to finance the construction or rehabilitation of multi-family rental projects near existing or planned transit. Projects that meet criteria for size, affordability, and transit accessibility gain access to lower debt financing costs and to LIHTCs. The fund had $65 million.

6.8 WASHINGTON, D.C.

The Washington, D.C. Department of Housing and Community Development (DHCD) will be awarded $3 million to complement planned development for the CHASE area, which includes Congress Heights, Historic Anacostia, and St. Elizabeth. The goal of this investment is to promote affordable homeownership and low-cost rental units for low-income and senior households. In reaching this goal, the grant will support the creation of a homeownership sustainability fund and expand a range of service available to Historic Anacostia through a current DHCD fund. DHCD will also develop a plan to promote economic development through rehabilitation of the area's historic commercial core.

6.9 ATLANTA, GEORGIA

A large mixed-use and mixed-income complex called Twelve Centennial Park was constructed adjacent to the Civic Center transit station on the Metropolitan Atlanta Rapid Transit Authority system. The development includes residential units, a hotel, office space, a restaurant, and retail shops. Tax Increment Financing (TIF) was integral to the development process. The developer was provided with $11 million in TIF funds from the Atlanta Development Authority, based on the anticipated property tax increment to be created through

development on the site. Developed in two phases, the project budget totaled $220 million. In 2005, the first phase of 517 condominium units, the hotel, and most of the retail and office broke ground. Because of the funding from the Atlanta Development Authority, the 104 affordable for-sale condominium units in Phase I are targeted for households earning 80% or less of AMI. The Atlanta Neighborhood Development Partnership, a financial partner in the development, provided $500,000 in return for the ability to market and sell the affordable condominiums.

6.10 DALLAS, TEXAS

In 2007, the City of Dallas amended the TIF Act to allow TIF in zones where land use is beneficial to a transit system and amended the Public-Private Partnership Program to create a special category for TOD projects to stimulate investment near transit stations. The TOD TIF District was created in 2008. The TOD TIF District is expected to generate $185 million over 28 years. Among other things, the TIF funds will be used for infrastructure improvements, façade upgrades, public and green spaces, transit upgrades, and affordable housing.

Mixed-use development at Mockingbird Station. Photo by North Central Texas Council of Governments.

6.11 State of Massachusetts

The Massachusetts Department of Housing and Community Development provides financing assistance to rental housing projects near transit, including zero interest loans, 30-year deferred payment loans at zero interest for rental housing projects, or homeownership projects that carry a 30-year deed restriction that limits the sale price of the home to a percentage of area median income. Projects must be located within a quarter-mile of existing or planned transit stations. Priority is given to projects within existing TIF areas.

The MassWorks TOD Infrastructure and Housing Support Program provides grants for pedestrian and bicycle facilities, housing projects, and parking facilities within one-fourth mile of a rail or bus station or ferry terminal. There is a 25% affordable housing set-aside requirement (80% AMI). A 2004 bond provided program funding of $30 million. A maximum of $2.5 million per project was established.

6.12 BOSTON, MASSACHUSETTS

In 1983, the City of Boston established a linkage fee system that requires developers of large-scale commercial projects to pay a fee to construct affordable housing. The fees are paid over a seven-year or twelve-year period, for downtown or a neighborhood, respectively, although some developers choose to pay it up-front. The amortization of the fees over the seven- or twelve-year period reduces up-front costs to developers and provides a long-term revenue stream for the fund. In 2001, the city increased the linkage fees.

6.13 SANTA CLARA, CALIFORNIA

The Santa Clara Transit District has been successful in promoting housing development along its light rail lines in part through ground lease agreements. In combination with other joint development tools, such as density bonuses,

the district has offered long-term, 75-year leases for 10 large park-and-ride lots to attract high-density, multi-family residential development. Started in 1990, developers that enter into a lease agreement can construct their approved project in return for rent payments to the district. The district has entered into three public-private projects that include affordable housing, daycare and retail. One of the ground lease agreements is a multi-family residential project at the Almaden Light Rail Station that consists of 20%affordable housing units expected to generate roughly $270,000 in annual revenue.

7.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

The suggested readings and additional resources provided below represent only a fraction of the available materials on the topic of AWH. Many additional reading and research materials can be identified by contacting the additional resources provided in Section 7.2.

7.1 SUGGESTED READINGS

2007 Affordable Housing Report: Solutions to Florida's Affordable Housing Needs, Florida Department of Community Affairs, 2007.

A Community Guide to Creating Affordable Housing, Business and Professional People for the Public Interest, 2005.

Accessory Dwelling Units: Case Study, U.S. Department of Housing and Urban Development, Office of Policy Development and Research, June 2008.

Alexa Bach and PremaKatari Gupta, et. al., *Ten Principles for Developing Affordable Housing*, Urban Land Institute, 2007.

Barbara J. Lipmanet.al., *A Heavy Load: The Combined Housing and Transportation Burdens of Working Families*, Center for Housing Policy, October 2006.

Best Practices in Workforce Housing Development, Urban Land Institute, 2009.

Developing Housing for the Workforce: A Tool Kit, Urban Land Institute, 2007.

Inclusionary Zoning for Affordable Housing, Urban Land Institute, 2004.

Individual Metro Profile: Tampa, FL MSA, Center for Neighborhood Technology with Virginia Tech, 2006.

Jaimie Ross, *Balanced Residential Communities: Including Affordable Housing in Smart Growth and New Urbanist Development*, 1000 Friends of Florida, 2004.

Jeffrey Lubell and Emily Salomon, *How Transportation Reform Could Increase the Availability of Housing Affordable to Families with a Mix of Incomes Near Public Transit, Job Centers, and Other Essential Destinations*, Center for Housing Policy and the Metropolitan Planning Council, January 2010.

Keith Wardrip, *Public Transit's Impact on Housing Costs: A Review of the Literature*, Center for Housing Policy, August 2011.

Peter M. Haas et.al., *Housing & Transportation Cost Trade-offs and Burdens of Working Households in 28 Metros*, Center for Neighborhood Technology with Virginia Tech, 2006.

Rebecca Cohen, *Regional Policy Options to Support Sustainable and Equitable Development,* Center for Housing Policy, September 2011.

Rebecca Cohen, *State Policy Options to Support Sustainable and Equitable Development*, Center for Housing Policy, September 2011.

Rick Haughey and Ryan Sherriff, *Challenges and Policy Options for Creating and Preserving Affordable Housing near Transit and in Other Location-Efficient Areas*, Center for Housing Policy and the National Housing Conference, December 2010.

S. Mark White, *Affordable Housing Proactive & Reactive Planning Strategies*, American Planning Association, 1992.

Stuart Meck, Rebecca Retzlaff and James Schwab, P*lanners Advisory Service Report Nos. 513/514, Regional Approaches to Affordable Housing*, American Institute of Certified Planners, 2003.

Workforce Housing: Innovative Strategies and Best Practices, Urban Land Institute, 2006.

7.2 ADDITIONAL RESOURCES

The resources below are only a partial listing of those available. One of the most comprehensive sources links pertaining to AWH (and related topics) is the Florida Housing Data Clearinghouse. They can be found at http://www.flhousingdata.shimberg.ufl.edu/links.html.

Florida Housing Coalition
1367 E. Lafayette Street, Suite C
Tallahassee, FL 32301
Phone: (850) 878-4219
Fax: (850) 942-6312
Email: info@flhousing.org
Website: http://www.flhousing.org

The Florida Housing Coalition, Inc., is a nonprofit, statewide membership organization whose mission is to act as a catalyst to bring together housing advocates and resources so that all Floridians have a quality affordable home and suitable living environment. The Coalition provides: professional consultation services through training and technical assistance on affordable housing and related issues; supports community-based partnerships in leveraging resources; and advocates for policies, programs and use of funding resources that maximize the availability and improve the quality of affordable housing in Florida. The Coalition carries out this mission recognizing that affordable housing is an integral part of community revitalization and economic development.

Florida Community Land Trust Institute
1367 E. Lafayette Street, Suite C
Tallahassee, FL 32301
Phone: (850) 878-4219
Fax: (850) 942-6312
Email: jaimieross@aol.com
Website: http://www.1000friendsofflorida.org/housing/clt.asp

The Florida Community Land Trust Institute (FCLTI) is collaboration between two statewide 501(c) (3) organizations, 1000 Friends of Florida, and the Florida Housing Coalition. FLCTI's training and technical assistance team is comprised of the staff of the Florida Housing Coalition. FCLTI provides assistance with: a) assessing whether a community land trust is appropriate for a community and, if so, which model makes the most sense for that community; b) understanding the terms of the ground lease and options for resale provisions; c) start up for the nonprofit community land trust; d) capacity building for the nonprofit community land trust; e) homebuyer counseling for community land trust purchasers; f) internal operations and marketing for the community land trust; g) legal questions such as title and real property tax issues; and h) all matters of real property development and financing issues.

Florida Housing Finance Corporation
227 North Bronough Street, Suite 5000
Tallahassee, FL 32301-1329
Phone: (850) 488-4197
Fax: (850) 488-9809
Website: http://www.floridahousing.org

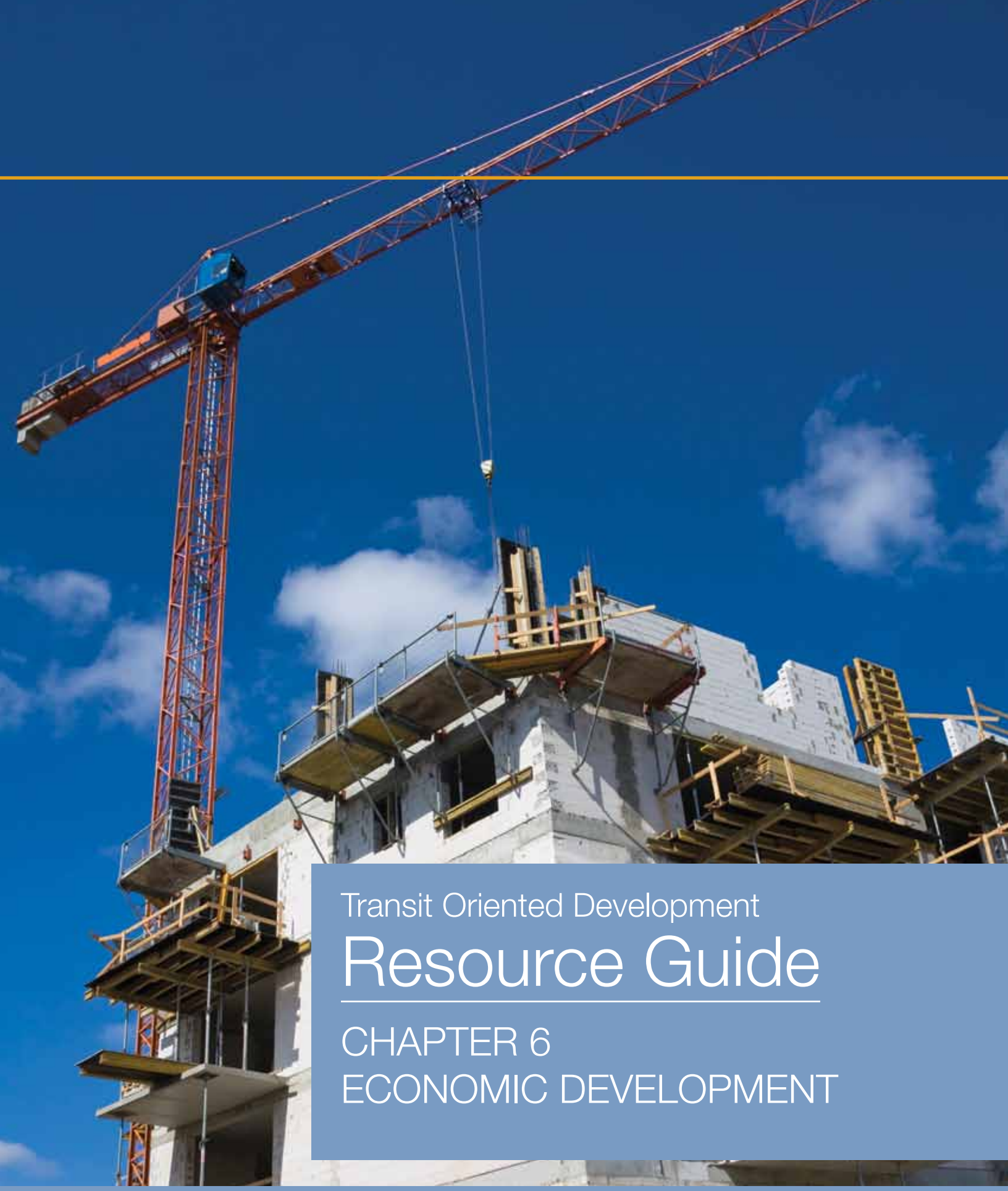
Florida Housing Finance Corporation (Florida Housing) is a public corporation of the State of Florida and is the state's housing finance agency. Florida Housing is a financial institution that administers federal and state resources to finance the development of affordable homeowner and rental housing and to assist homebuyers.

As provided by Florida Statutes, these general responsibilities are assigned to Florida Housing: a) to carry out analyses of housing needs within the state and identify ways of meeting those needs; b) to participate in federal housing assistance and federal community development; c) insurance, and guarantee programs; d) to develop and administer the state rental and homeownership programs as outlined by statute; e) to designate and administer private activity tax exempt bond allocation received by Florida Housing pursuant to Part VI of Chapter 159 between the single-family and multi-family programs; f) to set standards for and monitor compliance of residential housing financed by Florida Housing; and g) to conduct demonstration programs and projects which further the statutory purposes of Florida Housing.

Shimberg Center for Housing Studies
College of Design, Construction & Planning
M.E. Rinker, Sr. School of Building Construction
P.O. Box 115703
Gainesville, FL 33611-5703
Phone: (352) 273-1192
Fax: (352) 392-4364
Website: http://www.shimberg.ufl.edu

The mission of the Shimberg Center is to facilitate the provision of safe, decent, and affordable housing and related community development throughout the State of Florida, and thereby to establish Florida as the national and international model for successful affordable housing delivery. The center conducts research in multiple areas including the preservation of assisted rental housing, statewide market conditions, and neighborhood housing markets.

The Shimberg Center also oversees the Florida Housing Data Clearinghouse, which provides public access to data about housing needs and supply, subsidized rental housing, and household demographics in Florida Communities.



Transit Oriented Development

Resource Guide

CHAPTER 6
ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT

1.0 INTRODUCTION

1.1 Why is Economic Development Important?

1.2 Transit Oriented Development (TOD) and Economic Development

1.3 How This Chapter was Developed

2.0 IMPORTANT TOPICS

2.1 Relationship Between Existing Incentive Programs, and Future TOD Incentive Programs

2.2 Funding and Financing Economic Development Incentives

3.0 STRATEGIES, PROGRAMS AND INCENTIVES

3.1 Local Strategies

3.2 Federal and State Programs

3.3 Federal Tax Credits

3.4 State and Local Tax Credits

4.0 POTENTIAL PARTNERS IN ECONOMIC DEVELOPMENT

4.1 Importance of Partnerships

4.2 Roles and Responsibilities

4.3 Examples of Partnerships

5.0 CASE STUDIES

5.1 TOD-Related Case Studies

5.2 Non-TOD-Related Case Studies

6.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

6.1 Suggested Readings

6.2 Additional Resources

1.0 INTRODUCTION

Economic development occurs through coordination efforts among developers, banks, regulatory authorities, non-profit entities, and private businesses to meet specific community goals. It can be described in terms of objectives, most commonly described as the creation of jobs and wealth, and the improvement of quality of life. According to the International Economic Development Council, economic development encompasses three major areas:

- Policies that government undertakes to meet broad economic objectives, including inflation control, high employment rates, and sustainable growth.
- Policies and programs to provide services, including building transportation systems, reducing crime, expanding recreational opportunities, and providing medical access to the disadvantaged.
- Policies and programs explicitly directed at improving the business climate through specific efforts, including business finance, marketing, neighborhood development, business retention and expansion, technology transfer, and real estate development.

Transit Oriented Development (TOD) can be thought of as a type of economic development centered around a premium transit system and featuring dense, walkable environments. The extent to which TOD-based economic development differs from existing economic development initiatives, and the degree to which they can complement one another, is explored later in this chapter.

1.1 WHY IS ECONOMIC DEVELOPMENT IMPORTANT?

There is no single strategy, policy, or program for achieving successful economic development. Each community has a unique set of challenges for economic development since their geographic and political strengths and weaknesses are different. However, high-performing communities have something in common; they understand the interrelationships between strategies that improve the economy, and strategies that improve mobility, education, safety, parks, and housing.

When a community becomes more desirable for businesses and workers, real estate values there will increase and produce revenues for the local tax base to help support, maintain, and improve local infrastructure and services. As wages increase through job creation, consumers have more disposable income which can then be reinvested into the community. A positive feedback loop for economic development is created.

A key factor for economic development is ensuring that workers have stable access to major regional job centers and a variety of housing choices.

"Top 10" Things to know for Successful Economic Development

1. **Strengths and Weaknesses:** A stronger understanding of your community's economic profile will help you create a realistic vision and strategies.
2. **Place in the Regional Economy:** With a firmer grasp of how your community fits into the broader region, you are better prepared to work with other jurisdictions to share responsibility for regional economic success.
3. **Vision and Goals:** It helps to build consensus for a vision and goals that provide clear direction for economic development.
4. **Strategy to Attain Goals:** A strategic approach means linking economic development goals to specific activities, allocating a budget and staff to these activities and evaluating performance based on measurable outcomes.
5. **Affect on other Policies:** When crafting economic development policies, it is essential to consider how other local policies (e.g., transportation or housing) affect your economic development goals.
6. **Regulatory Environment:** Your community's regulatory process can allow for timely, reliable and transparent resolution of issues facing businesses, while still remaining true to your long-term economic development vision.
7. **Stakeholders and Partners:** It helps to think strategically on a project-by-project basis about who needs to be involved, the resources they bring to the table, and what it will take to get them engaged.
8. **Business Community:** It helps to create an environment that supports the growth and expansion of local businesses, primarily by opening lines of communication.
9. **Message:** A clear, accurate and compelling message that reflects your local vision will help ensure broad support for economic development projects undertaken by the community and its partners.
10. **Staff:** Forge strong relationships with economic development staff members who work on these issues on a daily basis.

– National League of City Center for Research & Innovation

1.2 TRANSIT ORIENTED DEVELOPMENT AND ECONOMIC DEVELOPMENT

A key factor for economic development is ensuring that workers have stable access to major regional job centers and a variety of housing choices. Integrated transit systems and TOD provide opportunities for improved personal economic status, and for building immunity to economic downturns, both due to having access to more employment opportunities. Major transit investments tend to attract new (re)development because employers seek to locate in station areas for predictable access to a well-trained workforce; and because residents like living near stations in order to have more travel options, potentially reducing overall household budgets.

TOD has enormous potential to help the Tampa Bay Area retrofit existing development where needed, enhance neighborhoods, and reinvest in communities to become more economically vibrant, sustainable and livable. Retrofitting refers to the process of reconstructing and improving previously developed property so that it becomes a more in-demand type of use. Redevelopment consists of demolition with new construction, or the process of improving an area through both new construction and retrofitting properties.

Many TOD projects involve reuse and redevelopment, or unconventional new mixed-use development that requires infrastructure upgrades and publicly-accessible amenities. These are usually high-risk development projects from a private sector point of view, and require public action to leverage private activity. Because these types of projects are complex and expensive, TOD may not be successful without proactive efforts to incentivize and finance these projects. Public investments in TOD can encourage population and employment growth and also serve as a catalyst for additional economic development.

Photo by Ractod.

Quantitative measures of economic development include:

- Cost per job created/retained
- Property values
- Tax revenues
- Private sector leverage
- Percent of jobs held by local residents/low-income persons
- Average salary of jobs created
- Spinoff private investment
- Crime rates

Qualitative measures of economic development include:

- Significance of project to community
- Stated project goals and the degree to which they have been achieved (e.g. creation of open space or crime reduction)
- Community engagement in the process
- Perceptions of the neighborhood
- Degree and character of public-private partnerships

1.3 HOW THIS CHAPTER WAS DEVELOPED

During several of its meetings, the TBARTA Land Use Working Group (LUWG) discussed economic development issues in the TBARTA region. On November 8, 2010, the TBARTA LUWG convened in a small group discussion about economic development, to provide additional input on how to best develop this chapter of the TOD Resource Guide. Issues discussed included: the importance of identifying goals relating to community and regional needs, strategies and tools, marketing and branding, and funding sources for economic development. Discussion and ideas generated from this meeting, as well as from the larger LUWG meetings, helped to inform the content within this chapter. Economic development agencies in the TBARTA region were consulted individually to gain a better understanding of their existing incentives and hear their views and comments pertaining to this resource guide. Additional content is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources.

2.0 IMPORTANT TOPICS

The following topics, while not all inclusive of what could be considered important in the discussion of economic development, helped to inform the content within this chapter. Additional content is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources.

2.1 RELATIONSHIPS BETWEEN EXISTING INCENTIVE PROGRAMS, AND FUTURE TOD INCENTIVE PROGRAMS

Existing economic development initiatives offer the potential to promote TOD and transit. Many current economic development incentives can be adapted or modified for TOD. For example, an existing job creation incentive where corporations receive a tax refund for creating a certain number of jobs can be modified to require that jobs be created within a transit station area. Requirements for the job-creation project could also include bike and walk access, provision of affordable housing, and pedestrian-friendly design features.

2.2 FUNDING AND FINANCING ECONOMIC DEVELOPMENT INCENTIVES

Some economic development incentives involve upfront monetary assistance, either through a donation, grant, or loan for the business. This requires the agency or jurisdiction to have a cash reserve on-hand for distribution to qualified recipients. Establishing this revolving fund can be difficult for agencies, particularly in weak economic times. Other economic development incentives are tax discounts or credits which do not require the agency to have a cash reserve, but will reduce the jurisdiction's tax revenue. Still other incentives require staff time for services such as fast-track permitting, counseling and advising, research, and establishing databases and libraries. It will help the economic development organization or jurisdiction to develop a plan and identify sources of financial assistance to pay for economic development initiatives. Chapter 7, Funding and Financing describes a number of programs at the federal and state level that provide funding assistance to local governments, agencies and developers.

3.0 STRATEGIES, PROGRAMS AND INCENTIVES

Many of the tools described in this chapter are used to fund and finance public investments and development projects in station areas. For additional details on strategies, programs and incentives please refer to Chapter 7, Funding and Financing. These programs will evolve and change over time, and new ones may be developed. Thus, users of this resource guide who are considering implementing a TOD program in their community are encouraged to seek the most current information for that specific program.

3.1 LOCAL STRATEGIES

3.1.1 Development Approvals and Permitting

Comprehensive Plans

Traditionally in Florida, Comprehensive Plan Amendments have been a major delaying factor for projects requiring a change to Future Land Use designations. Recently, efforts to provide streamlined reviews and approvals at the State level have reduced the time it takes to change Future Land Use designations; however, due to the complex nature of TOD and the need to coordinate station area planning (as discussed in Chapter 3 of this resource guide) local governments can take steps to preliminarily plan for TOD where possible.

As an early economic development strategy, local governments can revise their Comprehensive Plans to identify station areas and include policies that encourage and facilitate TOD projects. This would include amendments to the Future Land Use Element, as well as amendments to the Economic Development, Infrastructure, Transportation, Capital Improvement Program and any other elements that might relate to TOD pre-station development. As design for the transit system is completed and construction begins, station area plans will be developed and additional detail and infrastructure scheduling can be incorporated into a community's Comprehensive Plan.

Land Development Regulations

Similar to positioning local Comprehensive Plans to support TOD, local jurisdictions can consider amendments to land development regulations that prepare station areas for development. Specificity and predictability in development requirements make it easier for developers to calculate development costs and land purchase offers. Regulations that provide a clear-cut administrative approval process, rather than a staff-driven negotiation or public hearing approval process, can help expedite development. Chapter 4 of this resource guide provides more detailed information about zoning and design standards. Above all, providing future TOD developers with a level of certainty regarding TOD design requirements and review processes will be critical in attracting development.

Streamlined Approvals and Permitting

A number of jurisdictions have a streamlined or fast tracked approval and inspection processes for targeted industries or for development in certain geographic areas. This greatly reduces the time needed to obtain approvals and permits for development. Time can act as a powerful economic development incentive since delay means additional cost in terms of the time value of money (money can become more or less valuable over time), the costs of carrying performance bonds or letters of credit, the cost of keeping a construction crew on standby, and the potential costs that come with uncertain financial markets and changing development demands.

Since delays on a project may jeopardize the financial viability of a project, streamlined and/or prioritized permitting can be a comparatively easy way for governments to

contribute to the success of a proposed project (or even the possibility of one). This fast track approach may require a "one-stop" center for processing applications, and/or removal or consolidation of steps in the process. Additionally, some communities may assign dedicated staff members as the point of contact for the development review process. Jurisdictions can also organize inspection teams with special training on TOD-type development to simultaneously inspect a project, potentially reducing the number of inspections and minimize conflicting inspection observations. This can avoid the need to repeat inspections from different departments, and streamlines the inspection process for developers.

The fast-track approval process could be offered for certain types of developments that meet established criteria for development around transit stations. The primary disadvantage of these programs are the potential additional labor and time management/scheduling requirements that must be managed by the local jurisdiction.

3.1.2 Infrastructure Investment

The ready availability of infrastructure within developing transit station areas is often critical to the timing of development. The existence of sufficient infrastructure systems capacity, or planning such that capacity will be brought online ahead of anticipated needs, can act as a substantial incentive to TOD. When insufficient infrastructure exists to accommodate a project, delays can quickly accumulate due to the time necessary to plan for and construct the needed improvements. In addition, infrastructure improvement projects can disrupt walkability and connectivity within stations which is of particular concern within the early stages of TOD in a station area.

Public investment in high-quality water and sewer, internet, telecommunications, streets, and greenways infrastructure encourages development. Pedestrian amenities such as wide sidewalks, street trees, parks, and transit stop

San Antonio, Texas. Photo by Jennifer Willman.

enhancements can increase the curb appeal of a station area and enhance the marketability of new development. Potential funding sources for infrastructure improvement projects are discussed in Chapter 7, Funding and Financing.

3.1.3 Station Area Planning and Marketing

SAPs can be developed concurrently with an initial marketing strategy when possible. Input from stakeholder and citizen groups, perhaps through traditional strengths, weakness, opportunities and threats assessments, will be invaluable in identifying unique characteristics and station themes. Additionally, marketing plans can respond to those industries which are being targeted for job growth within a particular station area.

Proposed marketing plans can consider station design elements and use themes, market niches, and potential development programs (i.e. amount, type, and mix). The land use mix and character of development identified for each station could be based on one or more of the following objectives:

- Creating vibrant urban places;
- Accommodating a variety of housing types;
- Providing affordable housing with a variety of types and at a range of income levels;

- Providing an increased ridership base for transit;
- Providing required infrastructure;
- Generating revenues for the local jurisdiction; and/or,
- Attracting new businesses and creating employment opportunities.

Once these detailed plans are developed, the economic development agency and real estate community can begin to market individual station areas, parcels, and potential projects to developers, businesses and future residents. Branding, logos, and signage at both the corridor and/or station area levels can be important marketing tools, but also are important to users trying to navigate the transit system.

Marketing tools for station areas can include websites, printed publications, and radio and television advertisements, particularly in the more dense/intense station typologies where such efforts are more cost feasible. Promotional materials can focus on the station area vision or theme. The concentration of land uses in a station area offers opportunities for joint marketing for the communities and companies located there. The proximity of transit to the development is an additional benefit which can be highlighted in promotional advertising. Transit operators and developers mutually benefit from joint marketing programs which reduce marketing costs on both sides and accelerate development of the station area.

3.1.4 Land Banking and Assembly

Land assembly is the acquisition of several smaller parcels from public and private owners to create a large tract in order to facilitate a unified development. Land banking is usually done in support of near-term development proposals, either by a public agency or a private developer. Land banking can also be a longer-term strategy whereby land is purchased by a public entity and retained over time. This type of strategic public investment can be a way to reach long-term planning and economic development goals within station areas, while also hedging against the increase of pre-development land value that occurs from the designation of a transit station location and further escalation which takes place as a station area develops. Sometimes properties are obtained through foreclosure or eminent domain; however typically land is acquired through the open market. As such, land banking is most feasible when there is low market demand and a lack of infrastructure to serve the site.

When undertaking a land banking strategy, public agencies can identify the goals for the initiative, institute rules and regulations for the land banking process and for disposition of the property, and establish coordination procedures between different governmental departments. It may be beneficial to allow short-term revenue-generating uses on parcels in the land bank. Surface parking is one such interim use that could generate revenue and provide a stimulating effect on TOD as design starts to transition to a development. Temporary uses which generate high revenue could become political and/or fiscal obstacles to future redevelopment efforts for that particular parcel.

Land banking/assembly can be used as a tool to help local jurisdictions direct growth where desired, and when utilized as an early tool in development of a station area, can help provide the critical mass of residents and employees within an area that is often needed before TOD growth accelerates.

When developing a plan for the disposition of publically owned banked land, a variety of options exist. Public land can be donated to a developer, sold at below market value, sold at market price, or used for joint development or other public-private partnership development. Economic development strategies will be outlined in each SAP. When lands are publically owned, goals identified within these plans can form a foundation for determining how (and if) these banked/assembled lands are supported and set

forth the processes for disposing of the lands or otherwise utilizing them to support TOD projects.

3.1.5 Business Assistance and Skills Training

Creating jobs in station areas can greatly improve transit ridership because nearly 60% of transit trips taken nationally are for work commutes.[1] Expanding and attracting a variety of businesses in a station area will diversify the economic base, which is important for reducing a community's vulnerability to decline of a single sector, such as the construction industry. Businesses, such as airplane manufacturers, that deal primarily with external markets, help insulate the local economy from downturns because their external markets will likely remain strong. Another strategy is cultivating industry clusters, where companies and industries within a geographic area are interconnected by the markets they serve.

Business development assistance describes a large variety of resources available to help expanding and new businesses start-up, enhance, improve, and succeed. These efforts are usually implemented through one or more economic development agencies, community development agencies, changes of commerce, special area partnerships, and non-profits or foundations. These tools include:

- Business counseling, advice, and mentoring services;
- Export counseling for companies trading in the international marketplace;
- Entrepreneurial academies;
- Strategic and market analyses services;
- Site identification and selection services;
- Business information centers and libraries;

60% of transit trips taken nationally are for work commutes.

– American Public Transportation Association

- Identification of critical resources for businesses, especially small businesses;
- Assisting with companies with making contacts and connections to other companies, trade associations, economic development organizations, and global markets;
- Networking events;
- Online databases and tools to help businesses research available incentives and for which they may qualify;
- Grant writing assistance;
- Preparing community business and demographic profiles;
- Providing access to databases of information relevant to businesses; and,
- Providing access to labor pools and potential new hires.

These programs are typically offered for most businesses, but because their needs differ, the programs can be tailored to different categories of businesses – small businesses, target industries, manufacturing, foreign trading companies, business type (manufacturing, services, retail, etc.), and location of the business (rural, urban, enterprise zone, etc.), for example. In some cases a company must meet minimum/maximum criteria such as number of employees or gross revenue.

1 American Public Transportation Association, *Public Transportation Ridership Use Surged in First Quarter 2012*, June 4, 2012.

Specialized Work Skill Training Programs

Specialized work skill training programs assist companies in training their employees for certain specialized tasks, or can work within a community to prepare it for a certain type of industry that is being targeted for a region or station area.

Some training programs are geared toward new employees/businesses and others are designed for existing companies/employees that need updated or enhanced skill sets. Most training programs are conducted through partnerships with local colleges and universities. Depending on the program and skill sets involved, training locations could include a community college, technology center, or an actual business site. Some programs give priority to companies of a certain size, targeted industries, firms that export their products, or companies that locate in brownfields or enterprise zones.

In Florida, Workforce Florida administers the Quick Response Training (QRT) program, a customer-driven training program for employees of a new or expanding business. Workforce Florida also administers the Incumbent Worker Training (IWT) for existing employees. These programs offer grants to offset costs that companies occur for customized training of its employees. Additionally, universities, colleges and other worker training services throughout the region offer general skills training for the labor force.

3.1.6 Developer Fee Waivers or Reductions

Developer fees, in the form of proportionate fair-share, impact fees, mobility fees, and other fees (utility connection, fire services, schools, parks and recreation, etc.), can be added up to a significant sum with the potential to affect the financial feasibility of a project. Each jurisdiction fees will differ, depending on local rules and regulations.

Some communities reduce or waive these fees as an incentive for developers or businesses that meet certain criteria. These criteria can be location-based, such as developing within a station area, or based on performance or other quantifiable criteria such as number of new full-time equivalent employees hired, percentage of hires meeting certain specified salaries, number of new employees living within a certain distance from their employment, etc. Nationally, some businesses have made the commitment to reinvigorate certain areas by providing down payment or other assistance to those employees who purchase homes within certain specific areas.

Reductions or waivers of fees can be for an entire jurisdiction or for a particular zone. Currently, several jurisdictions in the TBARTA region reduce or waive impact fees as an inducement for development. Some of these reduction/waiver programs are for all developments and some are for businesses that create jobs at a certain wage level, those that build in a core improvement area, or those that qualify as a targeted industry. Many jurisdictions do not waive certain impact fees, such as fees for utilities, fire, police, schools, or libraries.

It will be critical for local jurisdictions to consider how these legacy incentive programs will potentially impact the changes in local market dynamics that will occur with the introduction of TOD. These incentives can be modified for TOD by restricting geographic areas in which they apply or providing new criteria which must be met to qualify (providing that a rational relationship can be found between those criteria and the fee reduction being sought).

Fee schedules can be based on the impact of the development on public facilities, rather than on level of service and type of use. A sliding scale for developer fees can be implemented, whereby those developments that have lower impacts on public facilities, such as those that are projected to have lower trip generation rates, pay proportionately lower impact fees. In some jurisdictions, Tax

Increment Financing (TIF) funds are used to further offset impact fees, permitting fees, utility connection fees, and stormwater fees for developers.

Roadway level of service standards can also be reduced or eliminated for TOD projects. Jurisdictions can amend zoning standards or parking requirements for particular stations as economic development tools to incentivize development within a particular area. Waivers or reductions in fees can help make TOD projects financially feasible for developers and provide local jurisdiction with an opportunity to direct development to desired areas. State and local policies may need to be revised to allow such waivers or reductions, depending upon the specifics of the program being contemplated. Additionally, these programs may not be appropriate for all areas or levels of government.

3.2 FEDERAL AND STATE PROGRAMS

A number of federal, state and local programs exist that can be used to encourage and facilitate TOD within station areas. Not all station areas will qualify for the programs listed.

3.2.1 Community Redevelopment Areas

Community Redevelopment Areas (CRAs) are established under the guidelines of the Community Redevelopment Act in Chapter 163, Florida Statutes. A CRA is a designated area or district in need of rehabilitation, as defined by certain criteria to indicate a blighted area; an area with a shortage of affordable housing; and/or a coastal or tourist area that is deteriorating and economically distressed.

Each of these areas has a specific meaning as defined by Florida Statutes. The local jurisdiction must designate this area as appropriate for community redevelopment. The formation of a CRA means dedicated resources are accumulated and designated for rehabilitation efforts within the area.

Once a CRA has been designated, a Community Redevelopment Agency is formed and a Community Redevelopment Plan is prepared. A board of commissioners – appointed by the jurisdiction's governing body – oversees the Community Redevelopment Agency who is responsible for monitoring and implementing the Community Redevelopment Plan. The Community Redevelopment Plan must conform to the local government comprehensive plan; be sufficiently complete to include proposed redevelopment, land acquisition, demolition of structures, rehabilitation, and land use and zoning changes; and provide for the development of affordable housing or explain why it is not included in the plan.

The Community Redevelopment Agency is authorized to issue revenue bonds to finance community redevelopment activities. A redevelopment trust fund may be established for the CRA. In Florida, the trust fund many times funded through TIF as described in Chapter 7. Florida Statutes also specifies policies for funding a trust fund through a TIF.

The money in the trust fund must be consistent with and used for purposes as specified in the Community Redevelopment Plan. These purposes include: administrative and overhead expenses incurred when implementing the plan; planning, surveys, and financial analysis associated with the plan; acquisition of real property; clearance and preparation of a redevelopment area or relocation of residents; repayment of principal and interest for debt; the development of affordable housing; and the development of community policing innovations.

Many CRAs offer grants and no- or low-interest loans for businesses and residents in the CRA. Other uses of TIF funds are to make infrastructure improvements, pay impact fees as encouragement for new development, or provide architectural services for enhancing local businesses.

While only a limited number of station areas may qualify as CRAs, this is an opportunity worth considering. Older developed urban areas could receive much-needed attention through planning, dedicated funding, investments and community revitalization. Even with dedicated resources and the planning process, complete revitalization and plan implementation often takes a long time, as large amounts of funds are not always available at one time.

3.2.2 Enterprise Zones

Enterprise zones are designated geographic areas targeted for economic development. Economic development incentives are offered for businesses expanding or locating in the boundaries of these areas. There are eight existing enterprise zones in the TBARTA region. Communities around the U.S. offer a variety of incentives within enterprise zones. Enterprise zones typically offer several subprograms based on creating jobs, hiring employees who live in an enterprise zone, purchasing business equipment and materials, purchasing building materials, and making donations to community development projects in an enterprise zone. The criteria for each type of incentive vary and include type of industry, the number of jobs created, and average wages. These incentives come in the form of credits or refunds on sales and use tax, corporate income tax, and property tax. Some jurisdictions also offer companies in an enterprise zone specialized low-interest loans for building and site acquisition and machinery and equipment purchases.

Enterprise Zones may offer an opportunity to guide development into station areas and benefit companies with refunds and credits to make expansion or relocation more feasible. The weakness of Enterprise Zones seems to be low participation by businesses and a limited effect on job creation. This may be the result of a complicated application process, the fact that businesses who are not corporations do not qualify for the incentives, hiring part-time employees does not qualify, and thresholds for sales and use tax refunds are too high to allow small businesses to be eligible.

3.2.3 Community Development Financial Institutions Fund

Established under the Riegle Community Development and Regulatory Improvement Act of 1994, the Community Development Financial Institutions (CDFIs) Fund was created to revitalize economically distressed communities through economic development, affordable housing, and financial products and services. In achieving this aim, the CDFI Fund invests and assists CDFIs, which can take the form of credit unions, depository institutions/holding companies, loan funds, and venture capital funds that target low-income communities. The CDFI Fund provides assistance through several programs, including the CDFI Program, the New Markets Tax Credit Program, Bank Enterprise Award Program, Capital Magnet Fund Program, and Financial Education and Counseling Program.

Under the CDFI Program, the CDFI Fund provides two types of monetary awards to CDFIs:

- Financial Assistance (FA) awards: FA awards can be equity investments, loans, deposits, or grants. Certified CDFIs can be awarded up to $2 million, which can be used for financing capital, loan loss reserves, capital reserves, or operations. This award leverages private capital by requiring a one-to-one match from non-federal funds of the same type as the award.
- Technical Assistance (TA) awards: TA awards are grants of up to $100,000, which are awarded to certified CDFIs and other established organizations seeking certification. The grants can be used for a variety of purposes, including the purchase of equipment, materials and supplies; consulting or contracting services; salaries and benefits for personnel; and staff or board member training.

CDFIs can use these awards to achieve a variety of goals including economic, business and job development; development of affordable housing and homeownership; and the creation of financial services, including banking services, financial literacy programs, and alternatives to predatory lending.

3.2.4 Economic Development Transportation Fund

Enterprise Florida, Inc. (EFI) administers a grant program titled The Economic Development Transportation Fund, commonly referred to as the "Road Fund." This program is an incentive tool designed to alleviate transportation problems that adversely impact a specific company's location or expansion decision. The elimination of the problem must serve as inducement for a specific company's location, retention or expansion project in Florida, and create or retain job opportunities for Floridians.

Up to $2 million may be provided to a local government to implement the improvements. The actual amount funded is based on the cost of the necessary improvements and is limited to $5,000 per job created and/or retained. A waiver of the per-job limit may be granted if the project is located in an area experiencing severe economic distress. Local government bodies which exercise maintenance jurisdiction over the proposed transportation facility must submit the application. Eligible projects must address transportation problems that adversely impact a company's location or expansion decision.

The unit of government who will own and be responsible for maintenance of the transportation improvement must apply to Enterprise Florida and have approval of funds for its transportation project prior to the final decision of the company on whose behalf the application was made. In order for the application to be considered, that company must estimate and disclose certain information, including: the capital investment it intends to make in the facility; the number of permanent full-time jobs to be created and/or retained at the facility; and the average hourly wage, excluding benefits, for the new and/or retained permanent full time jobs.

3.2.5 Florida Main Street Program

Throughout Florida there is a growing interest in improving the appearance and economic stability of historic downtown business districts. In many communities the main street is in a serious state of decline. The Florida Main Street Program aims to provide solutions to the problems of deteriorating building stock, loss of business, and the waning economic strength of downtowns.

The National Historic Preservation Act of 1966 mandates that every State Historic Preservation Office provide technical assistance to local governments, organizations and individuals. The Florida Main Street Program is one of the methods that the Bureau of Historic Preservation with the Florida Department of State meets the requirement. This mandate is reflected in Chapter 267 of the Florida Statutes, which specifically mentions the Main Street Program as a method for the Division of Historical Resources to provide technical assistance.

There are many reasons for a community to actively encourage the revitalization of the downtown. An economically healthy downtown:

- Builds a positive image for the community;
- Reflects a community's confidence in itself and its future;
- Creates job opportunities;
- Attracts new industry and strengthens service and retail job markets;
- Saves tax dollars;

- Stabilizes and improves the area's tax base, and protects the investment already made in downtown infrastructure;
- Helps to control sprawl;
- Preserves the community's historic resources; and
- Enables property owners to maintain historic commercial buildings and preserve an important part of the community's heritage.

While the number of station areas that may qualify for the Florida Main Street Program is limited, local jurisdictions can assess station areas for possible qualification given the shared goals of TOD and the Main Street Program.

3.3 FEDERAL TAX CREDITS

3.3.1 Historic Structure Tax Credits

The U.S. Department of the Interior and the Department of the Treasury jointly administer the Federal Historic Preservation Tax Incentives program in partnership with the State Historic Preservation Offices. The tax incentives program promotes the rehabilitation of historic structures of every period, size, style, and type. There are two mutually exclusive tax incentives for preservation, established by the Tax Reform Act of 1986 (PL 99-514; Internal Revenue Code Section 47 [formerly Section 48(g)]):

- A 20% tax credit for the certified rehabilitation of certified historic structures, which may include buildings built after 1936; and
- A 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.

Historic Structure Tax Credits can attract private investment to historic cores of cities and towns, increase property values, encourage tourism, and create new jobs. They also act as a reward for private investment in the rehabilitation of historic properties, which can contribute to the identity of the community.

While a limited number of station areas in the TBARTA region may have structures that qualify, the opportunities for placemaking that come with the rehabilitation of historic structures can be a major factor in the success of TOD. Renovations of historic structures are typically more costly than other options (including in some cases new construction). The process of applying for tax credits may be cumbersome, acting as a disincentive in the utilization of this program.

Florida offers a similar program which provides: criteria establishing what buildings qualify for the credit; standards to ensure that the rehabilitation preserves the historic and architectural character of the building; methods for calculating the value of the credit awarded; a minimum amount, or threshold, required to be invested in the rehabilitation; and mechanism for administering the program, generally involving the state historic preservation office and, in some cases, the state department of revenue or the state department of economic development.

3.3.2 New Markets Tax Credit Program

Through the Community Development Funding Institutions Fund (CDFI), the New Markets Tax Credit (NMTC) Program provides federal income tax credits for qualified equity investments in designated Community Development Entities (CDEs). CDEs are domestic corporations or partnerships that serve as an intermediary entity in the provision of loans, investments or financial counseling in low-income communities. After receiving qualified investments, CDEs in turn must use this to provide investments to low-income communities. The investor receives a tax credit equal to 39% of the investment, which is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a tax credit equal to 5% of their investment, which increases to an annual rate of 6% for the remaining four years (for a total of 39%).

The NMTC program has a number of potential advantages. The awarded money stays within the community, and provides greater access to more loan and financial opportunities. It specifically targets economically disadvantaged communities, and promotes business development which improves the local economy. Potential disadvantages of the NMTC program include the requirement that communities come up with initial funding (under the Financial Assistance award program), difficulty in tracking failed or incomplete projects, and dollar amounts awarded may be too small to be effective in some communities.

3.3.3 Brownfields Tax Incentive

Brownfields are vacant, abandoned, or underutilized commercial or industrial lands that have, or are perceived to have, a hazardous substance, pollutant, or contaminant. Many communities offer incentives to businesses that locate in these areas. Incentives typically consist of job creation tax refunds, assistance for environmental assessments, environmental remediation assistance, building materials/sales tax credits, or lender and end user liability protection. In some cases brownfields are also located in an enterprise zone; thus companies may qualify for incentives under both programs.

There are numerous financing options for brownfields, including the US Environmental Protection Agency and the US Department of Housing and Urban Development (HUD). Some of these options are:

- Area-Wide Planning Pilot Program provides grants for developing an area-wide plan for brownfields;
- Assessment Grants fund inventory, assessment, and planning and community involvement;
- Revolving Loan Fund Grants provide low interest loans for cleanup activities;
- Cleanup grants provide funding for cleanup activities;
- Environmental Workforce Development and Job Training Grants fund recruitment and training for predominantly low-income and minority, unemployed and under-employed residents of solid and hazardous waste-impacted communities;
- Training, Research, and Technical Assistance Grants to facilitate brownfields revitalization; and
- Targeted Brownfields Assessment helps recipients minimize the uncertainties of contamination often associated with brownfields.

HUD offers several different types of funding assistance for brownfields including Community Development Block Grants, Section 108 Loan Guarantees, and Brownfields Economic Development Initiative (BEDI) grants.

These tax incentive programs can be paired with other support programs to maximize their impact. For example, through its “Support for Others” Program, the US Army Corps of Engineers provides technical assistance for assessment, cleanup and redevelopment in areas where the cleanup will improve water quality.

Many station areas may be located in brownfields, providing incentives that can potentially be adapted to support TOD (re)development efforts. Since environmental remediation is expensive, developers are more apt to develop land when it has already been cleaned, thereby reducing the cost to the developer. There are many opportunities that can be realized during the (re)development of brownfields. Many such sites are located near existing infrastructure, which can minimize the need for costly initial infrastructure investments. The cleaning up of browfields also impacts the health of the entire community, and can boost property values in surrounding neighborhoods. Additionally, redevelopment promotes smart growth by utilizing abandoned or underused formerly developed parcels, which also can increase property values and expand the community’s tax base.

Constraints associated with brownfield cleanup include the expense of the required testing, site assessments, and site remediation or cleanup. There can also potentially be a stigma attached to certain cleanup sites that remain post remediation. Concerns as to whether or not a cleanup was adequate, as well as perceived concern for the future health of residents and workers and the overall environment, can potentially dampen market enthusiasm for the development that follows. The risks and fear of contamination can also make lenders reluctant to loan money to brownfields developers.

3.4 STATE AND LOCAL TAX CREDITS

3.4.1 Property Tax Abatement, Deferral or Exemption

An ad valorem tax abatement can be either a reduction (full or partial), deferral (paid at a later date), or exemption (permanent waiver) from property taxes. Abatement are commonly offered for a specified period of time, or phased over a period of time, as an encouragement for developers and businesses to build in a particular location and/or to help offset costs involved in renovating historic structures. Local jurisdictions across the United States are increasingly offering these incentives to landowners meeting certain eligibility criteria. Florida Statutes and other applicable law govern the authority that regulates, however, when and under what circumstances these tools may be utilized is subject to voter approval.

Photo by Cooperative Conservation America.

Supporters of property tax abatement as an economic development strategy believe that the loss in revenues are more than compensated by virtue of the jobs and other gains realized by the expansion or relocation of a business within the area. This topic has been heavily debated in the literature. Ultimately it will be up to each jurisdiction to weigh the potential costs and benefits of each tool and attempt to determine the possibility for its successful implementation within each community. Most jurisdictions do not (and in many cases cannot) abate school taxes, general obligation bond repayments, taxes collected from special taxing units such as water and sewer service districts, or other special tax levies.

Criteria to qualify for abatement varies by jurisdiction, depending upon the amount, type and location of employment they are trying to encourage. The abatement is commonly granted only on new property or the new portion (improvements) of an existing property. The dollar value and the length of time for the abatement are determined by the authoritative decision-maker, such as the board of county commissioners or city council. In some locations, the tax abatement is offered jurisdiction-wide, and in others, the abatement is offered for specified areas, such as a TOD zone, a reinvestment zone, or redevelopment area.

Advantages of offering property tax abatements include: the ability to target relief to certain geographic areas (such as TOD) or businesses; the ability for local governments to contribute to the feasibility of private projects, thereby

making development more likely; the ability for government to offer credit which can help offset the additional costs of providing the pedestrian amenities and other features commonly found within successful TOD. Disadvantages of tax abatement include: deferred tax income to the government entity, or in the case of waivers loss of property tax income (which can be significant since costs to provide services to the new development are not abated); typically requires use of other incentives to attract development since abatements may not significantly contribute to the bottom line (in the case of deferrals) and the magnitude of relief offered may not be sufficient (given the expensive scale of some TOD projects).

3.4.2 Qualified Target Industry Tax Refund

The Qualified Target Industry (QTI) Tax Refund is a tool available to Florida communities to encourage quality job growth in targeted high value-added businesses. Pre-approved applicants who create jobs in Florida receive tax refunds of $3,000 per net new full-time equivalent Florida job created; and $6,000 in an Enterprise Zone or Rural County. For businesses paying 150% of the average annual wage, add $1,000 per job; for businesses paying 200% of the average annual salary, add $2,000 per job. New or expanding businesses in selected targeted industries or corporate headquarters are eligible. If approved, the applicant may receive refunds on the taxes it pays. This includes corporate income, sales, ad valorem, intangible personal property, insurance premium, and certain other taxes. There is a cap of $5 million per single qualified applicant in all years, and no more than 25% of the total refund approved may be taken in any single fiscal year.

In order to participate, a company must apply to Enterprise Florida prior to making a decision to locate to or expand in Florida. In order to qualify for consideration under the program, an applicant is required to:

- Be one of a qualified target industry (in the categories of CleanTech, Life Sciences, InfoTech, Aviation/Aerospace, Homeland Security/Defense, Financial/Professional Services);
- Submit an application before making a decision to locate or expand in Florida, and demonstrate that the tax refund will make a material difference in the company's decision to locate or expand in the community;
- Create at least 10 net new full-time equivalent Florida jobs, and, if it's an expansion project, increase employment by at least 10% (whichever is greater). For a project located in a rural community or an enterprise zone, the net increase in employment may be waived in special circumstances;
- Pay an average annual wage that is at least 115% of the state, metropolitan statistical area, or the local average wages. For a project located in a rural county, rural community, a designated brownfield area or an enterprise zone, the wage requirement may be waived in special circumstances;
- Show that the jobs make a significant economic contribution to the area economy; and,
- Provide a resolution from the city or county commission recommending the applicant for the incentive and committing the community to provide a local match equaling 20% of the tax refund. If located in a Rural County or designated brownfield area, the business may elect to be exempt from the local match and accept a refund equal to 80% of the refund for which they would otherwise qualify.[2]

3.4.3 Capital Investment Tax Credit

The Capital Investment Tax Credit is used to attract and grow capital-intensive industries in Florida. It is an annual credit, provided for up to twenty years, against a company's corporate income tax liability. Eligible projects are those in

2 Enterprise Florida, Qualified Target Industry Tax Refund Incentive Information Sheet, February 2011.

designated high-impact portions of the following sectors: clean energy, biomedical technology, financial services, information technology, silicon technology, transportation equipment manufacturing, or be a corporate headquarters facility. Projects must also create a minimum of 100 jobs and invest at least $25 million in eligible capital costs. Eligible capital costs include all expenses incurred in the acquisition, construction, installation, and equipping of a project from the beginning of construction to the commencement of operations. The level of investment and the project's Florida corporate income tax liability for the 20 years following commencement of operations determines the amount of the annual credit.

3.4.4 Voluntary Cleanup Tax Credit Program

In 1998, the State Legislature in Florida created the Voluntary Cleanup Tax Credit (VCTC) to encourage participants to conduct voluntary cleanup of certain dry-cleaning solvent contaminated sites and brownfield sites in designated brownfield areas. Participants may be private or public entities, but they must meet the eligibility criteria established under Sections 376.3078, 376.30781, and 376.82, F.S, as applicable, and they must enter into either a Voluntary Cleanup Agreement, for dry-cleaning solvent cleanup, or a Brownfield Site Rehabilitation Agreement. Tax credit certificates are awarded by the Florida Department of Environmental Protection from an annual authorization and are valid against Florida Corporate Income Tax.

3.4.5 Brownfield Redevelopment Bonus Refund

The Brownfield Redevelopment Bonus Refund, administered by the Governor's Office of Tourism, Trade and Economic Development (OTTED), is available to encourage redevelopment and job creation within designated brownfield areas. A pre-approved applicant may receive a tax refund equal to 20% of the average annual wage of the new jobs created in the designated brownfield area up to a maximum of $2,500 per new job created. Refunds are based upon taxes paid by the business, including corporate income, sales, ad valorem, intangible personal property, insurance premium and certain other taxes. No more than 25% of the total refund approved may be paid in any single fiscal year. This refund can be awarded in addition to the Qualified Target Industry Tax Refund, discussed in this chapter.

3.4.6 Community Contribution Tax Credit Program

The Community Contributions Tax Credit Program, administered by OTTED, encourages Florida companies to contribute -- in the form of cash, real property, or goods or inventory – to approved community development and affordable housing projects by allowing the company to take a tax credit equal to 50% of the donation on Florida corporate income tax, franchise tax, insurance premium tax, or as a refund on sales tax (Sections 220.183 and 212.05(5)(q), Florida Statutes). The maximum credit awarded can be no more than $200,000 per year. As of this writing, this program has been reauthorized by the State Legislature to run through June 30, 2015.

3.4.7 Sales and Use Tax Credits

Florida grants sales and use tax credits to certain qualifying, job-creating businesses within the state's Enterprise Zones. Businesses located in these areas are eligible for financial incentives that are designed to encourage business expansion and employment of zone residents. As of the writing of this resource guide, 59 Enterprise Zones have been designated in Florida (3 Federal Enterprise Zones, 2 Federal Empowerment Zones, 30 Rural Enterprise Zones and 29 Urban Enterprise Zones).

The amount of credits given is specific to each program and is based upon the type of enterprise zone the business is located within, the value of the wages paid to new employees, and is subject to differing eligibility requirements and limitations. As with many types of tax credits, legislation and rules regulating them can be complex; therefore, it is important that new businesses work with qualified professionals to understand the tax benefits and liabilities of the credits in order to gauge the ultimate benefit of each.

3.4.8 Other Tax Refunds, Exemptions, and Credits

Florida offers tax refunds and exemptions for specified activities to qualified businesses within Enterprise Zones. Among those offered for businesses within Enterprise Zones include an exemption of up to five years on sales tax paid on electrical energy consumption, an exemption from ad valorem property tax for licensed childcare facilities within an Enterprise Zone, property tax credits against corporate income taxes due, sales tax refund of the amounts paid for certain business property which is used exclusively in an Enterprise Zone, and sales tax refunds for a portion of the amount paid on building materials that were used toward rehabilitating real property located in an Enterprise Zone. Specific program regulations, exclusions, qualifications and other requirements are governed by Florida Statues.

3.4.9 Qualified Defense and Space Contractor Tax Refund

The Qualified Defense and Space Contractor Tax Refund is a tool communities can leverage to preserve and grow a high technology employment base. Industries targeted include those in the defense, homeland security or space business sectors. Pre-approved applicants who are located in an Enterprise Zone or rural county and that creating or retain jobs may receive tax refunds of $3,000 per net new full-time equivalent job created or retained ($6,000 in an Enterprise Zone or rural county). For businesses paying 150% of the average annual wage, an additional refund of $1,000 per job is available, and up to $2,000 per job is available for businesses paying 200% of the average industry salary.

4.0 POTENTIAL PARTNERS IN ECONOMIC DEVELOPMENT

Partnerships are critical to successful economic development within a community. Partners may include local jurisdictions, economic development agencies, transit agencies, developers and the general public. For even a single project within a station area, there can be multiple financiers, title-holders, land owners, and other parties involved.

4.1 IMPORTANCE OF PARTNERSHIPS

The potential for successful TOD increases when policies and mechanisms are in place that aid and support the economic development of transit station areas. The formation and development of partnerships are a critical strategy to the planning and implementation of TOD.

4.2 ROLES AND RESPONSIBILITITES

Specific partners in economic development will vary based on the nature of the venture, the location and characteristics of the station, funding mechanisms, and the resources and strengths unique to each potential station area and partner. The roles and responsibilities of all those participating in the partnership can be clearly defined and agreed upon by partners early in the partnership.

While partnerships will be unique to each project and station area, there are a variety of tasks and activities that need to be successfully executed to maximize success. These can include professionals and organizations who act as a clearinghouse and source of information on potential funding mechanisms available and how they interrelate, advocates who are the voice behind the economic development plan and who ensure that political and public support is there when needed (especially when funding is competitive), behind the scenes staff who put together requests for and oversee the disbursement and accounting of economic development funds, and employers/developers who are working to bring a project to fruition.

Partnerships leading up to implementation of SAPs are also important. Local jurisdictions, in conjunction with economic development councils and other industry groups, will need to form early partnerships to explore how existing economic development incentive programs will be kept or transitioned to direct growth and developments into station areas.

4.3 EXAMPLES OF PARTNERSHIPS

The list below is non-exhaustive, and contains only a fraction of known potential partners across the state and within the region. State and regional organizations such as the Tampa Bay Regional Planning Council, Southwest Florida Regional Planning Council, and Enterprise Florida, among others, can be consulted for up-to-date and all-inclusive listings. No comprehensive database of potential economic development

partners exists at this time due to the unique nature of each economic development partnership, which can include an inexhaustible and ever-changing list of employers, industry groups, landowners, developers, etc.

Tampa Bay Regional Planning Council
4000 Gateway Centre Blvd., Suite 100
Pinellas Park, FL 33782
Phone: (727) 570-5151
Fax: (727) 570-5118
Website: www.tbrpc.org

The mission of the Tampa Bay Regional Planning Council (TBRPC) is to provide a forum to foster communication, coordination, and collaboration in identifying and addressing issues and needs regionally. TBRPC brings together governments to coordinate planning for the community's future and provide an opportunity for sharing solutions among the 43 jurisdictions in the Tampa Bay region. Programs, services and products relevant to economic development include: economic modeling and analysis, economic development districts planning, Telework Tampa Bay Program, and the Regional Information Center.

Tampa Bay Partnership
4300 W. Cypress Street, Suite 700
Tampa, FL 33607
Phone: (813) 878-2208
Toll Free: (800) 556-9316
Website: www.tampabay.org

The Tampa Bay Partnership focuses on stimulating economic growth and development in the Tampa Bay. The Partnership works with businesses in the counties of Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, Polk, and Sarasota; and the metropolitan areas of Tampa, St. Petersburg, Lakeland, Clearwater, Sarasota, Bradenton, and Winter Haven to attract relocating businesses and encourage corporate expansion into Florida by offering relocation assistance, commercial real estate services and other support. Incorporated in 1994, the Tampa Bay Partnership has formulated alliances with numerous Florida businesses covering a wide range of disciplines including construction, commercial real estate, financial, and non-profit efforts. The Partnership also works with the chambers of commerce in Tampa, and other cities around the Tampa Bay area. With the financial backing of nearly 160 public and private businesses in the Tampa Bay area, the Tampa Bay Partnership encourages new business opportunities, current business relocation and corporate expansion, better quality of life for residents, and an improved education system. The Partnership's Center for Business Intelligence publishes a Regional Economic Scorecard several times a year.

The Greater Sarasota Chamber of Commerce
1945 Fruitville Road
Sarasota, FL 34236
Phone: (941) 955-8187
Fax: (941) 366-5621
Website: www.sarasotachamber.com

The mission of the Greater Sarasota Chamber of Commerce is to maximize its members' success, the community's competitiveness, and the area's economic strength. The Chamber's vision is to create the best business climate in the United States. Priorities include advancing the Sarasota Tomorrow collaborative partnership, advocating for changes to public policy, and helping to enhance the business climate by providing information and helping members navigate through various bureaucratic channels.

Citrus County Chamber of Commerce
28 NW US 19
Crystal River, FL 34428
Phone: (352) 795-3149
Fax: (352) 795-1921
Website: www.citruscountychamber.com

The Citrus County Chamber of Commerce is a non-profit entity made up of local businesses, all of which pay for membership. The Chamber acts as a voice for business interests in political and public venues, and is often tasked with the job of attracting businesses, investing time and effort into the vitality of the area, and maintaining community-oriented programs. The Chamber's mission is to advance economic growth of the region, promote the interests of the business community, and provide key leadership on commerce issues.

Florida Chamber of Commerce
136 S. Bronough Street
Tallahassee, FL 32301
Phone: (850) 521-1200
Email: info@flchamber.com
Website: www.flchamber.com

The mission of the Florida Chamber is to lead Florida to a new and sustainable economy. Established in 1916 as Florida's first statewide business advocacy organization, the Florida Chamber of Commerce is the voice of business and the state's largest federation of employers, chambers of commerce and associations aggressively representing small and large businesses from every industry and every region. The Florida Chamber works within all branches of government to affect those changes set forth in its annual Florida Business Agenda, and which it views as critical to Florida's future. The Florida Chamber produces the The Florida Scorecard™ and the Six Pillars™ 20-year Strategic Plan.

Tampa Downtown Partnership
400 N. Ashley Drive, Suite 2125
Tampa, FL 33602
Phone: (813) 221-3686
Fax: (813) 229-1328
Website: www.tampasdowntown.com

The Tampa Downtown Partnership is a private, not-for-profit 501(c)(6) organization. It is a membership organization comprised of companies, organizations and individuals with a common goal of advancing downtown Tampa. It strives to improve the collective downtown community, to be an active conduit of information and resources, to promote a shared vision for Tampa's downtown, and create and implement the plans that support that vision. Through an annual contract with the City of Tampa, the Tampa Downtown Partnership administers the Special Services District. In addition to Tampa's Downtown Guides and Clean Team, the Tampa Downtown Partnership works to promote downtown through a multitude of initiatives.

The Florida Council of 100
102 West Whiting Street, Suite 200
Tampa, FL 33602
Phone: (813) 229-1775
Fax: (813) 229-6560
Website: www.fc100.org
Email: info@fc100.org

The Florida Council of 100 is a private, nonprofit, nonpartisan organization that derives its revenue entirely from membership dues. It was formed in 1961 at the request of Governor Farris Bryant to provide advice to him on key Florida issues from a business perspective. The Council has continued that advisory role to the Governor over the years, and today exists to promote the economic growth of Florida

and improve the economic well-being and quality of life of its citizenry. The Council was the first of its kind in the United States, and works in close harmony with the Governor, the Chief Justice, the State Legislature, as well as with private organizations, to achieve quality of life improvements for the people of Florida. CEOs invited into the Council represent a cross-section of key business leadership in Florida.

Hernando County Office of Business Development
15800 Flight Path Drive
Brooksville, FL 34604
Phone: (352) 540-6400
Fax: (352) 754-5361
Website: www.hernandobusiness.com
Email: obd@hernandocounty.us

The Hernando County Office of Business Development offers a variety of services designed to support economic development within the County. Services include site location assistance, site development information, research and information, workforce information and training, economic development grants, tax-exempt bond finance for manufacturers, financing and incentives, demographic information, governmental point of contact and coordination, enterprise zone promotion and administration, and strategic and long-range planning for business development.

Pasco County Economic Development Council
16506 Pointe Village Drive, Suite 101
Lutz, FL 33558
Phone: (888) 60-PASCO or (888) 607-2726
Website: www.pascoedc.com

The Pasco County Economic Development Council (EDC) is a public-private partnership comprised of dedicated business leaders working with Pasco County government to promote Countywide economic development. By coordinating state, regional and local resources, the Pasco EDC offers businesses an array of services designed to maximize their success. The Pasco EDC assists companies in planning for expansions or relocations to the County. The Pasco EDC hosts a variety of programs including business training, disaster planning, business and supplier networking, and a microloan program, among others.

Pinellas County Economic Development
13805 58th Street North, Suite 1-200
Clearwater, FL 33760
Phone: (727) 464-7332
Fax: (727) 464-7053
Website: www.pced.org

Pinellas County Economic Development works with existing business to encourage expansion and seeks to attract new companies with high-wage careers to Central Florida's Gulf Coast. Through investment tools, professional courses and business counseling sessions, trade missions to open new markets, as well as local, regional and statewide partnerships, Pinellas County Economic Development fosters a pro-business climate in Pinellas County.

Central Economic Development Center, Inc.
1301 6th Avenue West, Suite 401
Bradenton, FL 34205
Phone: (941) 744-2984
Fax: (941) 744-2988
Website: www.cedcflorida.org

The Central Economic Development Center (CEDC), Inc. is a 501(c)(3) corporation that was organized in July, 2007 under the laws of the State of Florida. The CEDC was formerly a part of the Central Community Redevelopment Agency. The Center was separated from the Agency to enable it to serve a larger client base, with a target market of low to moderate income individuals. The mission of the Center includes combating community deterioration and its causes by

assisting the development and growth of small businesses, providing business related training and workshops, and developing an environment conducive for businesses locating within the community.

5.0 CASE STUDIES

The Case Studies summarized below are offered for informational purposes only. Readers are encouraged to pursue additional research or contact the cities or counties if further information is needed.

5.1 TOD-RELATED CASE STUDIES

5.1.1 Charlotte, North Carolina

Extending roughly 10 miles south from Charlotte's downtown (known locally as Uptown), the LYNX light rail Blue Line has seen significant investment in TOD around its stations even before operations began in late 2007. According to a study from the University of North Carolina (UNC) at Charlotte, an estimated $1.87 billion has been invested in development along the corridor, including significant retail, office, residential, and mixed-use developments. Between 2005 and 2009, approximately 9.8 million square feet of new development occurred along the corridor. Although other factors have contributed to this development, including strong employment growth in the 2000s and the corridor's close proximity to Uptown, the light rail project has played a significant role in attracting investment and shaping growth in the region.

Photo by Charlotte Area Transit System, City of Charlotte.

5.1.2 Denver, Colorado

In March 2009, the City of Denver received a $2.25 million grant from the MacArthur Foundation as part of its national $150 million initiative, Window of Opportunity: Preserving Affordable Rental Housing. The City used the grant to establish the Denver Transit Oriented Development Fund. The purpose of the fund is to conduct strategic property acquisition in current and future transit corridors, in order to support the creation and preservation of more than 1,000 affordable housing units.

The partners in this effort are investing in real estate around proposed transit stations to preserve affordable pricing before the light rail is fully operational and land prices rise. This is a revolving fund that will make up to $25 million in capital available to purchase and hold sites for up to five years in anticipation of new transit stations. It is anticipated that the $25 million investment will create construction and permanent jobs for many of Denver's lowest income neighborhoods and leverage more than $100 million in local economic development activity. Low-income households that spend a high proportion of their income on housing and transportation will also benefit from the fund with affordable housing close to transit.

Since the fund became available in April 2010, two properties have been acquired with two more properties under contract. The partnership has also used Neighborhood Stabilization Funds to leverage the TOD fund and rehabilitate an apartment complex and acquire three parcels around transit stations. The Denver Office of Strategic Partnerships

has combined $2 million of its Xcel Energy Franchise funds with contributions from the Office of Economic Development to make up the City's investment in the top loss position in this fund.

5.1.3 Gresham, Oregon

The state allows local jurisdictions to designate a Vertical Housing Development Zone (VDHZ) with the intent of encouraging mixed-use higher density. The VDHZs are determined based on proximity to a transit station, TODs, and core areas of urban centers. Developments in these VDHZs qualify for tax abatement for a period of 10 years, if they have a multiple-story building, include both residential and nonresidential uses, and construct or rehabilitate each building in the project. The tax abatement is 20% for one floor of housing, 40% for two floors of housing, 60% for three floors of housing, and 80% for four or more floors of housing. Gresham established a broad VDHZ that has resulted in more dense and attractive developments than were possible without the program. The developer receives the tax abatement for rental housing, while the abatement is passed to the buyer on for-sale housing. There are also provisions for affordable housing.

5.1.4 Kent, Washington

Kent Station, a contemporary urban village, is located approximately 15 miles south of Seattle at 4th Avenue North and West James Street in downtown Kent in southeast King County. The southeast King County demographics include a trade area population of over 160,000 residents with an average household income of over $91,000; it is one of the strongest trade areas in the region.

Kent Station consists of 530,000 square feet of mixed-use development. It was the City's vision to create a mixed-use destination downtown, alongside its mass transit station. The City envisioned Kent Station as the community's focal point and identity.

Photo by City-Data.

In developing this 18-acre mixed-use development, complete with office retail, entertainment, education, and other amenities, the City made numerous investments in the station area and along the transit line. The City contributed $4 million to Sound Transit (the area's regional transit agency), to construct an 890-stall parking garage at a new transit center in downtown Kent. Commuter rail service from the transit center began in 2001 and connected Kent commuters to downtown Seattle using existing rail lines that run through downtown Kent. In 2002, the parking garage opened. When 14 bus routes shifted to the transit center in 2005, it became a true multi-modal center.

In 1999 and 2001, the City purchased approximately 20 acres of property adjacent to the transit center and parking garage from the Borden Chemical Plant. Using a Federal Community Development Float Loan to help purchase the property, this acquisition allowed the City to manage the redevelopment and select a developer with a shared vision.

The City funded the environmental review and assessment process and in July 2002, the City Council adopted a "Planned Action Ordinance" that outlined the environmental mitigation required as part of the site development. The City invested an additional $2.2 million in infrastructure improvements that included environmental cleanup of the

soil beneath the former chemical plant and construction of a street through the project site.

The City received two grants to help build the infrastructure:

- $900,000 in federal transportation funds, and
- $900,000 in state economic development funds.

Kent Station was designed and constructed in phases. Phase 1, completed in November of 2005, includes a 14-screen AMC Theatre, a branch campus of Green River Community College, an assortment of restaurants and cafés, and a diverse mix of national and local retail and service merchants. Phase 2 added women's fashion and other retailers, including Coldwater Creek, Ann Taylor Loft, Panera Bread, Games Work Shop, See's Candies, Qliance, H&R Block, Road Runner Sports, among others. Phase 3 provides residential live/work lofts and Phase 4 added to the Green River Community College extension with additional retail.

Through the City's investment of $17 million and private development, Kent Station has become a thriving community, creating 500 jobs and a mixed-use city center with residential, services, and retail. The City is counting on long-term return on its investment from a substantial tax revenue increase.

5.1.5 Los Angeles, California

NoHo Commons is the largest transit-oriented, mixed-used development in Los Angeles' San Fernando Valley. Started in 2001, the $375 million project represents a significant effort by the City of Los Angeles to revitalize North Hollywood and construct a transit-oriented development within walking distance of the North Hollywood Metro and Orange Line station. A primary goal of Los Angeles Mayor Antonio Villaraigosa, City Councilmembers, and leaders from the Community Redevelopment Agency Los Angeles (CRA/LA) was to stimulate the economy and create jobs by attracting

Photo by Feculent-Fugue.

new investment to the City. At the time of the redevelopment plan adoption in 1979, the project area contained the following blighting conditions:

- Structural deterioration and environmental and land use conflicts that deterred significant investment;
- High population density and overcrowding;
- Incompatible land uses or shifting of uses;
- Defective design of physical construction combined with increasing age, obsolescence, deterioration, and dilapidation; and,
- Inadequate public infrastructure and public facilities.

The three-phase, 743-acre North Hollywood Redevelopment Project Area includes an operating mass transit station, occupied offices for the Academy Awards, and has multifamily housing. The CRA/LA provided funding for NoHo Commons.

Phase 1 of NoHo Commons contains a 438-unit mixed-income apartment complex, and Phase 2 features 292 units of loft and live/work rentals, 60,000 square feet of retail and commercial space, and 200,000 square feet of office and cinema space. Phases 1 and 2 were completed in 2006 and 2007, respectively.

Phase 3 includes a six-level, above-grade, 766-space parking structure and a 182,000-square-foot office tower with 42,000 square feet of retail and restaurant space. This phase also relocated and restored Phil's Diner, a 1920s historic railroad car-styled restaurant and a 30,000-square-foot, seven-screen Laemmle Theatres cineplex. Situated on about 4 acres and designed to take advantage of nearby mass transit, Phase 3 is located across the street from the North Hollywood Metro Red Line subway station and a block from the Orange Line bus system.

The Valley Jobs Coalition, a coalition organized by Los Angeles Alliance for a New Economy (LAANE) negotiated a Community Benefits Agreement (CBA) with the developer that prioritized job opportunities for local residents. The CBA requires that 75% of the jobs pay a living wage; a child-care center;, and first source hiring (meaning that new or expanding businesses first try to hire local residents for construction or permanent jobs). When the developer recruits a new commercial tenant, the tenant is informed about the hiring process, and LAANE brings 100 qualified applicants for hiring. About 80% of the tenants use the first source hiring system. A community college provides worker training for employees at NoHo Commons.

During groundbreaking celebrations in March 2008 for the third and final phase of NoHo Commons, Los Angeles Mayor Antonio Mayor Villaraigosa described the project as the "best in smart, transit-oriented growth and will play a leading role in North Hollywood's resurgence and the Valley's revitalization."

5.1.6 New Jersey

Under the Urban Transit Hub Tax Credit Program, eligible recipients receive tax credits on corporate business tax, insurance premiums tax, or gross income tax liability in an amount up to 100% of the qualified capital investments made within an eight-year period. The Urban Transit Hub Tax Credit Program requires developers or owners to make a minimum $50 million capital investment in a business facility located in one of nine designated urban transit hubs, and must employ at least 250 employees. Tenants must occupy space in a qualified business facility that represents at least $17.5 million of the capital investment in the facility and employ at least 250 full-time employees in that facility. Mixed-use components are part of the "qualified residential project" definition.

The Business Retention and Relocation Assistance Grant Tax Credit Certificate Transfer Program allows unprofitable businesses in the state who were previously issued tax credits, but are no longer able to use them because of losses, to sell those unused credits at a percentage of their total value. The company must prove it is not able to use the tax credits in the year that they were issued. This helps the unprofitable company to raise cash to buy equipment or facilities or other approved expenses.

5.1.7 Orange County, Florida

Since 2005, Southeast Orange County's "Innovation Way" has been envisioned as an economic development corridor that will retain and enhance high-technology, high-value jobs and businesses in the region. The Innovation Way corridor, linking the University of Central Florida to the Orlando International Airport, includes a high density mixed-use development plan that promotes economic growth and job creation around regional economic and biotechnology assets. Innovation Way is envisioned to accommodate a major hub for transit service, fixed route service and/or park and ride facilities. The high concentration of employment within the plan makes it a viable area to introduce transit when the appropriate employment density is reached. The goal is for development of high-quality town centers and adjacent villages that balance housing, employment, and community amenities. Performance standards are

proposed to encourage the use of non-auto travel modes. All internal roads will accommodate either on-street or off-road bicycle facilities and all village and neighborhood roadway facilities will be designed as urban curb and gutter sections with pedestrian sidewalks on both sides of the road. Several components of the Innovation Way vision have been implemented or are in progress, including new expressway interchanges, Orange County Comprehensive Plan changes, and a brownfield designation that promotes economic incentives and investment.

5.1.8 Phoenix, Arizona

The City of Phoenix community and economic development, finance, neighborhood services, and housing and equal opportunity departments united to create the independent, nonprofit corporation, Phoenix Community Development and Investment Corporation (PCDIC), which became a certified CDE. The City also garnered strong support for the program from financial institutions, commercial developers, and large corporations that commonly do business with the City. In 2003, Phoenix received $170 million in equity, the largest single allocation of tax credits. The PCDIC also encouraged strong public engagement as a way of encouraging participation in the program. The PCDIC is targeting 63 census tracts that are designated as economically distressed with three programs: Business and commercial real estate development loans, small business loans, and venture capital. The goal of the program is to benefit residents in these census tracts with employment opportunities, higher wages, and new community services; they can also ultimately benefit with higher property values and revitalization of blighted areas. Applicants must show the project meets one or more of the following:

- Creates jobs for residents or persons below the poverty level in the designated area;
- Increases wages or benefits for residents or persons below the poverty level in the designated area;
- Targets job creation in areas of severe economic distress;
- Provides services to the designated area;
- Attracts higher income residents to live and work in the urban core;
- Raises local property values; and
- Is committed to remaining in the community long-term.

To make applications stronger for those businesses that do not have a strong financial background, the PCDIC is also assisting small business applicants with business plans, setting up accounting systems, and completing loan applications. The business and commercial real estate development loans subprogram is offered for qualifying retail projects, TOD, and corporate headquarters located in targeted census tracts.

5.1.9 Portland, Oregon

Center Commons

Center Commons is a five-acre residential and retail development that provides housing options for people of all incomes and in all stages of life. The mixed-use, transit-oriented development, located at the corner of NE 60th Avenue and Glisan Street, includes four apartment buildings, 26 townhouses, an onsite day care facility, and a play area for children. The apartment buildings contain 172 units of affordable housing for seniors, 60 affordable family units, and 56 market rate units. Pedestrian pathways from the development lead to the MAX light rail station. The Portland Development Commission (PDC) purchased the property from the Oregon Department of Transportation. “We felt very lucky to find a five-acre site next to a light rail station,” commented a member from the PDC in 1996.

When Portland officials engaged the local communities in the planning process for the Center Commons development, the project was started in 1994. The public influenced development of the project by including a range of housing

types and income levels for the housing, a rental/owner ratio that reflects the neighborhood, the creation of commercial space, and the preservation of several large oak trees on the site.

The master developer was chosen because the company made affordable housing a priority, pledging to build more affordable units than required. To advance the project, the developer was given several incentives:

- Property tax abatement through the City's Transit Oriented Development Tax Abatement Program
- A grant from the Federal Transit Administration (through the Metro Regional Services) for the Transit Oriented Development Implementation Program, which issues grants to developers ranging from $50,000 to $2,000,000 per project;
- A loan from the PDC;
- Federal low-income housing tax credits; and
- Revenue bonds from the Oregon Housing and Community Services.

These incentives made the project a reality and made it more feasible for the developer to provide a higher number of affordable units than required. The condominium townhouses were built primarily for first time homeowners and were made available for sale to both conventional and below-median-income buyers. Prospective, income-qualifying buyers at the Center Commons also received a 10-year transit-oriented property tax abatement from the City of Portland because of the development's proximity to the MAX light rail system.

The Center Commons development project cost approximately $31.5 million and was completed in the fall of 2000. It was the first project in the U.S. to be funded with FTA funds where the property was bought and sold in escrow to achieve a land value write-down.

The Center Commons won the American Institute of Architecture/ HUD, Secretary's Mixed-Use/Mixed Income Development Award and the Governor's Livability, Honorable Mention Award.

Tax Exemption Program

State legislation allows local governments to adopt a TOD Tax Exemption for high density and mixed-use developments. The City of Portland adopted this local program for designated areas of the City on vacant or underutilized sites along a transit corridor whose design encourages residents to use public transit. The exemption is 100% and can be granted for up to 10 years on the residential portion of a project or on the nonresidential portion that provides public benefits. Requirements include:

- Must be new construction, expansions of existing structures, or conversions of nonresidential to residential;
- Minimum of 10 units;
- Rental housing over 15 units must provide affordable units that mirror the unit mix in the project,
- Increase public benefits;
- Project must meet goals of TOD ordinance; and
- Developer must show that the project is financially feasible only with the exemption, and be within ¼-mile of existing and proposed light rail stations.

The City has also established the state Enterprise Zone Program which offers 100% real property tax exemptions for up to five years to industries that make a new capital investment within the boundaries of the zone. Land and existing equipment are not tax exempt; so the local government current property tax revenue does not decrease. After five years, the improvements are taxed at full value. More than 50 firms have taken advantage of the Enterprise Zone program in Portland. Since 1996, this program has leveraged over $1 billion in private investments and has created and retained over 5,000 full-time jobs.

5.1.10 Washington, D.C.

The Skyland Town Center at Anacostia Metro Station in Washington, D.C. is a $125 million TOD that seeks to transform an underutilized retail area into a vibrant, cohesive center of activity. The development is currently underway with build-out plans that include 325,000 square feet of retail space and 468 mixed-income condominium units, apartments over ground-floor retail and single-family townhomes. This project offers lessons about land assembly, which is the process by which tracts of land are pieced together for development or redevelopment.

Unlike its recent success, previous land assembly attempts ended in failure. These failures can be attributable in part to the large number of owners and tenants that controlled the land that is now part of the development; 17 different parcels were controlled by 15 property owners and 30 different tenants. Yet, with the aid of community and government support, the Skyland TOD found success in an equity investment approach for land assembly.

This approach transforms landowners into shareholders in a development entity that acquires ownership of the property as well as the development. The shares are distributed to landowners based on the value of their property, and reflect the market value of the entire project. In this case, the development entity consists of the National Capital Revitalization Corporation (NCRC), a local government development corporation. Acting as landowner, the NCRC selected a developer to undertake development of the assembled properties. The developer then pays NCRC for a long-term ground lease, which in turn funds the equity investors or shareholders, NCRC operating costs, and the debts owed to financial institutions for raising the initial capital needed for the project.

In raising the funds needed for this and other projects, NCRC formed a $150 million equity partnership with Morgan Stanley. Through this process, the shareholders and NCRC formed a limited liability corporation, which reduced risks to both parties. D.C. City Council also approved a $40 million TIF bond for the project. The bond is repaid by taxing surrounding properties within an identified area based on the increased value (from rents or property values) these properties receive from the project. This investment assisted the NCRC in acquiring land, attracting tenants and upgrading infrastructure. NCRC also allocated $36 million in Community Development Block Grant funds to cover pre-development costs.

5.2 NON-TOD RELATED CASE STUDIES

5.2.1 Arizona

The Small Business Capital Investment Incentive (Angel Program) provides tax credits to investors who invest at least $25,000 in qualified small businesses certified by the Arizona Department of Commerce. The program provides tax credits, on a first-come first-served basis, totaling $20 million for the five-year life of the program. Investors can be an individual, limited liability company, partnership, or a corporation. Investors must not own more than 30% of total voting power of the business. Over a three-year period, investors can receive up to 35% of the investment amount in a rural or bioscience company or up to 35% in another qualified business.

5.2.2 Citrus County, Florida

Citrus County uses the annual business license tax revenues to fund economic development programs. The County also funds economic development programs using funds from local banks that contribute to a County economic development fund established under the CRA.

The Citrus County EDC, the Small Business Micro Loan Program, and the Service Corps of Retired Executives

(SCORE) created a Small Business Community Reinvestment Program. These organizations solicited local banks to contribute to a fund that is used for small business loans through the EDC. The program is voluntary; however, many banks choose to participate. This program provides financial assistance to new and existing businesses and business counseling in Citrus County that will have economic benefits for future job growth. The loan program allows for loan assistance up to $10,000 for 36 months.

5.2.3 Clearwater, Florida

The City of Clearwater Downtown (Cleveland Street) CRA funds several grant and zero-interest loan programs for property and business owners within the CRA. These grants are for façade improvements, sidewalk-café furniture, and recruitment of specialty retail stores and restaurants. The Sidewalk Café Furniture Grant Program reimburses businesses up to 75% of the cost of tables, chairs, and umbrellas that are complementary to the aesthetic character of the CRA. Allowable retail stores in the Retail and Restaurant Recruitment Grant Program are gift, home accessories and furniture, clothing, shoes, art galleries, gourmet food. The grant amount is up to $35,000 for retail tenants and up to $50,000 for restaurants for eligible improvements including: electrical, plumbing, air conditioning/heating, interior design, interior doors, windows, and flooring. The grant program requires an equivalent match from the applicant. The Downtown CRA has also used TIF funds to recruit a new business by providing employee parking.

5.2.4 Dallas, Texas

Since the inception of Dallas' brownfields program, the City has cleaned up and redeveloped 1,244 acres of brownfields, leveraged more than $109 million in private investments, and assisted in the creation of more than 1,700 jobs. Highlights of Dallas' brownfields redevelopment program include:

- Building a $34 million multi-family/restaurant development on a property that was contaminated and abandoned for more than nine years;
- Reclaiming a 22.5-acre contaminated property that was abandoned for more than eight years;
- Maintaining 60 jobs, and creating an additional 30 job opportunities when American Pallet Recyclers developed a 26.4-acre property located in an economically-stressed area. This former concrete pipe manufacturing facility had been abandoned for more than eight years;
- Opening the Larry Johnson Recreation Center on a 2.6-acre property after the City removed contamination left by a previous apartment complex on the property;
- Developing an Occupational Training Institute. When complete, the Institute will assist community residents in developing job skills and obtaining employment; and
- Securing more than $1.6 million in Economic Development Administration (EDA) and Community Development Block Grant funding toward the 90-acre McComma's Bluff eco-business park and research center project.

5.2.5 Galveston County, Texas

Gavelston County offers property tax abatement for eligible new or expanding businesses that create or retain at least 15 permanent jobs. Qualifying businesses include manufacturing facilities, research facilities, distribution centers, regional service facilities, regional entertainment facilities, regional office facilities, or other basic industries. Abatement is granted only for the additional value of property improvements or for new facilities that total at least $3 million. Abatement can be extended to the value of buildings, structures, fixed machinery and equipment, site improvements plus the office space, and related fixed improvements necessary to the operation and administration of the facility. All or a portion of the taxes may be abated for

up to seven years at the discretion of the Commissioners' Court. The County participates with municipal abatements. In unincorporated areas of the County, the total proportion of value to be abated is based on the percentage of Galveston County residents hired.

5.2.6 Garland, Texas

Through the collaboration of government and school and business leaders, the Garland Economic Development Partnership (GEDP) was founded. The GEDP staff and other local leaders have visited the top 100 companies in the City of Garland to discuss business needs with the intent of retaining businesses. The outcome is a partnership with Richland College to provide much-needed specialized workforce training.

5.2.7 Hernando County, Florida

Hernando County has four job creation incentives for new and expanding targeted industries. These local incentives are offered on top of the state incentives. Companies that create a minimum of five jobs at a wage that is 100% of the County average wage are eligible for a $2,000 refund per job and $3,000 if in the enterprise zone; those that create a minimum of five jobs at a wage that is 115% the County average wage are eligible for a $3,000 refund per job. Lastly, those companies that create a minimum of 10 jobs at wages of at least 100% of the County average wage have deferred impact and building fees which are forgiven after seven years.

5.2.8 Illinois

Under the Business Location Efficiency Act (35 ILCS, Illinois Statutes), the State of Illinois offers higher tax credits to businesses that are "location efficient." Location efficient is defined as "a project that maximizes use of existing infrastructure, avoids or minimizes additional government expenditures for new infrastructure, and has nearby housing affordable to the permanent workforce of the project, or has accessible and affordable mass transit, or its equivalent or both." New or expanding businesses that are considered location efficient qualify for an additional tax credit up to 10% more than the tax credit for which they are eligible under the state's other economic development incentive program

5.2.9 Lakeland, Florida

The City of Lakeland has established the Economic Development Impact Fee Mitigation (EDIFM) program to encourage quality job growth within the City. The EDIFM encompasses both Build to Suit and Speculative Building Development. Under the Build to Suit, businesses must build a new facility within the City and create a minimum of 10 jobs that pay at least 115% of the County's average annual wage and may receive impact fee mitigation. The amount of the mitigation is 50% for 10-50 jobs, 70% for 51-100 jobs, and 90% for over 100 jobs. Under the Speculative Building, developers or businesses must build a minimum of 70,000 square feet of wholesale/warehouse or manufacturing/ industrial to receive 50% reduction in impact fees when the building permit is pulled. The Mid Town CRA in Lakeland offers zero interest loans in an amount up to $35,000 for new residents to purchase or rehabilitate a home.

5.2.10 Los Angeles, California

The Community Redevelopment Agency of the City of Los Angeles (CRA/LA) formulates and implements geographically-based strategies to achieve reinvestment and revitalization in neighborhoods where the private sector has not been successful in doing so. One CRA/ LA project is the Western-Gage Gateway, a streetscape beautification project involving CRA/LA and City-owned medians near the Western and Gage Avenues intersection.

The CRA/LA contracted for $800,000 with the Los Angeles Neighborhood Initiative (LANI) for construction services related to the project. The project's proposed improvements would transform the vacant and blighted CRA/LA and City medians into greenspace with pedestrian amenities, provide safety improvements to pedestrian and traffic flow, repair and renew the public rights-of-way, and provide additional community aesthetics. Included in the design and implementation of this project is community outreach. The Western-Gage Gateway project will support CRA/LA Strategic Plan Objectives, including creating construction career-path jobs, assisting businesses through public improvements; creating at least two publicly accessible green open spaces in cooperation with the Department of Recreation and Parks; and adopting 14 streetscape plans that improve walkability and the pedestrian environment.

5.2.11 Michigan

Created in 1979, the Local Initiatives Support Corporation (LISC) was organized by the Ford Foundation to financially support community groups, and by 1987, LISC operations in Michigan took root. More recently, LISC has embarked upon a revitalization effort that is in the process of transforming several blighted parcels in an area called Heartside in Grand Rapids, Michigan. Once a thriving center, Heartside has seen significant decline and disinvestment in recent decades. However, through LISC and its Martineau Division-Oaks revitalization project, this trend is beginning to reverse course. Through this project, LISC was able to provide $8.7 million from the NMTC Program, which now boasts Calvin College, its anchor tenant, and four galleries. LISC was able to provide a tailored mix of NMTC equity and debt, as well as other favorable terms, including a below-market interest rate, a longer interest-only payment period, and a higher loan-to-value ratio.

5.2.12 New Orleans, Louisiana

In January 2011, the FTA and the New Orleans Regional Transit Authority signed an agreement, amounting to $45 million in federal economic stimulus funds to build a new, 1.5-mile streetcar line. The project would link Canal Street with the Union Passenger Terminal. The terminal, built in 1954, is currently home to the Amtrak and Greyhound stations.

Rather than routing the new streetcar through communities with existing dense residential populations, the line traverses underused parts of the City. By doing this, the communities along the transit line came to life, spurring development. For example, Domain Companies, a developer that specializes in mixed-use development, announced that 450 new apartments and 125,000 square feet of retail and restaurants would occupy four previously empty blocks. A principal of the company indicated that the desire for the site was due to the streetcar expansion. In addition to the proposed multi-use development, an auto dealership would be converted into a downtown supermarket, and a hotel–the 1,193-room Hyatt Regency New Orleans, which has been empty since Hurricane Katrina–would get a $243 million makeover. The area of this newfound development is called the South Market District.

5.2.13 Pittsburgh, Pennsylvania

The City of Pittsburgh Enterprise Zone program offers many financial benefits that are similar to other state programs. These include tax credits, grants, and loans. In addition, the program also offers Disadvantaged Businesses in an enterprise zone an advantage when bidding on state contracts and priority consideration for resources provided by the economic development council where the investment would help with job creation and economic growth.

5.2.14 San Antonio, Texas

The City of San Antonio Inner City Reinvestment/Infill Policy Target Area (IPTA) identifies target areas that are served by infrastructure and transit, but are underserved from a residential and commercial standpoint. The City and the San Antonio Water System (SAWS) use a combination of incentives to stimulate IPTA investment and create walkable communities. The goals of the program are to increase infill development on vacant lots, redevelopment of underutilized buildings, rehabilitation of existing buildings, and business and community service projects. SAWS reserves $2 million per year for awarding the impact fee waivers. The amount of the waiver ranges from $10,000 to $500,000, depending on the level of capital investment.

5.2.15 San Buenaventura, California

The City of San Buenaventura had very few middle class jobs and a limited industrial base and service sector. Through an analysis of the community's strengths and weaknesses, leaders determined that the City's location between two high-tech hubs, its pool of entrepreneurs and venture capitalists and significant quality of life amenities placed them in a unique position to expand high growth technology sectors. The City created a self-sustaining Jobs Investment Fund (JIF) by using a $5 million loan payoff from the Redevelopment Agency. The fund provides loans or direct investment as capital for new or expanding companies that create high-wage jobs in high-growth technology sectors. As of January 2010, 10 firms have located in there, and in 2008, the City was listed on Forbes magazine's "Small Business list of 100 best places to live and launch a business."

5.2.16 Tucson, Arizona

The Tucson Empowerment Zone provides benefits to businesses and job seekers. To stimulate job growth and promote economic development, the zone provides federal tax credits to businesses as an incentive to locate in and/or hire people who reside there. A business can make $3,000 per year for each employee they hire that works in the zone. The 17 square-mile zone was designated by the U.S. HUD.

6.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

6.1 SUGGESTED READINGS

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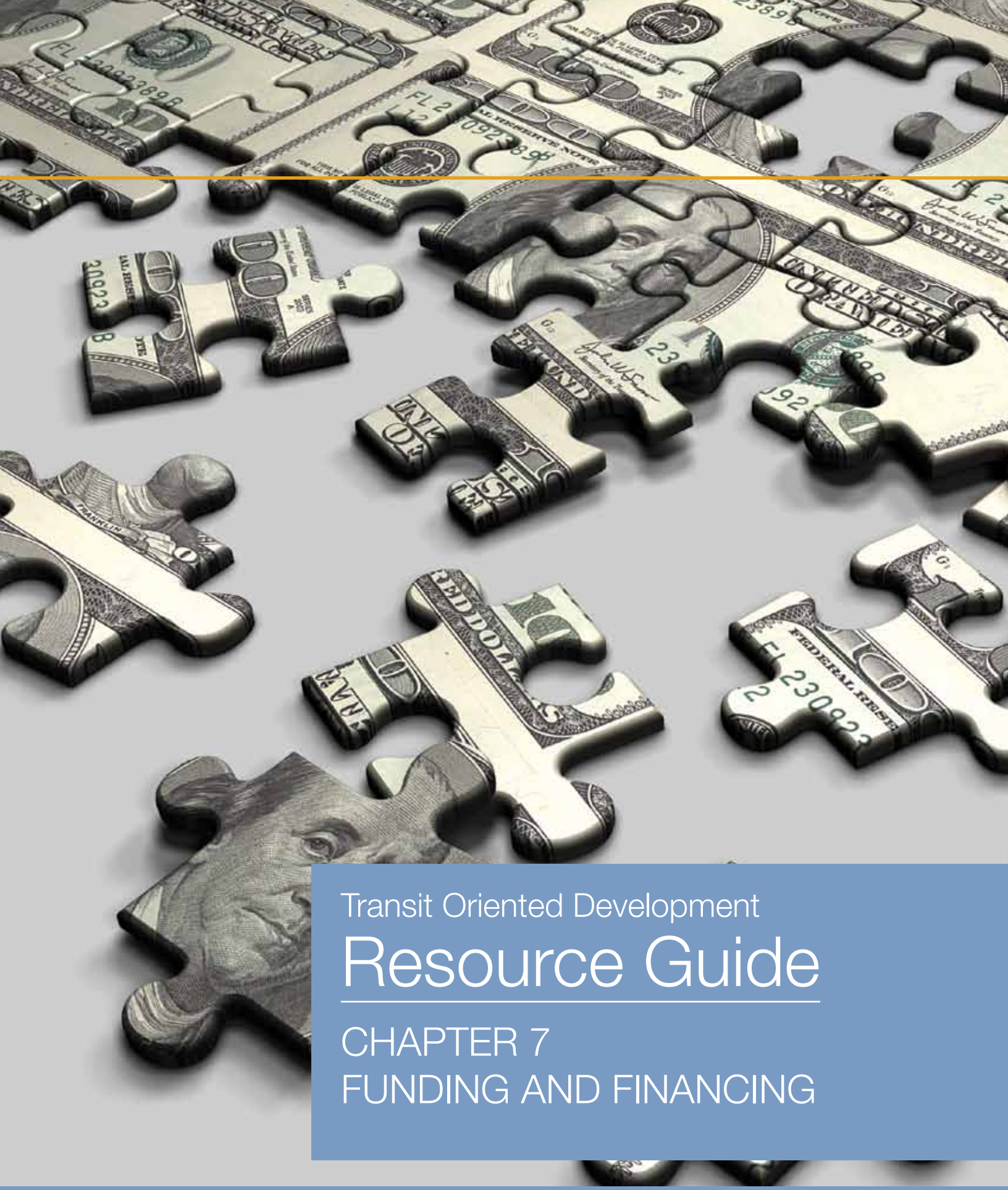
6.2 ADDITIONAL RESOURCES

International Economic Development Council's Economic Development Reference Guide http://www.iedconline.org/

Sponsored by Verizon, the IEDC has produced an online reference guide for economic development to orient newcomers to the field and keep experienced practitioners up to date on emerging trends. The guide covers 28 common terms and topics in the economic development profession. For each category, information is provided about:

- Key terms and definitions related to the topic;
- Current and emerging trends; and
- Hyperlinks to nationally focused resources and specific examples including: nonprofit organizations, private firms, state and federal agencies, and other key funding sources.



Transit Oriented Development

Resource Guide

CHAPTER 7
FUNDING AND FINANCING

FUNDING AND FINANCING

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1.0 INTRODUCTION

Transit Oriented Development (TOD) projects are often complex and involve a high level of uncertainty and risk, so funding and financing of projects often requires diligent research, evaluation of numerous funding sources, leveraging of public and private resources, the active participation of partners, and a lot of patience.

This chapter describes TOD development and funding strategies, common sources of funding and financing, and programs in other regions, states and local jurisdictions. The programs and sources described in this chapter address a wide range of strategies, with new and innovative approaches emerging as the practice evolves in communities across the U.S. Jurisdictions are encouraged to contact program representatives and conduct independent research to obtain the most up-to-date information on strategies under consideration.

Many topics in this Funding and Financing chapter overlap with Chapter 6 Economic Development, so it may be helpful to refer to Chapter 6, as needed.

1.1 WHY IS FUNDING AND FINANCING IMPORTANT?

Local economic development efforts and unique funding and financing arrangements supported through targeted programs and policies can expedite the build-out of TOD and maximize the full range of TOD benefits—economic, fiscal, environmental, and social. TOD projects often have higher costs and risks than traditional development and may involve more complex partnerships, financing and phasing strategies, and entitlement processes than conventional forms of lower-density, single use development. The complexity of TOD and potential difficulties securing financing can lengthen the development process and increase the potential costs. While these additional upfront costs may be captured over the life of a project, careful planning and exploration of a range of approaches is critical to ensure the economic viability of plans and proposal.

1.2 TRANSIT ORIENTED DEVELOPMENT AND FUNDING AND FINANCING

Funding and financing of most TOD projects will typically consist of a patchwork of sources. The financing program should be flexible and respond to market conditions in the community. Bond markets and interest rates can play a key role in the financial viability of TOD projects. High interest rates and a weak bond market could make a TOD impractical if general obligation or other financing is necessary. Gaining support and buy-in from financial institutions is also crucial to securing the necessary financing. Although national and international banks will play a key role in financing TOD, it is important to work with local banks regarding the specific details of what TOD is and how it develops, its economic development potential, and how to best mitigate any fears that could arise from how it differs from development they may currently underwrite.

State and local agencies also play a very important (and challenging) role. In addition to building a funding package for the transit project and/or TOD station area infrastructure and amenities, these agencies also assist private developers with funding and financing programs for their individual projects. Many local governments, regional agencies and states make numerous financing options available to developers. Governmental support can finance funding

gaps, and make the difference between a stalled TOD project and one which is able to move forward.

Direct and indirect public investment is an important element in securing a successful TOD. As public infrastructure can be more efficiently provided to compact development, TOD can generate higher per acre property tax revenues over time than less intensive, urban forms of development. Public investment in TOD can set off a chain reaction in which the initial public investment induces additional private investment. This in turn increases public revenue which can be invested in other community projects or used to retire debt for initial investments.

1.3 HOW THIS CHAPTER WAS DEVELOPED

During several of its meetings, the TBARTA Citizen's Advisory Committee Land Use Subcommittee and the Land Use Working Group discussed funding and financing issues within the TBARTA region. TBARTA's TOD Guiding Principles include several that relate to funding and financing for TOD. Among those relevant to funding and financing are:

- Strive to make TODs realistic, economically viable, and valuable by conducting a location-based market analysis for development projections to identify land use mix and density/intensity of uses;

- Identify implementation strategies that include various mechanisms such as regulatory requirements, incentives, funding, public-private partnerships, joint/shared facilities, environmental remediation, and property aggregation;
- Recognize the need for jurisdictions to work together toward common goals, and commit to mutually beneficial partnerships; and
- Convey how TOD benefits citizens, local governments, the environment, and private entities such as employers and developers, and financial institutions.

Content within this chapter is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources. These sources were selected with the aforementioned guiding principles in mind.

1.4 OPPORTUNITIES FOR AND CHALLENGES TO IMPLEMENTATION WITHIN THE TBARTA REGION

Each jurisdiction in the TBARTA region has different circumstances, from political, financial, socio-cultural, economic, land use, development patterns, and regulatory perspectives. Jurisdictions should assess these conditions and implement funding and financing options or a combination of tools that are best suited for their particular situation. As with many other parts of planning for a community program or project, a one-size-fits all approach is usually less effective.

There are numerous funding and financing opportunities for TOD, but they can be very competitive and challenging to obtain and implement. Communities and agencies across the region should work together to enhance the opportunity for unique funding sources or programs. In many cases, funding and financing will come from a variety of local, state and federal public sources, as well as private sources.

The potential exists for state, county, and city agencies and organizations, as well as the private sector, to work together to accomplish successful TOD.

The potential exists for state, county, and city agencies and organizations, as well as the private sector, to work together to accomplish successful TOD. Regional coordination and cooperation have been challenges in the past; however, TOD offers an opportunity for these groups to form cross-jurisdictional partnerships and work together to implement successful TOD.

TODs are a new approach to development within the TBARTA region. New approaches often require new ways of conceptualizing the planning and implementation of these projects. For new funding and financing mechanisms to operate most effectively, regulatory and policy constraints may require reform may be required at both the state and local levels.

Transportation professionals, agency managers, planners and grant writers are encouraged to look at old funding sources in new ways. Funding sources that have not traditionally been used for development in the past, may meet the criteria and objectives for TOD opportunities. The examples provided throughout this chapter, as well as the case studies provided in Section 5.0, are intended to show the different approaches many communities have utilized to fund TOD programs and projects.

2.0 IMPORTANT TOPICS

The following topics, while not all inclusive of what could be considered important in the discussion of funding and financing, helped to inform the content within this chapter. Additional content is based on case studies, white papers, and best practices from a variety of government, private sector, and academic sources.

2.1 OVERCOMING OBSTACLES TO TOD FINANCING

TOD developers have traditionally relied upon conventional construction and mortgage financing methods. Similar to construction projects involving traditional buildings and homes, banks have historically been the primary source of construction lending. The high cost of financing can present a major obstacle to the construction of TOD. Construction and bridge loans are often utilized during the initial acquisition and during construction of a project. Permanent financing becomes possible when a project develops to a point where it is generating an adequate cash flow to support a permanent loan. Permanent financing may be provided by the same bank that provided the construction loan or by life insurance companies, investment banks or Fannie Mae, to name a few.

Developers face a number of obstacles to financing TOD, since most of these projects are considered to be non-conventional and therefore a higher risk for lenders. Among these obstacles, all of which potentially drives up the cost of developing TOD, includes:

- The mixed-use nature of TOD can be perceived as a risk. This is especially a concern if a proposed use within a vertically mixed-use structure can only be occupied by a certain industry type, or is targeted for an industry which, at the time the loan is obtained, has less existing or forecasted market demand than other uses. Lenders may charge a risk premium, i.e. a higher interest rate or other concession on the loan.
- High carrying costs associated with development delays and regulatory processes.
- The complex nature of TOD can deter certain lenders and be perceived as a risk. Due to the nature of vertically-mixed construction, or even horizontally-mixed construction under one development/ownership umbrella, more complex finance, property transfer, and property management structures are often required. All of these add additional layers of complexity when financial institutions analyze a potential TOD development for risk and rate of return.
- Taller structures often require greater use of steel and other higher cost materials. These materials have historically been subject to large price fluctuations and supply shortages, which can make a project more risky to finance (compared with lower density wood-frame type construction).
- The long-term effects of the economic downturn and foreclosure crisis of the late 2000s. The tightening availability of credit, coupled with general aversion to risk within the financial markets, may make lenders more skeptical of financing TOD within markets that do not have a demonstrated track record of successfully constructing similar types of dense development. Similarly, lending institutions will look carefully at rental, office and residential vacancy rates and costs, in an effort to determine the overall health of the local economy.

Strategies for overcoming obstacles include the following:

- Consider allowing flexibility in entitlement regulations and design guidelines so that vertical mixing-of-uses can respond to financial market conditions and requirements. Overly restrictive guidelines could have a dampening effect on the feasibility of projects and pace of economic development.

- Flexibility in design can result in space that can be more fully utilized regardless of the intended use, thereby allowing TOD to respond more efficiently to market needs.
- Streamlined permitting and zoning pre-approvals can reduce the amount of time developers must rely on bridging and/or construction loans, or otherwise reduce projects costs during a time when the property isn't producing an income. Carrying costs of these loans, as well as the cost of maintaining letters of credit, etc. can account for a significant portion of development costs. Also, streamlining these processes minimizes the amount of time that the property is paying property taxes (but not producing income).
- Communicating the benefits of TOD to local lenders, as well as providing them with examples of successful TOD projects, can increase their willingness to lend outside of their core business areas. Entering into strategic partnerships with experienced firms that have a reputation for designing and constructing TOD can also increase investor comfort levels.

2.2 TYPES OF FUNDING MECHANISMS

Monetary contributions – grants, loans, and guarantees – are funding and financing tools; however, they can also be considered economic development tools. They become incentive mechanisms when an economic development council or local government provides the grant funding, the loan, the loan guarantee, or helps a developer to secure the financing from a private financial institution. As economic development incentives, these tools not only encourage particular developments, but in some cases may be the only thing that makes a project become a reality. These funding mechanisms can be adapted for TOD by giving priority or preference to TOD projects. For more information on specific economic development tools, please see Chapter 6.

2.2.1 Grants

A grant is an award of monetary assistance (or contribution of land or other resources that have a monetary value) that does not have to be repaid. These contributions are given to recipients that meet the particular requirements of the grant program. Grant programs vary widely throughout the country. Most are awarded for a specific project and may require some type of monitoring or reporting. Some grant programs require the recipient to contribute matching funds. Grants can be used to promote economic development in TOD areas by distributing funds to plan, build, remodel, modify, renovate, rehabilitate, or otherwise improve property in the area. While grants are traditionally monies awarded prior to a project, some programs offer the monies as reimbursement to participants after a project is completed. Direct monetary payments from governmental entities to a project or program (absent a formal grant application process) can also be thought of as a grant.

Since grants do not have to be repaid, they are highly desirable. However, they can be very challenging and competitive to obtain due to limited funding. The application process can be lengthy and complicated. Grants usually do not cover the entire funding need, so most recipients have to utilize other funding mechanisms.

Many states have grant programs for various types of developments and infrastructure. The grant programs vary from state to state, with some specifically geared toward TOD and others being more general that can be used to support TOD. For instance, grants for infrastructure improvements can be used to upgrade or install infrastructure for a TOD project. Private grants can also be obtained through foundations, non-profits and other organizations, all with varying requirements for qualification.

2.2.2 Loans

A loan is money lent from a public or private entity to borrowers who are obligated to repay the borrowed money, usually plus interest. Entities can offer a range of direct loan programs that may be used to support TOD projects. These programs may have varying qualifications or levels of public benefit that must be realized. Some programs offer interest-free loans. Revolving loan funds can be established as tools to promote economic development. Loans can provide capital funds to start or sustain a business, construct a building, or for a variety of other purposes. TOD related loan programs differ in what they can be utilized for. Some examples include business development or enhancement, equipment purchase, façade improvements, interior build-out, or rehabilitation.

As private loan underwriting standards and equity requirements have significantly tightened over the last several years, developers have increasingly turned towards public loan programs. These loans can provide gap financing for businesses that are unable to borrow all the necessary money through a private financial institution. Interest rates and loan amounts vary depending on the program, loan purpose, and borrower attributes (such as credit history, collateral, etc.). Offering below-market-rate loans creates great potential for new TOD projects. Examples of loan programs related to funding and financing TOD and related economic development efforts include:

- Small Business Loans;
- Affordable Housing Loans;
- Revolving Loan Funds;
- New Markets Tax Credit Loans;
- Neighborhood Business Revitalization Loans; and
- Property Acquisition Loans.

2.2.3 Guarantees

A loan guaranty is a commitment by a third party, or guarantor, to repay a loan in the event that the borrower is unable to pay. It is assurance to the lender that the debt will be fulfilled. When the prime borrower cannot pay the loan, the guarantor is obligated to pay back the debt.

A guaranty can be offered by governments, economic development councils, or other organizations with sufficient assets necessary to back the loan. Guarantees can be offered for new or expanding businesses that need capital, for

developers that need mortgages or other financing assistance, or a host of other purposes. They are typically utilized when there is some benefit to the guarantor (e.g. a local government may guarantee a private developer's loan through an economic development program in order to stimulate growth in an area or at a time that may be perceived under traditional lending guidelines as a higher risk).

The benefit for the guarantor can come in many forms - economic growth, community enhancements, and an eventual increase in tax revenues, among others. Loan guarantees assist private sector borrowers with securing loans that they may not have been able to get otherwise. They may also benefit the borrower with potentially higher loan amounts or lower interest rates.

2.2.4 Bonds

Bonds are a standard way for government entities and companies to finance public projects and services. When a government or company (the "issuer") issues a bond, it is in essence borrowing money from investors. The bond issuer is obligated to pay interest (typically semi-annually) and repay the principal on a certain date (maturity date). Revenue bonds and general obligation bonds are the two main types of municipal bonds, which differ in the type of collateral that secures the repayments as well as the purpose for which they are being issued. General obligation bonds are backed by the full faith and credit of the issuer (usually a local government). The government secures the debt by leveraging future tax revenue to raise immediate funds. This type of bond is generally used for public projects that serve a large portion of the community. Revenue bonds, on the other hand, are repaid from the revenue generated by a specific project (such as tolls or parking fees). Revenue bonds are used for specific projects that benefit a specific user group who pay use fees or taxes. Many governments pay bond principal and interest using ad valorem property taxes.

Bonds are a strong financing tool because they provide revenue for public projects and have traditionally been viewed as relatively safe investments that can rely on the full faith and credit of the issuer. Governments have the ability to raise taxes to pay off the debt or to borrow more money to repay bondholders. The benefit of borrowing money to pay the debt comes when interest rates decrease and the government can issue a bond at a lower interest rate, saving money and using those funds to repay the original bond debt. Many bonds are tax exempt, and therefore are advantageous for investors.

The downside of issuing bonds is that they can be risky for the issuers and for the purchasers. Revenue bonds are more risky, because if the project for which the bond was used does not generate enough money, there is the potential for the government to default. Delinquent bonds can affect the credit rating of the local government. Additionally, weak bond markets can reduce the amount of money that a local government can expect to see.

2.3 COMMUNITY REINVESTMENT ACT

The Community Reinvestment Act encourages financial institutions to help meet the credit needs of the communities in which they operate by offering equal access to lending, investment, and services, consistent with safe and sound banking operations. In other words, this Act encourages lenders to meet borrowers' needs in all segments of income. The Act was enacted by Congress in 1977 (12 U.S.C. 2901) and implemented by Regulations 12 CFR parts 25, 228, 345, and 563e.

Each institution's record in helping meet the credit needs of its community is evaluated periodically, as required in

the Act. The Board of Governors of the Federal Reserve System, the Federal Deposit Insurance Corporation, the Office of the Comptroller of the Currency, and the Office of Thrift Supervision are the federal agencies that conduct the Community Reinvestment Act examinations. These agencies supervise the depository institutions.

Prior to the Act, bankers often excluded low-income neighborhoods and people of color from their lending, investment, and financial services. This practice, known as "redlining," was coined when community members recognized that banks failed to make loans in some low-income neighborhoods. The services provided were so geographically distinct, red lines were drawn on maps to delineate the practices.

Today, the Act is a tool used by community organizations to help secure loans for home construction, purchase and improvement; for establishing neighborhood businesses and for supporting community institutions. It reduces discriminatory credit practices against low-income borrowers, encourages regulated financial institutions to meet the credit needs of the local communities, mandates compliance through examination of banking practices and approval of new bank branches or mergers, and helps to overcome market failure in low-income communities. Critics assert that the costs associated with the Act include considerable loss in profits, high risk, and regulatory burden. Burdens of the regulatory process may discourage lending institutions from setting up location in low-income areas.

3.0 FUNDING AND IMPLEMENTATION STRATEGIES

3.1 PUBLIC-PRIVATE PARTNERSHIPS

Public-private partnerships (PPPs) are contractual agreements formed between a public agency and a private sector entity that allow for greater private sector participation in the delivery and financing of building and infrastructure projects.[1] Through these agreements, the skills and assets of each sector, public and private, are shared in delivering a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service or facility.[2]

Benefits to the private entity can include the ability to leverage public equity, realize higher returns on investment due to proximity to transit, realize a reduction in costly

1 Federal Highway Administration, United States Department of Transportation, Innovative Program Delivery.

2 The National Council for Public-Private Partnerships webpage, *How PPPs Work*.

parking requirements, and accelerate the project approval process. Benefits to the transit operator or planning agency can include the ability to leverage private equity, accelerated construction schedules, improved quality of life within the community, and optimized infrastructure and public investments. PPPs can come in many forms: long-term lease agreements, joint development agreement, Design-Build-Operate (DBO), Design-Build-Finance-Operate (DBFO), Design-Bid-Build (DBB), and many other forms. Successful PPPs for TOD have been executed throughout the U.S.

Governments provide most of the funding for transit systems, but do not traditionally become involved in real estate development as a main function. Thus, PPPs are an essential component of encouraging TOD in most locations. The public partner makes a commitment to finance, design, construct, and operate the transit system and, as a result, usually must partner with a private developer to finance and develop land adjacent to the transit station.

Each PPP will be different, subject to any number of federal, local, state laws, as well as any requirements desired by the private partner. As such, each PPP proposal must be evaluated on a case by case basis. In Florida, PPPs for transportation projects administered by, or use funds from, the Florida Department of Transportation (FDOT) are governed by, Florida Statutes, including Section 334.30. The Florida State Legislature declared that there is a public need for rapid construction of safe and efficient transportation facilities for the purpose of travel within the State, and that it is in the public's interest to provide for the construction of additional safe, convenient, and economical transportation facilities.[3] Florida law provides that a private transportation facility constructed pursuant to s. 334.30, F.S., must comply with all requirements of federal, state, and local laws; state, regional, and local comprehensive plans; FDOT rules, policies, procedures, and standards for transportation facilities; and any other conditions that FDOT determines to be in the public's best interest.[4]

Successful PPPs have similar characteristics:

- Political and public support;
- An understanding of transportation and land use connection and needs;
- Early collaboration and partnering;
- A detailed development plan;
- A vision for the project shared by all parties;
- Agreement or memorandum of understanding on terms, goals, decision-making, roles, responsibilities, etc.;
- Long-term commitment; and
- Consistent and coordinated leadership.

Although PPPs come with numerous benefits, there are also risks on both sides. Partners should carefully weigh the pros and cons of the project. Organizing early and developing mutually agreeable partnership terms are essential.

Public-Private Partnership Strengths:

- Local governments may be able to reduce costs for both the construction of capital projects as well as the operation and maintenance of services;
- Risks are shared between the partners;
- Flexible framework can encourage innovation, leading to improved levels of transit service and/or other unique benefits;
- Enhances and diversifies potential sources of revenue;
- Increases the efficiency of design and construction activities, through greater flexibility in contracting and procurement, quicker approvals for financing and more efficient decision-making processes; and
- Helps to stimulate private sector development, which leads to increased economic growth and employment.

3 Section 334.30, Florida Statutes.

4 Section 334.30(3), Florida Statutes.

Public-Private Partnership Weaknesses:

- Requires shared decision making, which means neither the public nor private entities have complete control over the process or project;
- Obscures lines of accountability in publically backed projects, potentially introducing political risks (both before and during the project);
- Private sector partners are potentially more vulnerable to labor disruptions and cost increases or other business or financial circumstances that may prevent them from following through with their commitments;
- Requires a more complicated procurement process, requiring additional contract and performance management; and
- Locks the local government and private entities into long-term contracts, which can be extremely difficult and slow to alter should the need arise.

3.2 JOINT DEVELOPMENT AGREEMENTS

Joint development refers to real estate development, usually on a single parcel or city block, where public and private parties come together to implement a project. Often joint development occurs on publicly-owned land. There are many different forms that joint development can take. In some instances the public and private sectors share the risks, costs, and potential revenues of a project. Joint development agreements can take on a variety of forms, including:

- The leasing of land or air rights;
- Negotiated private investments in a transit facility;
- Connection fees for providing adjacent development direct access into a station;
- Concession rights at transit stations;
- Equity partnerships;
- Equipment sharing (such as building air-conditioning systems); and
- Incentive and/or performance based agreements.

Joint development agreements can allow transit agencies or other public entities to capitalize on property owned along a transit corridor, thereby capturing some of the benefits conferred upon lands adjacent to a station. The fees or other income collected from joint development agreements can provide additional revenues for transit authorities and support operation and maintenance activities for stations as well as the transit system. Joint development can also give local governments a stronger voice in how the property is to be developed.

Joint development agreements typically also reduce risk for developers that may otherwise be unable or otherwise hesitant to develop within TOD, especially at the early stages of redevelopment. Additionally, commercial or other entities that engage in these agreements can see increased returns from higher rents and property values, such as with properties that directly connect to stations. Developers can benefit greatly from a public agency donating land for a redevelopment project or selling it to the developer at a below market price. The public agency can provide additional incentives for the publicly-owned land; these can include physical improvements, environmental remediation, installation or upgrades to infrastructure, or the provision of other resources as part of the joint development agreement.

Projects that obtain federal funding are subject to Federal Transit Administration (FTA) criteria established in its "Policy on Joint Development" (72 FR 5788 published on February 7, 2007). The FTA joint development guidelines require projects receiving federal funds to demonstrate: economic and public transportation benefits; revenue generation for public transportation; that the project covers a reasonable share of its costs; the project's relationship to

transit; that the project provides an economic development improvement; the level of private investment; and how the project increases transit effectiveness.

Joint development works best when a transit agency or governmental entity owns land that can be used to leverage private investment. A public entity can accept lower than market value land costs or leases in exchange for other revenues or benefits, which can make a project more financially feasible for developers. The most successful joint development projects are ones that involve cooperation between the developer, transit agency, and other local agencies and jurisdictions to find creative ways to leverage resources and maximize the value of public transportation investments.

Many transit agencies prefer to lease the agency-owned land rather than sell it because it gives them control over the land use and a continual revenue source. Conversely, other transit agencies sell the land when they need upfront funds to pay for a particular need. Joint development agreements may be a cost sharing agreement, a revenue-sharing agreement, or a combination of the two. Cost-sharing agreements usually involve cooperation to pay for infrastructure that helps to integrate transit with surrounding development. Revenue-sharing agreements distribute the revenues that result from development among joint development partners. Examples of revenue-sharing agreements include ground lease revenues, air rights payments, or in some cases direct participation in rents or other revenues from development.

Joint Development Agreement Strengths:

- Allows the public sector to capitalize on publicly-owned land and leverage land holdings to encourage private investment;
- Allows government to create demonstration project that showcase how TOD development can meet public goals for land use, transit supportive development, smart growth, affordable housing, etc.;
- Provide sustainable income for local governments and transit agencies in the form of land rents, an increased property tax base, and additional sales tax revenues; and
- Can reduce public sector and developer risk, thereby encouraging TOD.

Joint Development Agreement Weaknesses:

- Expose the public sector to some risk associated with the construction, leasing, and maintenance of new development;
- May face obstacles and/or require complex agreements due to federal policy on certain joint development projects;
- May discourage some developers who want to retain a greater share of the profit; and
- Can quickly run over-budget and behind schedule (like any development); however, the often bureaucratic rules and regulations that characterize many public agencies can conflict with the entrepreneurial drive to take risks and make quick project decisions.

3.3 TRADITIONAL PROJECT DELIVERY APPROACH (DESIGN-BID-BUILD)

Traditional project delivery is where the design and construction of a facility or new TOD is awarded separately and sequentially to private sector architecture, engineering and construction firms. As a result, the DBB process is divided into a two-step delivery process involving separate phases for design and construction. Under a DBB contract, the project sponsor, not the construction contractor, is solely responsible for the financing, operation, and maintenance of the facility and assumes all design risks. The DBB selection process is based on negotiated terms with the most qualified firm for the design phase while the award of the construction contract is typically based on the lowest

responsible bid price.[5] This method is often utilized for TOD-related infrastructure (such as parking facilities) within North America, but infrequently for development of non-publically utilized development on publically owned lands.

3.4 ALTERNATIVE PROJECT DELIVERY APPROACHES

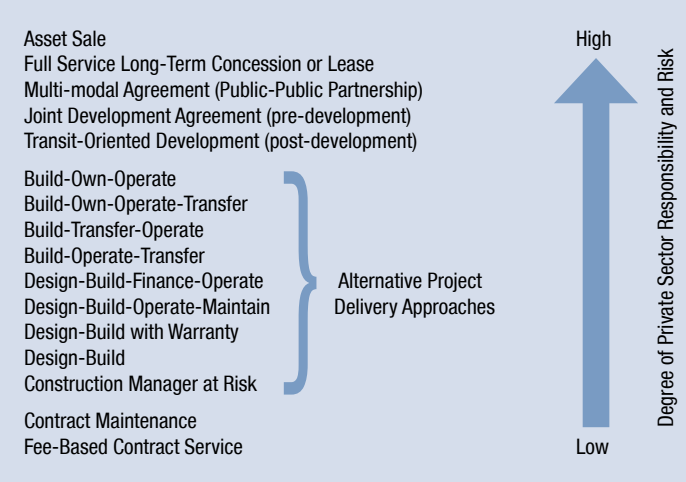
Across the United States, governments are increasingly turning to project delivery alternatives that are significantly different than the traditional DBB approach utilized for projects within the United States. The key to successful utilization of alternative project delivery approaches is to match the type of project to the most suitable delivery method by weighing a variety of factors including project financing, risk management approaches, operational and maintenance needs, and degree of specialized technical assistance or other resources required. The table below shows a variety of alternative project delivery approaches, which represent various levels of PPPs.

All of the approaches share the same basic characteristic, namely greater private sector involvement and risk-taking in the development, financing and/or operation of transportation infrastructure than has traditionally been the case. As shown, these alternative approaches range from maintenance contracts or staff augmentation which have limited private sector involvement, to long-term lease or concession agreements which maximize private sector responsibility (while still maintaining public ownership of the assets).[6] Although many of these terms are utilized frequently when discussing the financing and delivery of transportation infrastructure projects, they can also describe delivery of TOD-related surface infrastructure and TOD itself.

Issues driving use of alternative project delivery approaches include:

- Growing demand for transportation and development infrastructure;
- Widening funding gap between public revenues and infrastructure needs;
- Decline in federal funding;
- Opportunity for increased program revenues and cost-effectiveness; and
- Fewer public personnel resources to undertake the long-term planning and management of large-scale projects in-house.

Project Delivery Methods[7]



5 User Guidebook on Implementing Public-Private Partnerships for Transportation Infrastructure Projects in the United States, Final Report, Work Order 05-002. U.S. Department of Transportation, Federal Highway Administration, Office of Governmental Policy Affairs. July 7, 2007.
6 Ibid.
7 Ibid.

3.4.1 Private Contract Free Services/ Maintenance Contract

Private contracted free services and maintenance contracts between public agencies and the private sector for services that are typically performed in-house, such as planning and environmental studies, program and financial management, and/or operations and maintenance. These contracts are generally awarded on a competitive bid process to the contractor offering the best price and qualifications. The potential benefits of private contract fee services include reduced work load for agency staff, potential for reduced costs, and opportunities to apply innovative technologies, efficiencies, and private sector expertise.[8]

3.4.2 Construction Manager at Risk

Construction Manager at Risk (CM@RISK) utilizes a separate contract for a Construction Manager (CM). The CM begins work on the project during the design phase to provide constructability, pricing, and sequencing analysis of the design. The project sponsor generally holds a separate contract with the design team through these initial phases of the CM contract. The CM becomes the Design-Build (DB) contractor when a guaranteed maximum price is agreed upon by the project sponsor and CM. The potential benefits of CM@RISK delivery include the continued advancement of the project during price negotiations and the potential for more optimal teaming because the CM can negotiate will all firms, rather than having to select from a limited number under the design-build delivery model.[9]

8 Ibid.
9 Ibid.

3.4.3 Design-Build

Unlike DBB, where project design and construction functions are procured sequentially, DB (sometimes called Design-Construct) combines the design and construction phases into one, fixed-fee contract. Under a DB contract, the design-builder, not the project sponsor, assumes the risk that the drawings and specifications are free from error. While the design and construction phases are performed under one contract, the design-builder may be one company or a team of companies working together. The potential benefits of DB delivery compared to traditional DBB delivery include time savings, cost savings, risk sharing, and quality improvement.[10]

3.4.4 Design-Build-Warranty

Under the DB with a warranty approach, the design-builder guarantees to meet material, workmanship, and/or performance measures for a specified period after the project has been delivered. The warranties typically last from five to 20 years. The potential benefits of the DB with a warranty approach include the assigning of additional risk to the design-builder and reducing the project sponsor's need for inspections and testing during project delivery.[11]

10 Ibid.
11 Ibid.

3.4.5 Design-Build-Operate-Maintain

Under a Design-Build-Operate-Maintain (DBOM) delivery approach, the selected contractor is responsible for the design, construction, operation, and maintenance of the facility for a specified period of time. The contractor must meet all agreed upon performance standards. The potential benefits of the DBOM approach are the increased incentives for the delivery of a higher quality plan and project because the design-builder is responsible for the performance of the facility for a specified period of time after construction is completed.[12]

3.4.6 Design-Build-Finance or Design-Build-Finance-Operate

These approaches are variations of DB and DBOM, respectively, except that the DB or DBOM team provides some or all of the project financing. The potential benefits of the Design-Build-Finance (DBF) or DBFO approaches are the same as those under the DB and DBOM approaches and also include the transfer of the financial risks to the design-builder during the contract period. While the project sponsor retains ownership of the facility, the DBF and DBFO approaches attract private financing for the project that can be repaid with revenues generated during the facility's operation.[13]

3.4.7 Build-Operate-Transfer or Build-Transfer-Operate

Build-Operate-Transfer (BOT) is similar to the DBFO approach whereby the contract team is responsible for the design, construction, and operation of the facility for a specified time, after which the ownership and operation of the project is returned to the project sponsor. Under the Build-Transfer-Operate (BTO) approach, the project sponsor retains ownership of the facility as well as the operating revenue risk and any surplus operating revenues. The potential benefits of using the BOT or BTO approaches are similar to the benefits associated with using a DBOM contract: increased incentives for the delivery of a higher quality plan and project because the contractor is responsible for the operation of the facility for a specified time period after construction.[14]

3.4.8 Build-Own-Operate

Under the Build-Own-Operate (BOO) project delivery approach, the design, construction, operation, and maintenance of a facility is the responsibility of the contractor. Under the similar Build-Own-Operate-Transfer (BOOT) approach, asset transfer occurs after a specified operating period when the private provider transfers ownership to a public agency. The major difference between BOO and DBOM, DBFO, BOT, and BOOT approaches is that ownership of the facility remains with the private contractor in the case of the BOO approach. As a result, the potential benefits associated with a BOO approach are that the contractor is assigned all operating revenue risk and any surplus revenues for the life of the facility.[15]

3.4.9 Multi-modal Partnerships

Multi-modal Partnerships provide opportunities to combine the development, financing, and/or operation of facilities that serve more than one transportation mode, including highway, transit, rail, and airports. Multi-modal partnership projects do not have to be PPPs. However, the opportunities for private sector involvement in multi-modal partnerships are an area of potential growth for transit-related PPPs.

12 Ibid.
13 Ibid.
14 Ibid.
15 Ibid.

4.0 FUNDING SOURCES

Below is an overview of various types of funding sources that may be available for financing projects. The sources include federal, state, local and private.

4.1 FEDERAL FUNDING

4.1.1 Transportation Planning Funds

Transportation Planning Funds support planning and research activities in state and metropolitan areas. These funds include:

- State planning and research funds (the 2% funds authorized under 23 U.S.C. 307);
- Metropolitan planning funds (the 1% funds authorized under 23 U.S.C. 104 to carry out the provisions of 23 U.S.C. 134);
- National Highway System (NHS) funds authorized under 23 U.S.C. 104 used for transportation planning in accordance with 23 U.S.C. 134 and 135;
- Highway research and planning in accordance with 23 U.S.C. 307;
- Highway-related technology transfer activities, or development and establishment of management systems under 23 U.S.C. 303;
- Surface Transportation Program (STP) funds authorized under 23 U.S.C. 104 used for highway and transit research and development and technology transfer programs; and
- Surface transportation planning programs, or development and establishment of management systems under 23 U.S.C. 303; and, minimum allocation funds authorized under 23 U.S.C. 157 used for carrying out, respectively, the provisions of 23 U.S.C. 307 (up to 1.5%) and 23 U.S.C. 134 (up to 0.5%).

These funds go to state departments of transportation and Metropolitan Planning Organizations (MPOs). MPOs are responsible for regional transportation planning and programming in their respective areas.

Generally, funds are available for planning activities that:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation system for motorized and non-motorized users;
- Increase the security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility of people and for freight;
- Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize the preservation of the existing transportation system.

Certain funds can be used to support TOD-related surface infrastructure and land use planning activities associated

Photo by SeeFloridaGo.org.

with TOD projects adjacent to transit facilities. For additional information, please consult the Federal Highway Administration (FHWA) which has published additional guidance relative to the use of program funds to support integration of transportation and land use.

4.1.2 Surface Transportation Program

The STP provides the greatest flexibility in the use of funds. These funds may be used for roadway projects and (as capital funding) for public transportation capital improvements, car and vanpool projects, fringe and corridor parking facilities, bicycle and pedestrian facilities, and intercity or intracity bus terminals and bus facilities. These funds can also be used for surface transportation planning activities, wetland mitigation, transit research and development, and environmental analysis. Other eligible projects under the STP include roadway or transit safety improvements and most transportation control measures.

STP funds are distributed among various population and programmatic categories within a state. Some program funds are made available to metropolitan planning areas containing urbanized areas with a population over 200,000; STP funds are also set aside to areas under 200,000 and 50,000 population. STP funds may not be sub-allocated to local units of government.

4.1.3 Congestion Mitigation and Air Quality Improvement Program

The Congestion Mitigation and Air Quality Improvement Program (CMAQ) supports the objective of improving the nation's air quality and managing traffic congestion. CMAQ projects and programs are often innovative solutions to common mobility problems and are driven by Clean Air Act mandates to attain national ambient air quality standards. Eligible activities under CMAQ include intersection improvements, Intelligent Transportation System (ITS) improvements, transit system capital expansion and improvements that are projected to realize an increase in ridership, travel demand management strategies and shared ride services, pedestrian and bicycle facilities, and promotional activities that encourage bicycle commuting. Programs and projects are funded in air quality nonattainment and maintenance areas for ozone, carbon monoxide (CO), and fine and small particulate matter (PM-2.5 and PM-10) that reduce transportation-related emissions. Funds are apportioned to states based on a formula that considers the severity of their air quality problems.

4.1.4 Livable Communities Initiative

The Livable Communities Initiative operates under the FTA and seeks to improve the relationship between transit and community planning; stimulate public participation in the decision-making process; increase access to employment, education facilities and other destinations; and leverage other available resources. To accomplish these goals, FTA awards project funding to eligible recipients, including transit agencies, MPOs, city and county governments, states, planning agencies and other public organizations with authority over transit projects. Projects are selected based on the performance in several criteria, including level of community involvement, economic development benefit, local land use and transportation policies support, impact

on quality of service, utilization of site design principles, and affect on system access.

Funding obtained under the Livable Communities Initiative can be used for a wide range of capital improvements, including property acquisition, restoration or demolition, site preparation and utilities, bus acquisition and transit facility improvements, safety improvements (including lighting, surveillance and security measures), site design improvements, and operational enhancements.

The following sources of federal funds are available for projects that reflect the Livable Communities Initiative:

- Transit Capital Discretionary Grant or Loan Program;
- Transit Formula Assistance Block Grants;
- Planning and Design of Mass Transportation Facilities to Meet Special Needs of Elderly Persons and Persons with Disabilities;
- Rural Transit Assistance Formula Grant Program for Areas Other Than Urbanized Areas;
- STP; and
- CMAQ.

4.1.5 Transportation Investment Generating Economic Recovery and Community Challenge Planning Grants

The U.S. Department of Transportation (U.S. DOT) and U.S. Department of Housing and Urban Development (HUD) have combined their efforts in the operation of the Transportation Investment Generating Economic Recovery (TIGER) II Planning Grant and Community Challenge Planning Grant (CCPG) Programs. The goal of these programs is to better align transportation, housing, economic development and land use goals, and improve connections between DOT and HUD. Tiger II Planning Grants fund planning and preparation or design of surface transportation projects that are eligible for funding under the Tiger II Discretionary Grant program. HUD's funding is intended to capitalize on related transportation projects in the planning stages. For Tiger II grants, a 20%, non-federal match from private or public sources is required, except for rural areas. Tiger II grants can be used for eligible highway or bridge projects, public transportation projects, passenger and freight rail projects, and or port infrastructure investments.

For CCPG grants, 20% of the requested funding must be leveraged. CCPG grants can be used for revisions to master plans that promote affordable housing, development of plans that promote livability and sustainability, revisions to zoning codes, ordinances, building standards or other laws that promote sustainability, affordable housing and energy efficiency, strategies for creating or preserving affordable housing, and efforts to create and implement acquisition and land bank initiatives that promote affordable housing and sustainable development. Eligible recipients of both grants include state and local governments, including transit agencies, MPOs and other government entities.

4.1.6 Partnership for Sustainable Communities

The formation of the Partnership for Sustainable Communities was announced on June 16, 2009, as a collaborative effort involving the U.S. DOT, HUD, and U.S. Environmental Protection Agency (EPA). This effort was established to support housing and transportation choices, protect natural resources, and attract economic growth in communities across the nation. This interagency teamwork marks a fundamental shift in the structure of federal policies, programs and spending for transportation, housing, economic development, and the environment.

Through the Partnership, DOT, HUD, and EPA have distributed nearly $2 billion in grants to support infrastructure, planning,

and the cleanup and reuse of brownfields. By recognizing the interrelatedness of transportation, housing, economic, and environmental issues, the Partnership can coordinate investments that achieve multiple benefits in an effort to revitalize communities and expand employment and educational opportunities. Key principles/goals of the Partnership include:

- Providing greater transportation choices;
- Promoting equitable, affordable housing;
- Enhancing economic competitiveness;
- Supporting existing communities;
- Coordinating and leveraging federal policies and investment; and
- Valuing communities and neighborhoods.

4.1.7 Community Development Block Grants

The Community Development Block Grant (CDBG) program provides annual grants on a formula basis to entitled cities and counties. The funds are used to develop viable urban communities by providing decent housing in a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. The program is authorized under Title 1 of the Housing and Community Development Act of 1974, Public Law 93-383, as amended; 42 U.S.C.-5301 et seq.

HUD awards grants to entitlement community grantees to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services. Entitlement communities develop their own programs and funding priorities. However, grantees must give maximum feasible priority to activities which benefit low- and moderate-income persons.

A grantee may also carry out activities which aid in the prevention or elimination of slums or blight. Additionally, grantees may fund activities when the grantee certifies that the activities meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community where other financial resources are not available to meet such needs. CDBG funds may not be used for activities which do not meet these broad national objectives.

Eligible grantees can be principal cities of Metropolitan Statistical Areas (MSAs), other metropolitan cities with populations of at least 50,000, or qualified urban counties with populations of at least 200,000 (excluding the population of entitled cities).

4.1.8 Section 108 Loan Guarantees

Section 108 is the loan guarantee provision of the Community Development Block Grant (CDBG) program. Loans may be for terms up to 20 years. Under this section, HUD offers communities a source of financing for certain community development activities, such as housing rehabilitation, economic development, and large-scale physical development projects. Eligible activities qualifying for loan guarantees under this program include: (1) real property acquisition; (2) rehabilitation of property owned by the applicant public entity or its designated public agency; (3) housing rehabilitation eligible under the CDBG program; (4) special economic development activities under the CDBG program; (5) interest payments on the guaranteed loan and issuance costs of public offerings; (6) acquisition, construction, reconstruction, rehabilitation, or installation of public facilities; (7) debt service reserves for repayment of the Section 108 loan; and (8) other related activities, including demolition and clearance, relocation, payment of interest, and insurance costs.

When determining eligibility, the CDBG rules and requirements apply. As with the CDBG program, all projects

and activities must meet CDBG's primary objective (i.e. 70% of funds must benefit low- and moderate-income persons). Additionally one of the following three national objectives must be met: (a) the project must principally benefit low- and moderate-income persons; (b) the project must assist in eliminating or preventing slums or blight; and/or, (c) the project must assist with community development needs having a particular urgency. Metropolitan cities and urban counties that receive entitlement grants may apply directly to HUD for loan guarantee assistance. Non-entitlement communities may also apply, but must have a pledge of designated CDBG funds from the appropriate agency.

4.1.9 Brownfields Economic Development Initiative Grants

The Brownfields Economic Development Initiative (BEDI) is a key competitive grant program that HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. BEDI grant funds are primarily targeted for use with a particular emphasis upon the redevelopment of brownfields sites in economic development projects, and the increase of economic opportunities for low-and moderate-income persons as part of the creation or retention of businesses, jobs and increases in the local tax base.

BEDI funds are used as stimulus for local governments and private sector parties to commence redevelopment or continue phased redevelopment efforts on brownfields sites where either potential or actual environmental conditions are known (and redevelopment plans exist). Similar to Section 108 Loan Guarantee Funds, HUD emphasizes the use of BEDI grants to finance projects and activities that will provide near-term results and demonstrable economic benefits. BEDI funds are used to enhance the security or to improve the viability of a project financed with a new Section 108 guaranteed loan commitment.

CDBG entitlement communities and non-entitlement communities are eligible to receive loan guarantees. A request for a new Section 108 loan guarantee authority must accompany each BEDI application. BEDI and Section 108 funds must be used in conjunction with the same economic development project.

4.1.10 Property Assessed Clean Energy Program

The Property Assessed Clean Energy (PACE) Program, managed by the U.S. Department of Energy (DOE), allows local governments to issue bonds to fund energy efficient and renewable energy projects, which are becoming a common component of many TODs. The Florida PACE Funding Agency, created in June 2011 by general law through an interlocal agreement, seeks to facilitate the implementation, planning, development, funding, financing, marketing and management of a statewide platform so that counties and cities can easily and economically take advantage of a uniform, scalable program for their property-owning constituents. The Florida PACE Funding Agency was designed to insulate local governments from liability and the heavy use of staff time for a voluntary program.

Florida's PACE legislation allows individual residential and commercial property owners to voluntarily seek financing for certain energy or wind resistant improvements in the form of a special assessment through their local government with payback occurring over a period of years and collected on the same bill as property taxes. The debt is attached to the property and not the owner, so if the property is sold, the new owner will inherit the debt. To date, the Agency has been established by a charter, has adopted a master bond

resolution, and has directed a consultant to validate the Agency's ability to issue bonds to fund the various voluntary financing agreements entered into pursuant to general law, together with a litany of matters and issues associated with the statutorily authorized non-ad valorem assessments which will comprise the revenues to repay the bonds.

The Florida PACE Funding Agency provides a means to validate and provide certainty as to the nature of the non-ad valorem assessments and the impact or reaction from mortgage lenders doing business in Florida, as well as the ability to only issue bonds on an as-needed basis to underwrite energy efficiency, renewable energy and wind resistance improvements. Key points of the program that serve as benefits to local governments include:

- No subscription activity with local governments or provision of assessments to willing property owners will take place unless and until a successful statewide validation in Florida has been completed by the Florida PACE Funding Agency.
- This unique platform will allow for local governments to participate in the advantages of the PACE programs and access capital markets, without having to implement or deploy individual programs or individually seek capital for their constituents.
- The Agency will not provide its services within the jurisdiction of any local government that does not desire and request to cooperatively enter into a subscription agreement.
- The Agency's charter, any future subscription agreements with local governments and the pending validation are all designed to make it clear that no local government is responsible for the actions or liabilities incurred by the Agency, thus providing and confirming the insulation of liability pursuant to general law to any participating local government.

4.1.11 Revolving Loan Fund Grants

Revolving Loan Fund (RLF) grants provide funding for a grant recipient to capitalize a revolving loan fund and to provide subgrants to carry out cleanup activities at brownfield sites. Through these grants, the EPA seeks to strengthen the marketplace and encourage stakeholders to leverage the resources needed to clean up and redevelop brownfields. When loans are repaid, the loan amount is returned into the fund and re-lent to other borrowers, providing an ongoing source of capital within a community.

RLF grants provide up to $1,000,000 per eligible entry; they are available for single recipient or a coalition of eligible entities. Requirements necessary to be eligible include:

- The funds must be used to address sites contaminated by petroleum and/or hazardous substances, pollutants, or contaminates;
- At least 60% of the awarded funds must be used to implement a revolving loan fund, in order to provide no-interest or low-interest loans for brownfield cleanups; and
- A minimum 20% cost share must be included, which may be in the form of a contribution of money, labor, material or services (and must be for eligible and allowable costs).

4.1.12 Small Business Administration Guaranty Loan Program

The U. S. Small Business Administration (SBA) does not loan money directly to small business owners. Rather, SBA sets the guidelines for loans, which are then made by its partners (lenders, community development organizations, and microlending institutions). The SBA guarantees that these loans will be repaid, thus eliminating some of the risk to the lending partners. When a business applies for a SBA loan, it is actually applying for a commercial loan, structured according to SBA requirements with a SBA guaranty. SBA-guaranteed loans may not be made to a small business if the borrower has access to other financing on reasonable terms.

The SBA 7(a) Program guarantees loans up to $5,000,000 with a maximum guaranteed loan amount of $3,750,000. There is no theoretical minimum; however, most lenders are reluctant to process commercial loans less than $50,000. (SBAC provides other loan programs for lower loan requests). The prospective borrower will generally be required to provide a capital contribution. The minimum contribution will normally be 10% of the total project request. Loans can be for new or existing businesses. Eligible Uses of proceeds include:

- Refinancing of current debt;
- Working capital;
- Renovation, construction, or purchase of land and buildings;
- Business acquisition costs;
- Purchase of furniture, fixtures, and equipment;
- Soft/closing costs; and/or
- Franchise fees.

4.1.13 Funding Specifically for Rural Areas

There are a number of federal funding opportunities available for rural areas through the U.S. Department of Agriculture (USDA). While most TOD station areas in the TBARTA region will be urban in nature, it is possible that some station locations could qualify for one or more of these opportunities.

Business and Industry Loan Guarantees

The purpose of the Business and Industry (B&I) Guaranteed Loan Program is to improve, develop, or finance business, industry, and employment and improve the economic and environmental climate in rural communities. This purpose is achieved by bolstering the existing private credit structure through the guarantee of quality loans which will provide lasting community benefits. This is achieved by expanding the existing private credit structure capability to make and service quality loans to provide lasting community benefits. USDA Rural Development typically guarantees up to 80% of the original loan amount for loans of $5,000,000 or less, up to 70% for loans between $5,000,000 and $10,000,000, and 60% for loans exceeding $10,000,000.

A borrower must be engaged in or proposing a business that met the one or more requirements. Those relating to TOD could include the requirement that the project: (a) provides employment; (b) improves the economic or environmental climate; and/or, (c) reduces reliance on nonrenewal energy resources by encouraging the development and construction of solar energy systems and other renewable energy systems. Loan purposes must be consistent with the general purpose contained in the relevant regulations, including but not limited to:

- Business and industrial acquisitions when the loan will keep a business from closing, prevent the loss of employment opportunities, or provide expanded job opportunities;

- Business conversions, enlargements, repairs, modernization, or development;
- Purchase and development of land, easements, rights-of-way, buildings, or facilities; and
- Purchase of equipment, leasehold improvements, machinery, supplies, or inventory.

Intermediary Relending Program

The purpose of the Intermediary Relending Program (IRP) is to alleviate poverty and increase economic activity and employment in rural communities. Under the IRP program, loans are provided to local organizations (intermediaries) for the establishment of revolving loan funds. These revolving loan funds are used to assist with financing business and economic development activities that create or retain jobs in disadvantaged and remote communities. USDA Rural Development encourages intermediaries to work in concert with State and regional strategies, and in partnership with other public and private organizations that can provide complimentary resources.

An intermediary may borrow up to $2,000,000 under its first financing and up to $1,000,000 at a time thereafter. Total aggregate debt is capped at $15,000,000 per intermediary. Corporations, citizens and non-profits in rural areas with populations of 25,000 or less may apply for loans of up to $250,000 from the fund. Eligible activities utilizing IRP funds include:

- The acquisition, construction, conversion, enlargement, or repair of a business or business facility, particularly when jobs will be created or retained;
- The purchase or development of land (easements, rights of way, buildings, facilities, leases, materials);
- The purchase of equipment, leasehold improvements, machinery, and/or supplies;
- Start up costs and working capital;
- Pollution control and abatement;
- Transportation services;
- Feasibility studies; and
- Hotels, motels, bed and breakfasts, and convention centers.

Community Facilities Loan and Grant Programs

The Community Facilities Programs provide loans, grants, loan guarantees for water and environmental projects, as well as community facilities projects. Water and environmental projects include water systems, waste systems, solid waste, and storm drainage facilities. Community facilities projects develop essential community facilities for public use in rural areas and may include hospitals, fire protection, safety, as well as many other

community-based initiatives. These programs are available in rural areas and towns of up to 20,000 in population. Loans, loan guarantees and grants are available to public entities such as municipalities, counties, parishes, boroughs, and special-purpose districts, as well as to non-profit corporations and tribal governments.

The Community Facilities Programs can make and guarantee loans and award grants to develop essential community facilities. Grants are authorized on a graduated

scale. Applicants located in small communities with low populations and low incomes will receive a higher percentage of grants.

Rural Economic Development Loan and Grant Program

The Rural Economic Development (RED) Loan and Grant (REDLG) Program provides funding to rural projects through local utility organizations. Under the "REDLoan" program, USDA provides zero interest loans to local utilities which they, in turn, pass through to local businesses (the loan's ultimate recipients) for projects that will create and retain employment in rural areas. The ultimate recipients repay the lending utility directly. The utility is responsible for repayment to the Agency. Under the "REDGrant" program, USDA provides grant funds to local utility organizations which use the funding to establish revolving loan funds. Loans are made from the revolving loan fund for projects that will create or retain rural jobs. When the revolving loan fund is terminated, the grant is repaid to the Agency.

REDLG grantees and borrowers pass the funding on to eligible projects. Examples of eligible projects include:

- Capitalization of revolving loan funds;
- Technical assistance in conjunction with projects funded under a zero interest REDLoan;
- Business Incubators;
- Community Development Assistance to non-profits and public bodies (particularly job creation or enhancement);
- Facilities and equipment for education and training for rural residents to facilitate economic development;
- Facilities and equipment for medical care to rural residents; and
- Telecommunications/computer networks for distance learning or long distance medical care.

4.2 STATE OF FLORIDA FUNDING SOURCES

Although the State of Florida has not established funding sources specifically intended to support TOD projects, several current programs are designed to support local economic development and may therefore be available to support specific TOD projects.

4.2.1 High Impact Performance Incentive Grant

The High Impact Performance Incentive Grant is a negotiated grant used to attract and grow major high impact facilities in Florida. Grants are provided to pre-approved applicants in certain high-impact sectors designated by the Governor's Office of Tourism, Trade and Economic Development (OTTED). In order to participate in the program, the project must: operate within designated high-impact portions of the following sectors: clean energy, corporate headquarters, financial services, life sciences, semiconductors, and transportation equipment manufacturing; create at least 50 new full-time equivalent jobs (if a R&D facility, create at least 25 new full-time equivalent jobs) in Florida in a three-year period; and, make a cumulative investment in the State of at least $50,000,000 (if a R&D facility, make a cumulative investment of at least $25,000,000) in a three-year period. Once recommended by Enterprise Florida, Inc. and approved by OTTED, the high impact business is awarded 50% of the eligible grant upon commencement of operations and the balance of the awarded grant once full employment and capital investment goals are met.

4.2.2 Local Government Distressed Area Matching Grant Program

The purpose of the Local Government Distressed Area Matching Grant Program is to stimulate investment in the State's economy by assisting local governments in attracting and retaining targeted businesses. The grant will be based upon the qualified business assistance (not to be derived from State or Federal funds) given to the business by the local government. The payment will be equivalent to 50% of the local government assistance amount or $50,000, whichever is less.

Applications for this program will be accepted from local governments (county or municipality) who plan on offering qualified business assistance to a targeted business in their area. These targeted businesses must create at least 15 full-time jobs and must be new to the State, expanding its operations, or could leave the State without the assistance of the local and state governments. Qualified business assistance may not be based on funds made available through state or federal programs, to include direct appropriations.

4.2.3 Aviation Grant Program

The Florida Department of Transportation Aviation Office manages a work program representing an excess of $129,000,000 in annual state grants to airports for capital construction, economic development and planning studies. These funds are used to leverage up to $122,000,000 annually of additional funds from the Federal Aviation Administration, resulting in the largest State aviation program in the United States.

Eligible applicants include public airports owned and operated by municipalities, county governments or airport authorities. Grant funds and technical assistance are available. While the number of station areas that would qualify will be limited, this program could provide a unique funding opportunity in the TBARTA region.

4.2.4 Cooperative Funding Initiative

A key program for building partnerships is the Southwest Florida Water Management District's Cooperative Funding Initiative (CFI) program. The CFI covers up to 50% of the cost of projects that help create sustainable water resources, enhance conservation efforts, restore natural systems and provide flood protection. All CFI funding decisions are made by volunteer Governing Board members who are well informed on the specific resources and challenges within their areas. This program allows local governments to share costs for projects that assist in creating sustainable water resources, provide flood protection and enhance conservation efforts.

4.2.5 Cultural Facilities Program

The Florida Department of State Division of Cultural Affairs administers the Cultural Facilities Program which provides capital project funding grants. These grants can be used for acquisition, construction and renovation of a cultural facility (not for library or historic restoration projects). The projects must be beyond the early planning stages, as funding is not intended for feasibility studies or architectural drawings.

Cultural Facilities Program funding recipient, the Salvador Dali Museum in Saint Petersburg, Florida. Photo by Jennifer Willman.

Municipal and county governments and not-for-profit corporations are eligible recipients.

Up to $500,000 per year is available through State legislative appropriations. No more than $1.5 million may be received within five consecutive State fiscal years. A $2 match for every $1 of grant money requested is required. Additionally, at least 50% of the match must be cash. A one-to-one match is available under certain circumstances. For projects other than acquisition, the applicant must have "undisturbed use" of the subject property for at least the next 10 years. The "value" of the lease cannot be used towards the match requirement. As of this writing, funding has not been appropriated to this program for several years; however, the program is still in place and may be funded in future fiscal years.

4.2.6 Florida Recreation Development Assistance Program

The Florida Recreation Development Assistance Program (FRDAP) is a competitive program which provides grants for acquisition or development of land for public outdoor recreation use or to construct or renovate recreational trails. Florida's Department of Environmental Protection (FDEP) administers the program according to Florida Statute and Administrative Code. The Office of Information and Recreation Services in the FDEP Division of Recreation and Parks has direct responsibility for the FRDAP. Municipal and county governments or other legally constituted entities with the responsibility to provide public outdoor recreation sites and facilities may apply.

The maximum grant amount is $200,000. A local match is required, the extent of which depends on the total project cost. Each application is reviewed to determine eligibility. The Office of Information and Recreation Services evaluates each eligible application according to Florida Administrative Code and assigns a final score. Based on the scores, FDEP prepares and submits a recommended priority list to the State Legislature for funding consideration.

4.2.7 Pollution Control Bond Loan Program

The FDEP administers Florida's Pollution Control Bond Loan Program (PCBLP) jointly with the Division of Bond Finance of the State Board of Administration. Any municipality, county, authority, or district, or sub- agency of these entities, may obtain funding for projects. Water supply and distribution facilities, stormwater control and treatment projects, air and water pollution control, and solid waste disposal facilities are eligible.

Up to $300,000,000 in State of Florida, tax exempt, full faith and credit, Pollution Control Bonds may be issued annually at market rates. Bond proceeds are then loaned to local governments, with funds disbursed to the local agencies as expenses are incurred. Applicants are served on a first come, first served basis. Terms regarding how loans issued under the program are repaid are negotiable, and are generally representative of the useful life of the project. Loans of less than $10,000,000 are usually packaged with other loans. Loans of approximately $1,000,000 or less are generally not practical under the PCBLP.

4.2.8 Water Pollution Control State Revolving Loan Fund Program

The Clean Water Act State Revolving Fund (SRF) Program provides low interest loans for water pollution control activities and facilities. Water pollution control can be divided into point source (a permit for discharge in an urban area is generally involved) and non-point source (stormwater runoff from agricultural operations is generally involved). The Clean Water SRF Program is distinct from the Safe Drinking Water Act SRF that provides funding for drinking water activities and facilities. The Clean Water SRF Program began in 1989 and has made over $2 billion in loans. Administered by

the FDEP, the Program revolves in perpetuity using state and federal appropriations, loan repayments, investment earnings, and bond proceeds.

Projects eligible for SRF loans include wastewater management facilities, reclaimed wastewater reuse facilities, stormwater management facilities, widely accepted pollution control practices (sometimes called "best management practices") associated with agricultural stormwater runoff pollution control activities and estuary protection activities and facilities. Eligibility is established in the federal Clean Water Act. Local governments (municipalities, counties, authorities, special districts, and agencies thereof) are eligible for loans to control wastewater and stormwater pollution. These funds may be useful for in supporting the creation of regional stormwater management facilities that will be necessary with the more dense and intense forms of TOD.

4.2.9 Public Library Construction Grant Program

The Public Library Construction Grant Program is administered by the Florida Department of State, Division of Library and Information Systems. This program provides State funding to governments for the construction of public libraries. This includes the construction of new buildings and the acquisition, expansion or remodeling of existing buildings to be used for public library service. The maximum grant amount issued is $500,000 and the minimum grant is $10,000. The minimum allowable project size is 3,000 square feet.

A number of areas around the country have used assessment districts to help obtain funding for new transit facilities and services, and/or provide amenities complimentary to TOD.

Funds are reimbursed to local government entities based on stages of project completion. Any eligible Florida governmental entity may apply for a Public Library Construction grant. This includes county governments, incorporated municipalities, special districts and special tax districts that establish or maintain a public library and provide free public library service. As of this writing, funding has not been appropriated to this program for several years; however, the program is still in place and may be funded in future fiscal years.

4.3 LOCAL FUNDING SOURCES

4.3.1 Special Assessment Districts

A special assessment district is a designated geographical area where businesses and property owners are assessed a fee or tax. The district uses the generated revenue for a special public purpose within the district, such as streetscape, pedestrian safety, transportation, or lighting improvements, or for marketing the area and/or holding special events.

A number of areas around the country have used assessment districts to help obtain funding for new transit facilities and services, and/or provide amenities complimentary to TOD. For example, the operational costs of the TECO Line Streetcar are partially funded using revenues generated by a non-ad valorem special assessment district created by the City of Tampa. There are many different types of special assessment districts. These special districts are sometimes known as business improvement districts, public improvement districts, local improvement districts, benefit assessment districts, or community facilities districts. These

districts can be dependent or independent of the jurisdiction from which they are created.

4.3.2 Community Development Districts

A Community Development District (CDD) is essentially a small government with the authority to finance and construct a wide range of projects. Florida Statutes provides CDDs with the authority to seek grant and loan funding, borrow money and issues bonds, certificates, warrantees, notes, and levy taxes and special assessments as authorized. Typically, when a developer establishes a CDD, they issue a bond to pay for infrastructure to support the development. The CDD also collects fees to cover operating and maintenance costs. Owners in the district repay the bonded debt over time as a special assessment on their local property taxes. Once the bond is paid off, the assessment decreases, but the operating and maintenance fees are still collected. CDDs are regulated under Chapter 190, Florida Statutes.

The benefits to utilization of CDDs are that the developer has more up-front capital to invest in the development. This allows projects to move forward without being dependent upon the availability of limited public resources, since the residents and businesses within the CDD pay for creation and maintenance of the facilities they use.

Challenges associated with CDDs are that they can act as a disincentive for buyers due to the added costs that appear on annual property tax bills. Buyers may choose to locate in other similar but pre-established areas that have many of the same amenities but are assessed the CDD fee. These districts are regulated at the state level, leaving little flexibility for local jurisdictions. Additionally, CDDs are managed by the landowner or a board made up of homeowners with little oversight by the local government. In the current weak economy and real estate market, many existing CDDs have failed and it is unlikely that new CDDs will be considered for approval until the market rebounds and the full ramifications of current CDD failures is understood.

4.3.3 Tax Increment Financing

Tax Increment Financing (TIF) districts are specially designated geographic areas where a portion of the property taxes collected from property owners in that district are set aside for public improvements within that district. A date in time (before improvements are made) is established as the base year for property values. As improvements or rehabilitations are made in the district, property values increase. This tax revenue increase over the base year property values is the "increment" set aside for the TIF fund. In other words, TIF is designed to capture property tax revenues generated by the increase in property values that occurs within a designated area. Sometimes the authoritative agency issues bonds against the future projected increase in property taxes and the bond debt is paid back as TIF revenues are collected.

TIF is commonly used within designated redevelopment areas, but can be used as a tool in other areas that may need infrastructure improvements or on a countywide basis. Traditionally within the TBARTA region, TIFs are used as a financing mechanism for infrastructure improvement projects within Community Redevelopment Areas (CRAs), discussed further in Chapter 6. Unlike assessment districts, the purpose of a CRA is usually to encourage new development or redevelopment to assist in revitalization of distressed neighborhood, downtown, or business district. As a result, the goals of most CRA projects are broader than a single purpose investment. Although TIFs have been primarily used as a tool solely for use within CRAs, recent case law, including Strand v. Escambia County, 992 So.2d 150 (Fla. 2008), has been used as a basis to expand the use of TIF.

The use of TIF is popular because it has the potential to generate a significant amount of revenue over time that can fund public improvements within the TIF district that may not have otherwise been available.

TIF districts can be used to fund capital facilities, such as transit station infrastructure, parking garages, pedestrian facilities, parks, building façade improvements, water and sewer line upgrades, and streetscape enhancements, in accordance with the area's redevelopment plan. TIF funds can also be used to fund operations and events.

The use of TIF is popular because it has the potential to generate a significant amount of revenue over time that can fund public improvements within the TIF district that may not have otherwise been available. An opportunity exists for TBARTA jurisdictions to implement TIFs for station areas.

The disadvantages associated with TIF are:

- Redirects tax revenue from general funds which makes government budgeting more difficult; and
- Requires intensive staff time and effort in establishing, planning, managing, and overseeing.

TIF revenues are tied to the real estate market and the assumption that property values will rise. In a down real estate market, the TIF revenues will be lower, possibly inhibiting or delaying some planned projects;

- Local special taxing districts, such as schools and fire departments, sometimes oppose TIF districts because they may not receive the revenue from the increase in value;
- To compensate for loss of revenue, some locations include projects for these special districts in their redevelopment plans; and
- The requirements for fund usage must be described in detail to account for flexibility.

4.4 PRIVATE SECTOR SOURCES

4.4.1 Impact Fees and Fee Reductions

Impact fees are one-time charges assessed on new development that developers pay to help mitigate the impacts of the development on infrastructure and services, which may include roadways, libraries, parks, schools, water/wastewater or other public services. The amount of the impact fee is typically determined through a formal calculation. The developer passes on the fees to the buyers in the development, in other words, those who will benefit from the project. The local government uses the collected fees to defray the costs of providing services and infrastructure to the site. Each municipality or county has differing fee structures, depending on local rules and regulations. Lately, many communities within the TBARTA region have looked (or have started to look) at replacing transportation impact fees with mobility fees.

Mobility fees are similar to transportation impact fees with the exception that they can be utilized for a wider variety of improvements (including transit) and not just traditional forms of surface transportation.

Some communities may desire to reduce or eliminate the impact fees for TOD areas as an economic development incentive. Pasco County recently strengthened their transportation and land use planning coordination efforts through the adoption of a mobility fee ordinance which, in conjunction with other measures, set the mobility fee for new development within TOD to zero dollars. They were

able to implement this new fee through the enactment of a County-wide TIF, and through the use of gas-tax revenues to offset the impact fee losses within TOD. The measure was also crafted to generally increase fees in those areas of the County where growth is discouraged and lower fees in those areas where growth is encouraged.

4.4.2 Negotiated Private Contributions

Transit agencies often negotiate private contributions to the transit system from private developers or adjacent property owners in exchange for particular benefits or concessions. The amount of the contribution is related to the estimated value of the benefits received. The contribution can be monetary or a donation of property. Negotiated contributions or concessions can include: incorporating a transit station into a development; providing easements, access points, or direct connections to a station; granting development rights above what would otherwise be allowed; incorporating affordable housing or parking into new development; or other improvements to the TOD and/or surrounding areas that the public agency has identified as lacking in the community. The negotiated contributions are frequently included as part of joint development or PPPs (see Section 3.1).

Negotiated contributions are perhaps most appropriate for properties with direct access or otherwise adjacent to a transit station (i.e. those properties with the most to gain from the proximity of a transit station). The challenges with negotiated contributions as a broader tool is that they add uncertainty to the process and can substantially increase the time and expense necessary to move a project through approval and permitting. Another challenge comes from the application of negotiated contributions as a tool without predefining certain parameters that can be consistently applied during the process. Without parameters and guidelines set, the fairness and transparency of the negotiation and approvals process is potentially opened up to challenges.

4.4.3 Lease Agreements and Station Concession Fees

Lease agreements and concessions are forms of revenue-sharing arrangements between a transit agency and a corporation, institution or other organization. Land and air rights leasing typically involve negotiated long-term lease arrangements for property that was acquired by a transit agency for a transit-related purpose. In most cases, the property is developed to accommodate both transit-related functions and commercial uses within a single, integrated project. Ancillary facilities, such as parking and entranceways, are often shared in these arrangements. Ground leasing involves annual rent payments to the transit agency in exchange for development rights of a particular property that is owned by the agency. Air rights leasing also involves annual rent payments made to a transit agency, but differs in that the development rights are used to develop the area above a transit station. For either leasing type, rents can be charged based on the rental value of the property and/or a percentage of income resulting from the project. Ownership of the property returns to the transit agency once the term of the lease expires.

Concessions can include lease arrangements or the sale of portions of a transit facility and can consist of a wide range of activities, from vending equipment and automated services, such as an ATM, to kiosks and major retail stalls. Specific design requirements are often specified by the vendor, and can include electrical, water, and space needs.

Lease arrangements and concessions allow a transit agency to capitalize on its property assets along a transit corridor and recapture some of the benefits conferred upon land that is adjacent to a station. The fees collected from these agreements can provide additional revenues for

Canyon Sports Bicycle Transit Center opened in Salt Lake City at the Intermodal Hub. Photo by Cycling Utah

cash-strapped transit authorities, which can help offset the initial capital cost of the transit investment and/or pay for operating costs.

4.4.4 Station Connection Fees

Station connection fees are charged by a transit agency to a corporation, institution or other entity in exchange for the ability to directly connect their property or development to a transit station. By allowing direct connections to stations, transit agencies can improve pedestrian access and increase ridership, which in turn can increase revenues. The fees collected from these connections, which can be annual or a one-time payment, can provide additional revenues for cash-strapped transit authorities. In addition, commercial or other entities that pursue station connections can see increased returns from higher rents and property values. Other revenue-sharing agreements that can be employed in connection with, or separate from, station connection fees include air-rights, property leasing and benefit assessment financing.

A downside to station connection fees is that cost-conscious developers may dislike the idea of paying to connect to a nearby transit facility. Such fees may discourage the creation of connections that could yield benefits other than revenue. Additionally, these types of fees may generate less revenue compared to other options.

4.4.5 Station/Amenity Naming Rights and Other Exclusivity Deals

Station naming rights are agreements in which a corporation, institution or other entity agrees to pay a fee in exchange for the ability to include their branding in the identification of one or more transit stations on a temporary or permanent basis. The concept of naming rights has been in existence for decades, and is most commonly associated with stadiums and arenas. Applying the concept to transit stations has been a more recent development as many transit agencies search for ways to increase revenues and fill funding gaps. Transit authorities in Chicago, Los Angeles and New York offer naming rights to bus stops, transit stations and even entire transit lines. Other cities, including Cleveland, Las Vegas, Minneapolis and Philadelphia, have recently followed suit with their own station naming rights agreements. The TECO Line Streetcar in Tampa is an example of a local transit system utilizing such deals.

Station naming agreements can take on a variety of forms. They can include a one-time payment or set annual payments for an agreed upon period of time that can range from a few years to 25 years or more, during which time the sponsor enjoys naming rights. Revenues generated from station naming rights depend on a variety of factors, including the station's location, ridership, popularity and the return that a particular company or other entity can expect to see from its investment. As part of some agreement renewals or transfers, companies have paid for the renovation of a station and for renaming signs and maps to include a sponsor's brand.

In addition, naming rights can benefit end users by making station identification easier and aiding in wayfinding. For example, a station with a unique name such as "Aquarium"

is likely easier to remember than one that simply names the nearby cross streets such as "35th Avenue and 62nd Street." Station names can also incorporate the station theme and vision, the surrounding development, or define the types of businesses and activities at that station.

5.0 CASE STUDIES

The following case studies provide examples of local, regional and state programs that have been developed to fund planning, property acquisition and implementation of TOD. Many of the programs demonstrate how economic development incentives, development strategies, and funding and financing opportunities can be used together to create an effective TOD program. Implementing programs like these in Florida may require changes to State and Local legislation. Additional programs and information can be found in the "2010 Inventory of TOD Programs" prepared and published by Reconnecting America.

5.1 LOCAL PROGRAMS

5.1.1 Atlanta, Georgia

The 17th Street Bridge is a critical component of a major 138-acre mixed-use redevelopment of the Atlantic Steel Mill site, known as Atlantic Station, located on a former brownfield site in the northwest part of downtown Atlanta. The multi-modal bridge across 21 lanes of I-75 and I-85 connects to the Metropolitan Atlanta Regional Transit Authority's (MARTA) Arts Center rail station. The development was financed largely by private investment, but was heavily supplemented by a special tax district to pay for city tax bonds for public infrastructure.

The success of this complex PPP derives from its ability to combine transportation accessibility, innovative financing, transit and pedestrian-oriented development, complete

Atlantic Station in Atlanta, GA. Photo by Atlanta with Kids

remediation and redevelopment of a blighted brownfield site, and promotion of highly compatible land use concepts desired by the City. This unique combination gave both the private development group and the City significant benefits – essentially resulting in a win-win situation for both the public and private partners.

There were several impediments to the Atlantic Station project that could have slowed or even stopped the project. These included difficulty of aligning project approvals with financing and development, the high cost of brownfield site remediation, prohibition of additions to the highway network in non-attainment areas, traffic concerns of environmental and community action groups, energy consumption concerns, and an uncertain real estate market.

Lessons Learned:

- All partners engaging in a PPP must share a commitment to the vision of the project and provide continuity throughout the development and execution phases;
- Buy-in from the highest level officials is essential to timely review and approval of regulatory and institutional requirements;
- Project participants must be flexible in developing the project and confronting obstacles with "outside the box" solutions;

- Project stakeholders should maintain a spirit of openness and cooperation, soliciting input and communicating with each other and the public throughout the entire development process;
- Innovative funding expedited the bridge development and provided legitimacy to the overall redevelopment project;
- It is possible and beneficial to integrate the objectives of economic development, environmental remediation of brownfield sites, and transportation improvements through a mutually beneficial PPP arrangement; and
- Unique situations require unique approaches.

In Atlanta, the Twelve Centennial Park large mixed-use and mixed-income complex was constructed adjacent to the Civic Center transit station near Centennial Olympic Park. The development includes residential units, a hotel, office space, a restaurant, and retail shops. TIF was integral to the development process. The developer was provided with $11 million in TIF funds from the Atlanta Development Authority, based on the anticipated property tax increment to be created through development on the site. Developed in two phases, the project budget totaled $220 million. In 2005, the first phase of 517 condominium units, the hotel, and most of the retail and office broke ground. Because of the funding from the Atlanta Development Authority, the 104 affordable for-sale condominium units in Phase I are targeted for households earning 80% of area median income (AMI) or less. The Atlanta Neighborhood Development Partnership, a financial partner in the development, provided $500,000 in return for the ability to market and sell the affordable condominiums.

5.1.2 Alexandria, Virginia

In the 1980s, the City began the initial stages of redeveloping Potomac Yard, a brownfield site. The amount of density that could be placed on the site was restricted by the lack of transportation and access serving the site; however, two rail lines did cross the site, which opened opportunities for a new Metrorail station. The Washington Metropolitan Area Transit Authority (WMATA) requires new rail stations to be funded by the local jurisdiction. The City's transportation master plan for Potomac Yard stated that proposed increases in density above what is currently approved for the site "will include reasonable provisions to address the development and funding of an additional Metrorail Station." The City was able to leverage this policy from the master plan when a private landowner requested to redevelop the site with residential, retail, hotel, and office space. The City was able to negotiate financial contributions from the developer for the transit station.

The City was adamant that the existing tax base could not be used to fund the new station. The City established two new special assessment districts in the area. The first was a higher density district where only commercial properties paid $0.20 per $100 of assessed value. The second was a lower density district where all properties paid $0.10 per $100 of assessed value. The City dedicated a portion of the new net tax proceeds generated from future development at the site to the redevelopment project. The net tax revenues were calculated from the gross revenues minus the costs of providing police, fire, schools and other necessary services at the redeveloped Potomac Yard. This allowed the City to use multiple tax sources, not just property taxes, as in a TIF. The City also issued bonds in the amount of $275 million as additional financing for the project.

Even with this financing package, a gap in funding still existed. To address the gap in funding, the City and developer worked together to balance public and private funding and risks. Economic analysis in the area revealed that rezoning the property from 600,000 square feet to 7.5 million square feet would generate property value gains up to $240 million. This value is gained from both greater development potential and higher rents associated with the rail station. As a result, the developer agreed to contribute

$10 per square foot for all development within one-quarter-mile of the Metrorail station, a total of $49 million, one of the largest direct equity investments in a U.S. transit station to date.

Lessons Learned:

- City's forward thinking in developing a policy to negotiate funding of a new station was instrumental in securing private investments;
- Private sector investments greatly reduced public contributions;
- Value capture strategies were important elements in the funding package;
- Increased property values can lead to developer contributions; and
- Innovative funding arrangements were the foundation for successful implementation.

5.1.3 Dallas, Texas

In January 2006, Carrollton, Texas established a Tax Increment Reinvestment Zone utilizing TIF. By City ordinance, the TIF was adopted by City Council in September 2007. The TIF helps to fund infrastructure improvements needed for future redevelopment around two of its three Dallas Area Rapid Transit (DART) light rail stations. The City asked for Request for Qualifications for Master Developer Services in November 2007 to form a PPP that would incentivize development around the three DART stations. In January 2008, the City enacted an economic incentive package for the transit centers. The package included participation in public infrastructure improvements and rebate of development fees. In January 2009, the City and the selected consultant presented a Disposition and Development Agreement (DDA), an economic incentive agreement that provides a framework for the City and the consultant to develop the catalyst project in Downtown Carrollton. The DDA financial terms are:

- The consultant will receive no cash incentive;
- The consultant will pay a ground lease for the land under the buildings with payments of $100,000 annually beginning in year five with the first increase beginning in year 10 of 2.5%; a subsequent adjustment will be made every three years thereafter;
- The consultant will pay $80,000 annually beginning in year five with the first increase beginning in year 10 of 2.5%, with an adjustment every three years thereafter, to lease spaces in the parking garage for their tenants;
- The City will receive a profit participating payment of 7% of the gross margin upon the sale of the buildings; and
- The City will waive all municipal fees associated with the project.

The City amended the DDA in October 2009 and February 2010. Key components of those amendments include a new construction start date of June 2011; a redistribution of the City's economic incentive so that the designs could be completed sooner; and a City commitment to lease the 10,500 square feet of retail space for three years and fund tenant leasing commissions and a portion of the retail tenant improvement. The City will retain revenues derived from tenant leases.

5.1.4 Denver, Colorado

The City and County of Denver Community Planning and Development were awarded $3 million in TIGER II/ Community Planning Grant funds for the implementation of the Denver TOD Program. This program will support the opening of Denver's West Corridor light rail line, which is scheduled for opening in 2013, and will integrate transportation planning with housing and commercial development. The TOD programs that will be implemented with the funds include a comprehensive, multi-modal plan for future transit stations and high frequency bus corridors. Land banking, station area plan implementation,

preliminary design and public outreach will be part of the planning process. A $15 million development fund was also created by Denver, the Urban Land Conservancy, Enterprise Community Partners and private investors in support of the program's land banking and affordable housing plans.

5.1.5 Fairfax County, Virginia

Through the Fairfax County Revitalization Program, the County created Commercial Revitalization Districts in 1998 to encourage economic development activities in older commercial areas, so far 23 projects totaling $4.9 billion. Additionally, a Community Development Authority (CDA) can be established by the County as a flexible funding tool to address a broad range of infrastructure needs and services through bond financing. Petitions for CDAs are evaluated against the County's "16 Principles for Public Investment in Support of Commercial Redevelopment" and decided by the Board of Supervisors. The first CDA was created for the future town center of Merrifield, a private development which would not have occurred without the County funding a portion of the public facilities.

5.1.6 Minneapolis, Minnesota

A Capital Acquisition Revolving Fund was established by the Minneapolis Community Planning and Economic Development Department to acquire property or provide loans for private sector property acquisition and site assembly for sites located on commercial and transit corridors and at commercial nodes for mixed commercial and residential use. At least 20% of the housing units must be affordable at less than 50% of the AMI in order to qualify for the loan. Funding is provided with $1 million in CDBG money and Neighborhood Revitalization Program funds. Implementation is funded through a County Transit Oriented Development Bond Program. This program offers grants or loans to public agencies, for-profit agencies, for-profit and non-profit developers for TOD projects in redevelopment areas. Projects must have multi-jurisdictional impacts and enhance transit usage. Funding is through general obligation bonds.

5.1.7 North Port, Florida

In 2010, the North Port City Commission created a revolving fund for loan guarantees for small businesses. The City used $100,000 of capital funds, along with a matching amount from Sarasota County, to create the program. The fund is intended to support business expansion and retention, create jobs, and stimulate economic activity. The loan guarantees are available for small businesses within the City. The applicants must show they have been unable to secure other financing and prove they have the resources to be successful business owners. The City guarantees the loans, which are provided by local banks. Applicants must also demonstrate how they will create jobs and positively affect the local economy. Loan proceeds can be used for real estate acquisition, purchase of equipment and inventory, construction or expansion of a business site, for use as working capital. The City will guarantee fixed-rate loans between the amounts of $10,000 and $50,000 for up to three years. To replenish the fund, servicing banks will pay the fund an annual guarantee fee of 6% of their loan volumes.

5.1.8 Phoenix, Arizona

Through a TOD Bond Program, the Phoenix Community and Economic Development Department was granted authority to spend $2 million to acquire land for TOD and to reimburse developers of TOD for infrastructure improvements. Funds have been used to pay for the construction of sidewalks, landscaping and utility

Valley Metro Light Rail in Downtown Phoenix. Photo by HDR.

relocation for a downtown project adjacent to a light rail station, and to acquire a two acre parcel adjacent to a planned light rail station for future TOD development.

5.1.9 Portland, Oregon

A TOD Property Tax Abatement Program was created by the Portland Development Commission to reduce operating costs of TOD project by offering a ten-year maximum property tax exemption for projects on vacant or underutilized sites along transit corridors whose design and other features encourage building occupants to use public transit.

5.1.10 Salt Lake City, Utah

Low-interest loans are available to businesses through the Salt Lake City Business Revolving Loan Fund (RLF). Financing can be obtained for acquisition of land and/or facilities, façade and landscaping improvements, building renovations, refinancing existing debt as part of a business expansion, machinery and equipment acquisition, working capital, and new construction through the RLF. This fund stimulates business development and expansion, encourages private investment, promotes economic development, and enhances neighborhood vitality in Salt Lake City. An applicant must describe how the business will help revitalize neighborhoods and have a positive economic impact in the City. Businesses that may not qualify for traditional financing frequently apply.

5.1.11 Seattle, Washington

Central Puget Sound Regional Transit Authority (Sound Transit) administers a Transit-Oriented Community Development Fund that provides grants and loans to developers who intend to build mixed-use, commercial and multi-family development, and to businesses locating or expanding existing facilities in a light-rail station area. The program is funded with $50 million from a dedicated pool established by the City of Seattle, King County, and Sound Transit in 2002. Business incentive loans average $200,000 for a five-year term. Business stimulus loans are available in smaller amounts and real estate financing loans vary in availability.

5.1.12 Sonoma County, Arizona

Since March 2009, the Sonoma County Energy Independence Program has provided over $34 million in financing for more than 1,100 projects funded by the U.S. DEP PACE program that allows local governments to issue bonds to fund energy efficient and renewable energy projects. The program covers over 80 different features, including solar, cool roofs, window replacement, insulation, and lighting systems. Improvements must be made on existing buildings, not new construction. The financed amount must be no more than 10% of the market value or assessed value of the property, whichever is greater. The assessment is attached to the property and is paid over a term of five, 10, or 20 years, depending on the amount financed.

5.1.13 Washington, D.C.

The D.C. Department of Housing and Community Development (DHCD) was awarded $3 million in TIGER II/ Community Planning Grant funds to complement planned development for the CHASE area, which includes Congress Heights, Historic Anacostia, and St. Elizabeth. The goal of this investment is to promote affordable homeownership and low-cost rental units for low-income and senior households. In reaching this goal, the grant will support the creation of a homeownership sustainability fund and expand a range of service available to Historic Anacostia through a current DHCD fund. DHCD will also develop a plan to promote economic development through rehabilitation of the area's historic commercial core.

The New York Avenue-Florida Avenue-Gallaudet University Metro station project was a partnership between local landowners, the District of Columbia, the federal government, and the Washington Metropolitan Area Transit Authority (WMATA). This project was WMATA's first infill station built in between two existing stations. The Council of the District of Columbia passed the New York Avenue Metro Special Assessment Authorization Emergency Act of 2001, creating a special assessment district of commercially zoned parcels that were within 2,500 feet of the transit station entrances, but not within 1,250 feet of Union Station. In 2002, the district began collecting the assessment. As a result, private landowners, the District of Columbia, and the federal government helped fund the New York Avenue Metro station.

5.2 REGIONAL AND TRANSIT AGENCY PROGRAMS

5.2.1 Atlanta, Georgia

Due to fast-paced growth, the Atlanta Regional Commission (ARC), in collaboration with local governments and non-profits, has created its own Livable Communities Initiative to improve livability in the Atlanta region. Mirroring the national initiative, the ARC initiative seeks to improve the link between transportation and land use by providing grants. Through FTA and FHWA funding, ARC distributes funds to local governments and non-profits for projects that seek to encourage mixed-use development, provide a range of transportation options, and promote public outreach. This program in funded with Federal STP monies at approximately five million dollars annually. Development that has occurred under the initiative includes roughly 85,000 housing units, 19 million square feet of retail space, and 38 million square feet of office space.

In Atlanta, the BellSouth telecommunications company was looking to construct its corporate headquarters. Initially wanting to tear down an historic theater, the company ultimately decided to engage in an air rights leasing agreement with the Metropolitan Atlanta Rapid Transit

MARTA Lindbergh Center Station. Photo by Earlopogous.

Authority (MARTA) to construct a 47-story, 2-million-square-foot BellSouth headquarters atop the Lindbergh Center station. MARTA integrated the foundation of the project with its station construction, and the project features a retail mall on the lower floors and a direct station connection. The agreement included an $81 million investment from MARTA, funded through bonds. In return, MARTA receives $13.3 million in annual revenues from the project, which represents a significant source of its operating budget.

5.2.2 Chicago, Illinois

In an effort to expand opportunities for transportation and land use planning assistance, the Regional Transportation Authority of Northeastern Illinois (RTA) and the Chicago Metropolitan Agency for Planning (CMAP) partner to provide the Community Planning program. The intent is to align all efforts with CMAP's GO TO 2040 Plan, and provide inter-agency coordination of expertise, technical assistance and capacity. Services offered include the creation of transit-oriented development plans, transit improvement plans and integrated transportation and land use plans. The RTA has invested in this funding program since 1998, and has partnered with CMAP since 2011.

Municipalities, counties, townships, councils of government and municipal associations, the City of Chicago, groups of two or more municipalities, and the RTA Service Boards are eligible to apply. A variety of sources are used to fund the projects. RTA funds and local match funds are used as the primary sources of funding for RTA funded Community Planning projects. Federal Unified Work Program (UWP) funds, as well as other state and federal grants may be used. For CMAP's Community Planning funded projects, UWP funds and other local and state sources are used as the primary sources of funding.

Projects accepted into the RTA Community Planning Program are required to provide a 20% local matching cash contribution. No matching contribution is required for projects admitted into the CMAP Community Planning Program. Approximately one million dollars are awarded annually, typically at $100,000 per project.

5.2.3 Dallas-Forth Worth, Texas

The North Central Texas Council of Governments (NCTCOG) Sustainable Development Funding Program was created with the goal of encouraging PPPs that address existing transportation system capacity, rail access, air quality concerns, and/or mixed land uses. The program promotes alternative transportation modes or reduced automobile use to address mounting air quality, congestion and quality of life issues. This program has separate funding streams for infrastructure, land banking, and planning. NCTCOG and its regional partners allocated transportation funds to land use projects for use by local jurisdictions. Allocation for land banking projects was no more than 20% of the total, or approximately $8 million. Funding eligibility requires local jurisdictions to apply with existing PPPs. Developers and cities work together preparing the applications. Larger jurisdictions can conduct their own call for projects if they choose and prioritize them based on local goals.

5.2.4 Minneapolis-St. Paul, Minnesota

Minnesota's Livable Communities Act (LCA) is a grant program for the seven-county Minneapolis-St. Paul region managed by the Metropolitan Council. Funding is provided through a regional tax levy that must be renewed each year. LCA grants have created over 31,000 living-wage jobs, built thousands of new affordable homes, and added millions of dollars to the local property tax base while leveraging billions in other public and private investment. There are four categories of grants: Tax Base Revitalization Account

(TBRA), Livable Communities Demonstration Account (LCDA), Local Housing Incentive Account, and Land Acquisition for Affordable New Development.

The emphasis of the Livable Communities program is on cooperation and incentives to achieve regional and local goals. Communities are well-positioned to make decisions about how their cities and towns will grow and develop, but the LCA recognizes that it often takes partnerships and shared resources to move from community plans to tangible results. New in 2011, 24 TOD awards were made through the LCDA and TBRA categories to leverage investment in light rail transit, high-frequency bus routes and bus rapid transit by assisting projects that will provide jobs and housing near those regional assets. The awards totaled $15.3 million. In 2012, $10.1 million in grants to TOD projects were approved through this newer category of grants within the Livable Communities program to advance TOD in both development and pre-development categories.

The Livable Communities TOD category focuses on proposals that are:

- In a Transit Improvement Area designated by the Minnesota Department of Employment and Economic Development;
- In TIA-eligible station areas located along light rail, commuter rail or bus rapid transitways operational by 2020;
- Within ¼ mile of any spot along high frequency local bus lines; and
- Within ½ mile of bus stops on high-frequency express routes with significant passenger infrastructure.

Applicants can request resources from the following sources in one application:

- TBRA Contamination Cleanup Site Investigation TOD grants – helps applicants (1) determine the scope/severity of suspected contamination and (2) develop a cleanup plan for environmental remediation of a site they have or will purchase;
- TBRA Contamination Cleanup TOD grants – helps applicants who have recently completed their site investigation implement their cleanup plan and begin redeveloping their site;
- LCDA Pre-Development TOD grants – helps applicants define their projects by funding activities such as design workshops, redevelopment preparation, corridor or station area planning, development of zoning and land use tools, and strategizing for land banking and acquisition; and
- LCDA Development TOD grants – help applicants acquire or prepare sites, begin (re)development, and/or build infrastructure.

All grants are awarded on a competitive basis. Applicants must be communities that participate in the Livable Communities program and their proposed projects must meet criteria approved by the Council. The Metropolitan Council collaborates with Minnesota Housing, Minnesota Department of Employment and Economic Development, the Minnesota Pollution Control Agency and others to review applications and select projects for award. The LCA has leveraged millions of dollars in private investment. Grant payments are made directly to the city. When funds are awarded, cities often subgrant the funds to developers. As work progresses, the city presents payment requests to the Council.

In 2006, a $1,505,000 LCDA grant for Hoigaard Village funded the design and construction of an area-wide stormwater pond, demolished obsolete sidewalk structures and constructed permanent pedestrian improvements. This project is on the abandoned site of local retailer Hoigaard's, is a residential neighborhood located two blocks from the Southwest Corridor light rail station at Wooddale Avenue. Two apartment buildings, the Camerata with 200 units, and Harmony Vista with 74 units and 25,000 square

feet of ground-floor retail space, have been completed. The stormwater pond serves nearly 50 acres, enabling redevelopment of an additional 30 acres without the need for major stormwater structures on other properties.

5.2.5 San Francisco, California

The San Francisco Bay Area Metropolitan Transportation Commission's (MTC) policy for Regional Transit Expansion Projects requires stations to meet planned density thresholds and conduct station-area planning in order to receive transit funding. Corridors must also conduct station-area planning that considers jobs, housing, station, access, design standards, parking, etc. and create corridor working groups to meet the density thresholds.

Camerata Apartments in Hoigaard Village, St. Louis Park, MN. Photo by Rent Jungle.

Station area planning funds are provided through the Transportation for Livable Communities (TLC) grant program. $11.8 billion in regional transit expansion funds are tied to meeting density thresholds. The TLC grant program includes capital grants and planning grants. Grants are made to local jurisdictions for the creation of station area plans or for capital projects that improve walking and bicycle access to public transit hubs and stations, major activity centers and neighborhood commercial districts. Funding for this program comes from federal STP and CMAQ funds.

In 2011, the MTC created the $50 million Bay Area Transit Oriented Affordable Housing Fund to issue loans for affordable and mixed-income housing sites and other vital community services located near transit. Through the Fund, developers can access flexible, affordable capital to purchase or improve available property near transit lines for the development of affordable housing, retail space and other critical services, such as child care centers, fresh food outlets and health clinics. The sites must be located within regionally adopted Priority Development Areas.

The fund is modeled on similar funds established in recent years in Denver, Los Angeles, Minneapolis, New Orleans and New York, used to leverage hundreds of millions of additional dollars from commercial lenders, investment funds, foundations and public agencies to support affordable housing development. The Bay Area loan fund was seeded by a $10 million anchor commitment from the MTC through its Transportation for Livable Communities program. Other investors include Morgan Stanley, Citi Community Capital, The Ford Foundation, and the San Francisco Foundation. The six Community Development Financial Institutions which serve as originating lenders are Low Income Investment

Fund (LIIF), the Corporation for Supportive Housing, Enterprise Community Loan Fund, Local Initiatives Support Corporation, the Northern California Community Loan Fund, and Opportunity Fund.

Managed by LIIF, the fund will operate for at least 10 years. The first loan was $7.1 million to the Tenderloin Neighborhood Development Corporation to buy a 22,000-square-foot parking lot in San Francisco two blocks from the Powell Street Bay Area Regional Transit (BART) station. With an additional $5.9 million in subordinated financing from San Francisco Mayor's Office of Housing, the 14-story Eddy & Taylor Family Housing building, with 153 affordable housing units and 12,000 square feet of ground floor retail space, is under construction.

5.2.6 Santa Clara, California

The Santa Clara Valley Transportation Authority (VTA) has been successful in promoting housing development along its light rail lines in part through ground lease agreements. In combination with other joint development tools, such as density bonuses, the district has offered long-term, 75-year leases for 10 large park-and-ride lots to attract high-density, multi-family residential development. Started in 1990, developers that enter into a lease agreement can construct their approved project in return for rent payments to the district. The district has entered into three public-private projects that include affordable housing, daycare and retail. One ground lease agreement allowed Almaden Lake Village apartments to be built on the former park-and-ride lot of the Almaden VTA light rail station. It consists of 250 affordable housing units that will initially generate roughly $270,000 in annual revenue.

5.3 STATE PROGRAMS

5.3.1 Connecticut

As part of a larger bonding bill, in 2007 the Connecticut State Legislature passed a Transit-Oriented Development Pilot Program with three primary components: (1) bond issuance for project-specific TOD capital expenses; (2) funding for planning of TOD projects; and (3) facilitation grants that assist communities in setting the stage for TOD. Grants for planning and policy implementation were between $250,000 and $1 million. The bond legislation permitted $10 million over two years.

5.3.2 California

The California Department of Housing and Community Development administers the TOD Housing Program that provides low-interest loans for gap financing for rental housing development of 50 units or more; mortgage assistance for homeownership; and grants for the construction of infrastructure and mixed-income housing projects close to transit. Housing projects must be within ½-mile walk of public transit and at least 15% of the units must be affordable. The program includes $1.35 billion in general obligation bonds and was part of a 3-year, $2.85 million bond measure called Proposition 1C, the Housing and Emergency Shelter Trust Fund Act of 2006).

The California Department of Transportation provides community-based transportation planning grants to create plans that strengthen the connection between transportation and community goals. TOD plans are eligible activities and the program gives priority consideration to projects that integrate transportation programs with community preservation and environmental activities. The program is funded from the state highway account up to $3 million annually.

5.3.3 Georgia

For more than 10 years, transportation planning visions for Atlanta have included a Multimodal Passenger Terminal (MMPT) in downtown Atlanta. The site for the project is immediately adjacent to the heart of the central business district and encompasses 119 acres, largely in some form of public or railroad ownership by various entities. The intent is to connect existing and proposed transportation networks, including existing MARTA rail and bus systems, the regional express bus systems, the Interstate Highway System (intercity bus), and the railroad network (commuter and high speed rail) that are challenged by poor connectivity and capacity constraints. The purpose of the MMPT is to invest in long-term transportation needs, increase transit ridership, drive future economic growth, and be a catalyst for a mixed-use destination in the heart of downtown Atlanta.

The project is a Multi-modal Partnership type of PPP, where the Georgia Department of Transportation (GDOT) entered into a Master Development Agreement with a team led by Forest City Enterprises to conceive, plan and construct the MMPT in exchange for development rights on the remainder of the 119 acres and above the MMPT. The public sector intends to exchange a small capital investment, and prime downtown real estate, for the construction of the MMPT. Although the project is being led by GDOT, it requires a true collaborative effort to bring together the many entities that will impact or be impacted by the MMPT. The core group of stakeholders is actively engaged in the planning process include: City of Atlanta, MARTA, Georgia Regional Transit Authority, ARC, and Central Atlanta Progress/Atlanta Downtown Improvement District. Construction of the project could begin as early as fall of 2014.

5.3.4 Maryland

In 2008, Maryland passed legislation that makes TOD a transportation purpose, making it eligible for funding from the Transportation Trust Fund and for support from State staff. The law allows the Maryland Department of Transportation (MDOT) to designate specific TOD projects and then direct departmental resources and support to these projects. Designated TOD sites are eligible for financing from Maryland Economic Development Corporation, priority assistance from MDOT and other agencies, predevelopment planning and feasibility analysis funded by MDOT, and priority consideration for the location of State offices. The MDOT capital program has three million dollars in dedicated funds for the implementation of TOD projects.

The Maryland Sustainable Communities Act of 2010 authorized $10 million in grants for historic structures and expands eligibility for the grant program to include non-historic structures in TOD sites. The Maryland Department of Housing and Community Development administers the Sustainable Communities Program that provides grants and loans to local governments and community development organizations for capital projects aimed at strengthening the community through such activities as business retention and attraction, encouraging homeownership and commercial revitalization. The evaluation awards points for proximity to transit. In fiscal year 2013 the program had $6 million in Community Legacy capital funds.

5.3.5 Massachusetts

The District Improvement Financing (DIF) program (governed under Chapter 46, Massachusetts Laws) allows municipalities to use TIF for locations that have not been designated as blighted or slum areas. The City or Town defines a development district, which the State must certify. The development district can be a single parcel or up to 25%

of the jurisdiction's land area. The City or Town develops an implementation and financial plan for improvements, describing the plan for increasing residential, commercial, and industrial activity in the district. The plan must also identify the community benefits. The program is meant to stimulate private investment. The District is authorized to acquire property, construct public amenities, issue bonds, and promote development.

The Massachusetts Department of Housing and Community Development provides financing assistance to rental housing projects near transit, including zero interest loans, 30-year deferred payment loans at zero interest for rental housing projects or homeownership projects that carry a 30-year deed restriction that limits the sale price of the home to a percentage of AMI. Projects must be located within a quarter-mile of existing or planned transit stations. Priority is given to projects within existing TIF areas.

The MassWorks TOD Infrastructure and Housing Support Program provides grants for pedestrian and bicycle facilities, housing projects, and parking facilities with ¼-mile of a rail or bus station or ferry terminal. There is a 25% affordable housing set-aside requirement (80% AMI). A 2004 bond provided program funding of $30 million. A maximum of $2.5 million per project was established.

In 2012, 26 projects were approved for funding, including:

Ashland, Cold Spring Brook Infrastructure Improvement Project – $365,000 for increasing the Cold Spring Brook sewer pipeline and connecting it to the Chestnut Street Pump Station. The improvements support future growth within the Rail Transit District, which is located within a quarter-mile of the Ashland commuter rail station and was identified as a State Priority Development Area in the 495/ MetroWest Development Compact.

Holyoke, Depot Square Project – $2 million will support the construction of a new passenger station on Dwight Street

Massachusetts Bay Transportation Authority Red Line Trolley at Milton, MA. Photo by New Railway Report.

in Holyoke, which will become a stop on the Knowledge Corridor-Vermonter Restoration Rail Line project. This project is supported by the Pioneer Valley Planning Commission and was identified in the Pioneer Valley Planning Commission's Valley Vision 2 Plan.

Milton, Milton Villages Streetscape Improvement Project – $1 million will support streetscape improvements which will connect two Milton Villages, located at the Central Avenue and Milton trolley stations. The project will support current and proposed transit-oriented development, housing construction and new retail in the Villages.

5.3.6 New Jersey

The New Jersey Department of Transportation (NJDOT) administers the New Jersey Transit Village Initiative, a multi-agency task force which reviews applications from municipalities to be designated as transit villages, which then makes them eligible for State assistance. Designated municipalities must adopt TOD redevelopment plan or TOD zoning ordinance that include transit-supportive site and architectural design guidelines, and parking regulations; document ready-to-go projects and include affordable housing; identify bicycle and pedestrian improvements; identify "place making" efforts near transit stations; and

establish a management organization that coordinates annual community events and celebrations, including arts, entertainment and cultural events.

Transit Village designation provides:

- State of New Jersey commitment to the municipality's redevelopment vision;
- Coordination among State agencies that comprise the Transit Village Task Force and technical assistance from state agencies; and
- Priority consideration for certain funding opportunities.

New Jersey's first of 25 Transit Villages was designated in 1999, including Morristown, South Orange, New Brunswick, and Montclair. In Fiscal Year (FY) 2012, fourteen Transit Village municipalities were awarded $4.2 million through the NJDOT Municipal Aid grant program to advance projects within their Transit Village districts. Such funding opportunities remain in place for FY 2013 and will be bolstered by a $1 million grant program specifically for Transit Village projects.

5.3.7 Pennsylvania

The Pennsylvania Department of Community and Economic Development, through the Transit Revitalization Investment Districts Act, provides grant funding to conduct extensive community planning processes for neighborhoods around transit, and can be used to designate value capture and TIF districts. The Act allows transit agencies to partner with local governments and developers to facilitate development and share tax revenues where additional property tax revenue can be collected through value capture and by allowing transit agencies to acquire land for non-transportation purposes. It encourages mixed-use developments by excluding single real estate projects. Grants up to $75,000 to each municipality are given but require a 25% match.

6.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

6.1 SUGGESTED READINGS

Atlanta Regional Commission Livable Centers Initiative. http://www.atlantaregional.com/land-use/livable-centers-initiative

Bay Area Transit-Oriented Affordable Housing (TOAH) Fund. http://bayareatod.com

Center for Transit-Oriented Development for the Federal Reserve Bank of San Francisco Community Development Investment Center. *CDFIs and Transit-Oriented Development.* October 2010.

Center for Transit-Oriented Development (CTOD). *Capturing the Value of Transit.* November 2008.

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City of Dallas, Office of Economic Development. *Dallas TOD Experience and TOD TIF District: Providing Unique Public Financial Incentives for Transit Oriented Development in Underserved Areas.* July 16, 2010.

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International Economic Development Council (IEDC). "Scorecard: Financing Economic Development." *Economic Development Journal.* Vol. 10, Number I. 2011.

Levinson, David M. and Emilia Istrate, *Access for Value: Financing Transportation Through Land Value Capture,* Metropolitan Policy Program at Brookings, April 2011.

McKendrick, Joe. *More mass transit agencies consider selling station naming rights.* SmartPlanet Blog, January 25, 2011.

Oregon Metro. *Financial Incentives Community Investment Tools.* June 2007.

Polansky, Risa. 2009. *Miami-Dave Transit selling Metromover station naming rights.* Miami Today. http://www.miamitodaynews.com/news/090108/story4.shtml.

PolicyLink. Developer Exactions. http://policylink.info/EDTK/Exactions/#2.

Reconnecting America. *2010 Inventory of TOD Programs: A National Review of State, Regional and Local Programs that Fund Transit-Oriented Development Plans and Projects.* January 2011.

Rall, Jaime, *Public-Private Partnerships for Transportation: A Toolkit for Legislators. National Conference of State Legislators,* October 2010, and March 2012 Updates and Corrections.

Reconnecting America. *Financing Transit-Oriented Development in the San Francisco Bay Area, Policy Options and Strategies.* August 2008.

Stainback, John and Renata Simril. P*ublic/Private Partnerships Are Key to Successful Transit-Oriented Development.* LCOR Incorporated.

U.S. Government Accountability Office. Public Transportation: *Federal Role in Value Capture Strategies for Transit is Limited, but Additional Guidance Could Help Clarify Policies.* Report to Congressional Committees.

Venner, Marie and Liisa Ecola. "Financing Transit-Oriented Development: Understanding and Overcoming Obstacles," Transportation Research Record: Journal of the Transportation Research Board, Vol. 1996, Transportation Research Board of the National Academies, Washington D.C., 2007.

6.2 ADDITIONAL RESOURCES

Although there is no specific dedicated resource for funding and financing issues within TOD, the Center for Transit Oriented Development (CTOD) covers a wide variety of issues relating to TOD, including funding and financing. Many of the additional resources listed within other chapters have elements that pertain to funding and financing; however, the most comprehensive source to date is listed below.

Center for Transit Oriented Development
Website: www.ctod.org

CTOD is the leading national entity dedicated to providing innovative practices, policy reform, research, analysis, and investment tools to support TOD implementation. CTOD is particularly attuned to opportunities to leverage and catalyze market interests to support TOD, while also identifying the mechanisms through which benefits can be shared equitably by low and moderate-income people.

CTOD partners with the public, private, and philanthropic sectors to foster high-performing communities around transit stations and to build transit systems that maximize community and economic development potential utilizing the full opportunity created by the existing or proposed transit network, not just individual station area assets. CTOD works to integrate local and regional planning to generate new tools for economic development, real estate and investment issues, improve affordability and livability for all members of the community, and respond to imperatives for climate change and sustainability. CTOD is a unique collaboration among three innovative and outcome-oriented organizations: Center for Neighborhood Technology, Strategic Economics, and Reconnecting America.

Transit Oriented Development

Resource Guide

CHAPTER 8
PUBLIC ENGAGEMENT

PUBLIC ENGAGEMENT

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1.0 INTRODUCTION

Engaging the public is an important aspect of developing any process or plan, and is particularly important when discussing new types of planning efforts and development patterns that may be unknown to a community, such as Transit Oriented Development (TOD). Outreach efforts should not only communicate information about the project, but also provide the opportunity for stakeholders and community members to actively engage in the process.

1.1 WHY IS PUBLIC ENGAGEMENT IMPORTANT?

Providing information in a complete and accurate manner can make a difference in the quality of the plan, and our ability to implement the plan. Sharing knowledge and ideas among various stakeholders is mutually beneficial. It can build trust, understanding and collaboration, resulting in more valid decision-making.

1.2 TRANSIT ORIENTED DEVELOPMENT AND PUBLIC ENGAGEMENT

TOD in Florida is a newer idea that still requires robust public discussion if it is to become a part of our local landscape. Providing credible information and effective tools to community members will help address concerns about TOD. These concerns could relate to how TOD might change the character of communities by increasing density or generating additional traffic.

1.2.1 Discussions about Community Character

Discussions involving community character, increased densities and intensities, and/or compact development, vary in the level of sensitivity from community to community. Attempting to proactively identify certain sensitive topics or key words can be helpful in planning ways to minimize their use and/or understand reactions to their use. Additionally, minimization of the use of sensitive words, or finding other ways of communicating the same idea, can help discussion continue uninterrupted, undistracted and free from emotions associated with those words or topics.

Focusing on ways TOD may affect a community, both positively and negatively, can help stakeholders envision possible changes and relate to the planning process. It may help to enumerate what a new project will add to benefit both new and existing residents, such as open space, playgrounds, public art, wider sidewalks, street trees, and/or revitalization of a "main street" that will create jobs and bolster family-owned businesses. Asking the community what amenities are missing and should be added will help to understand their current issues. Hearing and addressing all the concerns will keep the community engaged in the planning process.

Because there will most likely be a diversity of housing types in TOD, and often an affordable and/or workforce housing component, it is important to address any community concerns relating to future residents who might be low-income. Describing how TOD impacts people, rather than relying on the buildings or faceless statistics to convey a message, will greatly enhance and further the discussion. Such discussion may include how a plan might affect people who depend on transit. Research shows that community members like the idea of helping others, especially young families just starting out, and the retired elderly. Additionally, they react positively to pictures of children and families, and relatable stories about real people.[1]

[1] Erin Machell, Troy Reinhalter and Karen Chapple, *Building Support for Transit-Oriented Development: Do Community Engagement Toolkits Work?* Center for Community Innovation at the Institute for Urban and Regional Development, 2009.

1.2.2 Use of Images

Visualization techniques are effective for not only communicating ideas to the public and other stakeholders, but also in gauging citizen opinion of development options or potential changes to an existing street or area. Using images can help define the aesthetic preferences of a community relating to architectural design, and help understand how those preferences might correspond with density and land use concerns. Design elements that portray a feeling of community are often well-received. These might include parks, playgrounds, porches, balconies, awnings, and outdoor cafes. It helps to show people next to buildings to better communicate how they relate to each other. In some cases, it might help to see floor plans or interiors, so participants can imagine the quality of the development. Giving concrete examples of the benefits of TOD, in questions and answer or testimonial format, can also be helpful.

It is of the utmost importance to understand the local context, and use images tailored to the neighborhood where they were shown. With that in mind, maintaining a sense of realism within that context, as if it could occur there, is critically important. If the audience is not familiar and comfortable with the frame of reference being presented to them, it may be difficult for them to provide good feedback. They might also perceive the presenters as outsiders, not credible, and/or unsympathetic to their community's needs.

Research shows that when designing an activity, including an element of surprise in order to make a point may not be an effective way to introduce new concepts. Although the idea might be to encourage new ways of thinking, it could detract from a substantive discussion and even cause the participants to feel manipulated by the facilitators. An example of this would be showing pictures of developments with different densities and asking which one has the higher density. The intent is to demonstrate that the picture of buildings that are actually the most dense do not appear so due to good design, in order to dispel myths about density. However, some participants might focus more on whether they got the answers right and if they felt like it was a fair question. A different option would be to show a variety of local images of developments, and discuss what the participants like and do not like about each one. This will allow them to contribute their own knowledge and opinions in a productive dialogue about design and community character.[2]

1.2.3 Use of Facts

Use of local statistics and facts can provide a meaningful local context for participants in a discussion, perhaps more so than general trends or national averages. Participants can easily discount information that does not treat their community as unique and special. By only offering

[2] Machell, 2009.




Images that portray a feeling of community might include parks, porches, balconies, awnings, outdoor cafes, and people with buildings.

assertions with properly substantiated evidence, the risks of being viewed as attempting to manipulate a process can be lessened. Providing balanced and objective information is critical to help all of the stakeholders understand a problem, alternative or opportunities. Transparency in this way will build trust, which is an essential component of effective community engagement.

1.2.4 Getting Started

It helps to start early in planning for TOD. Initial engagement phases could include a visioning process that will help set the stage for station area planning, zoning and design standards, bicycle and pedestrian improvements, and specific site development projects. Inclusive and ongoing engagement will give stakeholders a vested interest in ensuring that what is built is consistent with community goals. Having a local champion, particularly an elected official, will help build coalitions, assemble resources, and resolve disputes.

Moving forward, TBARTA is available to assist communities in the Tampa Bay region with communications about TOD and its benefits, and how it is different from typical development patterns. Compiling a list of "Frequently Asked Questions" regarding TOD, and providing information on how decisions regarding TOD would be made in each of the TBARTA member counties and cities would also be useful.

1.3 HOW THIS CHAPTER WAS DEVELOPED

Since the TBARTA Land Use Working Group (LUWG) began meeting in May 2008, various topics relating to public engagement have been discussed, including feedback on the chapter outline as presented in January 2011, and survey questions like which methods of information sharing are most effective in different communities. On October 8, 2010, the LUWG convened in a small group discussion about public engagement to provide additional input on how to best develop this chapter of the TOD Resource Guide. Among the issues discussed include how to: make the engagement meaningful, work with limited budgets by pooling resources across the region, use new techniques including visualization, and emphasize the effects of TOD on future generations.

The goal of this chapter is to provide a menu of strategies and tools for use by agency staff, elected officials, public citizens, local and regional planners, developers, and the community at-large. This menu will foster a better understanding of the common issues, barriers, and opportunities associated with public engagement as well as the differing methods that can be utilized depending on the demographics of the community. Additional content found in this chapter was based on experience gained from the TBARTA Regional Transportation Master Plan development process.

The key to support and acceptance of any public plan is community participation and conversation. Photos by Jacobs Engineering Group.

2.0 IMPORTANT TOPICS

The following topics, while not all inclusive, have been included below based upon their importance to the overall understanding of the related topics or their importance in consideration when engaging in public outreach.

2.1 NEED FOR INCREASED PUBLIC AWARENESS & PARTICIPATION

The key to support and acceptance of any public plan is community participation and conversation. Citizens are more likely to support and take ownership of the plans when they are given ample time and opportunity to review the information, provide comments, share ideas and concerns, and observe changes or alterations made as a result of their input. Participation establishes trust and openness in the decision-making process. Without proper public involvement and airing of concerns and questions, the process of approving and implementing a plan can be very difficult. One of the most challenging parts of the planning process is effectively engaging the public.

Today, citizens demand and expect increased transparency as well as inclusion in the public decision-making process, especially with regard to funding outlays and public tax revenue expenditure. On one hand, technology has made inclusion and information dissemination much easier, so agencies are able to engage people more efficiently and more regularly. On the other hand, people are busy and often not able to devote time to meetings, speak with elected officials, and voice their opinions, be it in-person or electronically, about issues, plans, and projects, even if they will be directly affected by them.

Furthermore, erroneous information can spread easily and quickly through the community, potentially leading the public to possibly oppose a plan they might have otherwise supported had they received the correct information.

2.2 GEOPOLITICAL AND SOCIO-DEMOGRAPHIC VARIATIONS WITHIN THE TBARTA REGION

The TBARTA region is very diverse, covering seven counties, several large cities, and numerous smaller cities comprised of varying cultures and generational groups. The situation may be different depending on which part of the region is involved. Funding levels vary, local government structures vary, community involvement and activism varies, and the age and needs of the populations vary. Similarly, local governments vary in terms of staffing, budget constraints, and political direction.

With the creation of TBARTA and the LUWG, conversations between and within communities in the region are evolving. Local governments can share resources, partner on outreach campaigns, and collaborate on strategies to inform and engage their neighbors, both near and far.

Section 3.0 of this chapter provides a range of public engagement and information strategies and tools that span various levels of effort and cost. Low-cost tools include social media campaigns, which may attract a younger demographic.

More advanced methods include virtual public workshops, which may appeal to busy families who cannot afford childcare, or working professionals who may not have the time to attend a meeting in person.

In order to have a successful dialogue that reflects the diversity of the affected community, it is often helpful to use more than one method of interaction tailored to the area's population. Characteristics such as time available, level of interest, age, culture, and access to technology vary significantly across the TBARTA region.

In dealing with different ethnicities, language barriers are actually easy to overcome. The major challenge is being able to understand and accommodate psychological and cultural differences that hinder communication. Thoughtful consideration of minority, ethnic, and low-income people, as well as generational groups, can identify specific barriers and determine effective ways to overcome them. For instance, people in some cultures are uncomfortable with the open house meeting format and intimidated by one-to-one interaction. Supplementary, informal, small-group meetings in certain neighborhoods can help increase participation. There are also varied styles of communication depending on cultures. For example, in some cultures it may be improper to disagree with authority or community elders may have a particular role in decision-making. In communities where there is reluctance to disagree or criticize, opinions may only be expressed after prolonged consideration or in very indirect ways.[3]

2.3 COMMUNITY LEADERSHIP

In moving forward with the implementation of TOD policies and plans, it will be important for representatives from local governments to coordinate with regional partners to develop strategies to inform and engage the public in a way that is consistent on all levels – regional to neighborhood. Community and neighborhood organizations and their leaders are essential for communication. Often residents rely on their community leaders to represent them in the process. Established organizations can serve as forums for participation, reflect community-wide concerns, and provide useful strategies for interaction. On the other hand, it is important not to presume that any one group represents an entire community. Additionally, religious institutions are an effective way to reach under-represented groups. They have broad constituencies and are particularly good avenues for reaching people who may not be active in the community in other ways. Engaging trusted leaders in a community will help improve participation. A leader might be a lifelong resident, elected official, popular business owner, or a local sports hero.

2.4 BALANCED DISCUSSIONS

Every issue has two or more sides, and every choice has positive and negative aspects. Major decisions and changes made in a community require compromises and trade-offs. Equitable solutions may be achieved through public dialogue where a diversity of interests and stakeholder groups of all cultures and ages come together. It is important for planners to understand local values, and reflect those values in the planning process. A continuous and multi-directional flow of information among the public, technical professionals, and local decision-makers is needed if public input is to be meaningful.

2.5 ADDRESSING MISINFORMATION

In some cases, incomplete or inaccurate information about a project or issue may circulate throughout a community. Addressing misinformation expeditiously and proactively will help clarify the issues and alleviate concerns. It helps

[3] *Public Involvement Techniques for Transportation Decision-making,* U.S. Department of Transportation, Federal Highway Administration.

to involve the public early in the process, so that they start out with a solid understanding from a knowledgeable first-hand source.

Often, plans or projects of a similar nature or purpose may cause confusion and misinformation. Recently, the Tampa-Orlando "Super Region" has been the focus of a number of new transit studies and planning efforts such as High Speed Rail from Tampa to Orlando, SunRail in Central Florida, the TBARTA Mid-Term and Long-Term Master Plan Networks, the Hillsborough County Alternatives Analysis, and the Pinellas County Alternatives Analysis – all of which may be challenging for the general public to identify and understand. The more information disseminated to explain how each project relates to the other, the better they can be understood. Projects and plans with overlapping goals, objectives, and geographies need timely public involvement to maximize their likelihood of successful implementation.

3.0 STRATEGIES AND TOOLS

Below is a comprehensive overview of the different ways that the public can be contacted, engaged, and informed. From the menu of options, a plan can be crafted and tailored to the specific community needs and vision for the project or plan being developed.

3.1 WEB-BASED COMMUNICATIONS

Wed-based communications use an Internet connection on a computer. Common forms of media on the World-Wide Web (WWW) include: e-mail, social media, and websites. At this time, most people are familiar with the Internet, know how to use it, and have a minimum level of access to it. Most public libraries provide free Internet access, and most schools provide free Internet access to students.

Web-based communications are a popular way to reach the public because there are fewer physical barriers to communication. Disseminating information and obtaining feedback is as simple as typing into a computer and publishing a social media post, sending an e-mail, or posting a survey to a website. As the world becomes more digitally connected, web-based communications will match or surpass the importance and reach of more traditional forms of outreach like newsletters, television spots, and public meetings.

Making use of social and electronic media is an integral part of the modern public engagement process, and will continue to gain popularity as more people become connected with each other through the Internet, whether from a computer or a smartphone device. The challenge will be to engage and inform users about the appropriate way to interact with social and electronic media, how it can spread information faster and more efficiently, and how it saves time and money over more traditional means of disseminating information and involving the public. Social media and its related tools

present a considerable cost-savings where they make sense; they are simple and largely free to develop, resources are kept to a minimum, and a range of information can be created and posted to the public realm with a few clicks of the mouse. Its importance should not be underestimated.

In the Tampa Bay Region, many residents are older and/or retired and may appreciate a diversified public engagement strategy – one that includes digital material, print material, and ability to speak with someone in-person. There will always be citizens who feel most comfortable with in-person interaction or tangible media that does not require a power source or Internet connectivity.

3.1.1 Websites

A website is a collection of related webpages containing text, images, videos or other digital assets. A website is hosted on a web server, accessible through the Internet. Similar to residential homes in a community, each page on the Internet is uniquely identified by an address called a Uniform Resource Locator or URL. A website may incorporate elements from other websites, or contain original content. Websites should also comply with protocols for access by persons with disabilities.

A website can perform a number of functions, such as signing up users for an e-mail subscription to get updates, providing a space or form for users to submit a comment, offering contact information, links to partner agencies and social media accounts, press and media related information, a resource library for maps, plans, reports and recent studies, previous and upcoming meetings (i.e., an online meetings calendar), as well as Frequently Asked Questions. Websites are infinitely customizable virtual spaces; the opportunities and boundaries are limitless.

Website Strengths:

- Useful for posting relevant resources and documents.
- Websites can be basic and simplistic, or they can be flashy and require considerable back-end development. Due to the range of complexities, they can be tailored to the needs and budget which offers flexibility in production.
- Changing content and updating information is simpler, faster and much less expensive than using physical, printed mail as well as far less labor-intensive.

Website Weaknesses:

- Websites can be expensive to build, although many free blog-type platforms now exist and can be implemented easily and quickly.
- Similar to social media, websites are only useful if people can easily access them and are aware of their existence.
- Depending on how a website is originally created, it may be difficult to change or update in the future. Often times, a complete re-build by web development professionals is necessary, which can incur a significant cost.

3.1.2 Web Surveys

Another function of websites and webpages can be to survey the community and gauge opinion or sentiment. Because this requires collection of responses into a database, typically it is easier to employ a third-party online survey service like SurveyMonkey. With such services, agencies must pay a fee to open an account and from there can design surveys with customized questions, responses, and fields for comments. Responses are provided in a simple report format, usually as a Microsoft Excel spreadsheet or other similar database-friendly formats. Proprietary surveys, such as those hosted on a website, can also be developed and implemented at a higher cost.

Web Survey Strengths:

- Useful to gauge public opinion and sentiment on any number of issues.
- Responses can remain anonymous and therefore participants may be more likely to be honest and candid.

Web Survey Weaknesses:

- Statistical validity may be difficult to obtain; survey respondents are typically self-selecting.
- Cost can be prohibitive for custom-developed surveys.
- Driving traffic to the survey can be difficult.
- Often the public will start the survey and not finish it, resulting in incomplete information.

3.1.3 E-Mail and E-Newsletters

There are numerous ways in which people have changed the way they communicate over the last 20 years. E-mail has perhaps been one the most widely accepted changes. E-mail is an instantaneous way of reaching an individual or group of people, and a response comes much faster and more easily than through traditional "snail" mail.

An E-newsletter is an electronic newsletter, published online, distributed through e-mail to a list of subscribers. Recipients choose to receive the newsletter by signing up online or signing up in-person at a meeting. This strategy uses e-mail technology to simultaneously disseminate a document or collection of articles or announcements to a number of individuals. E-newsletters require no physical paper or ink and there are no printing costs associated with this format. However, to boost appeal, content in e-mail or e-newsletter format should be eye-catching, attractive, and messages should be clear and concise.

E-Mail and E-Newsletter Strengths:

- Convey information in a clear manner; can be as elaborate or simple as desired.
- Reach is wide and recipients can absorb content quickly.
- Regular updates on agency, project, or plan can foster a positive relationship with the public and support a sense of inclusion in the process.
- Saves paper, and eliminates the cost of printing and postage.

E-Mail and E-Newsletter Weaknesses:

- Not everyone reads e-mail consistently, and people typically respond better to printed material that they can pick up and hold, rather than reading for long periods on their computer screen.
- Due to the popularity of e-mail as a way of reaching consumers, many people are overwhelmed by the volume of e-mails they receive daily. Standing out from the crowd can be a challenge.
- Most people who voluntarily sign up for e-mail updates are already involved and informed (i.e. "self-selected"). This issue doesn't aid in expanding participation or collective knowledge.

3.1.4 Social Media and Networks

The way people connect, communicate and collaborate is changing from broadcast type communication to open and interactive engagement where everyone can contribute or respond easily and instantly. These patterns of "social" interaction are commonly referred to as social networking. However, social networking is only one component of this new way to collaborate. Collectively the tools are referred as "Social Media".

Social media is a shift in how people discover, read and share news, information and content. It has been characterized as a fusion of sociology and technology, transforming monologue (one to many) into dialogue (many to many). It is also viewed as the democratization of information, transforming people from content readers

into publishers and critics. In this transformation we are shifting from knowledge is power to sharing is power.

Social media allows a webpage to automatically extend to mobile platforms. Televisions are rapidly becoming web portals, and programs are now available in real-time or anytime. Newspapers and magazines have gone digital and use of print versions is diminishing at a staggering rate. In addition, a majority of radio programming is now streamed to the web and consumed at home or at work via computer. This convergence of technology and media has made it easier to form and deliver a message at a negligible cost.

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Social media is one of many modes of communication that can be used for public engagement purposes. Over the last few years, social media has increased in popularity and usage; it is paving the way for our society to communicate in an easy and effective way by viewing, listening, gathering, and sharing information. The following sections provide information on both social media and how applying these tools, or a combination of several tools, can help increase public engagement and participation.

A social network is an internet-based tool that focuses on building networks or relationships among users who share similar interests and/or activities. A "social network" online consists of users (who each maintain a profile or landing page), each users' social links (friends, followers, "likes," etc.), and a variety of additional ways to share messages, content, and information. Social networks provide ways to interact within the site, such as messaging, chat rooms, and the ability to "tag" (i.e. identify) friends or followers in pictures and information. They allow users to share ideas, activities, events, announcements, and content of interest with a network of friends, followers, colleagues, interested parties, and the like.

Facebook and Twitter are two widely used social networks. Facebook is a social networking site where users can connect with each other, provide basic information about themselves, post links to articles, thoughts, and photos, although new functionality is constantly being developed. Facebook allows the user or organization to make new connections with others who share a common interest or similar passion on a community initiative or plan.

Twitter is a social networking service utilizing a condensed message format, where posts are limited to 140 characters, so outbound thoughts must be concise and to the point.

Both Facebook and Twitter can be accessed using a computer or on most smartphones. Facebook has stronger visual components than Twitter, and user profiles can often be heavily back-loaded with information and imagery. Twitter is a different platform, with a different audience. It is better for quick thoughts or announcements, promoting a news article or reflection, or "live-blogging" in the moment on a mobile device. Twitter has been widely used by news reporters to instantaneously relay the developments of a story or situation.

A professional network is a virtual community that, in contrast to a social network, is focused on business-related interactions and relationships. One example is LinkedIn, which is a directory of professionals and companies and is used for networking, career opportunities and job inquiries, hiring, consulting offers, new ventures, expertise and reference requests, connecting with previous classmates, alumni, co-workers and employers, and company research. Individual users or companies can "follow" different associations or theme-based groups to stay on top of the latest industry news or trends,

Social Media and Networks Strengths:

- Provides a stronger voice to the public and local citizens, rather than the institutional voice that is common in official documents or media releases.
- Relatively low cost for active outreach.
- Easy to update and continue the conversation.
- Content can be extremely current.
- Can interact with agencies with similar goals and share each other's messages.

Social Media and Networks Weaknesses:

- Regulating the conversation and controlling the message can be difficult if opponents or detractors wage attacks or overwhelm the site with biased comments.
- Requires regular attention to ensure fresh content is posted that is professional and impartial, especially when a governmental agency is being represented.
- Only reaches those with access to the Internet or a smartphone/similar mobile device.

3.1.5 Blogs

Blogs, or "web logs," are websites or pages with regular entries of commentary, descriptions of events, or other material such as graphics or video. These entries are commonly known as posts. Posts are displayed in reverse-chronological order (i.e. newest first). Like the other forms of digital media, blogs can be extremely elaborate or very simple. Most successful blogs maintain a consistent voice and update on a regular basis to ensure healthy and new readership.

Blog Strengths:

- Similar to social media, blogging provides a personal, approachable voice to an otherwise institutional façade.
- Most blog platforms (i.e. Wordpress, Blogger, Tumblr) are free.

Blog Weaknesses:

- It can be difficult to address the question of who is responsible for comments posted on blogs and how best to record comments.
- Blogging, like social media, can skirt the line between casual and formal, and the author of the blog must be aware of the boundary between those two styles of writing.
- Blogs are used relatively infrequently in comparison to more traditional media like newsletters or pamphlets, as they require more regular maintenance and updating.

3.1.6 Smartphone Applications

A relatively new concept, mobile applications (or "apps") on smartphones (e.g. Apple iPhone, Blackberry, Android) are similar to programs on a laptop or desktop computer. They are created by third-party developers for specific purposes: information dissemination, personal communication, social media, finance tracking, and countless other uses. With regard to public agencies,

a smartphone app may be useful as another layer of social interaction and virtual space to provide information. Some transit agencies have successfully developed and implemented smartphone apps that track the real-time location of buses and can give accurate data on when buses will arrive at a given location, typically the user's current location, made possible by a Global Positioning System (GPS) unit built into most smartphones.

Smartphone Application Strengths:

- Useful to tech-savvy citizens in search of an easier way to glean information.
- Technologically-forward and successful as a marketing tool.

Smartphone Application Weaknesses:

- Expensive to develop.
- Citizen use hinges on usefulness of information available within the app and number of local citizens with smartphones that support the app.

3.2 TRADITIONAL MEDIA

Traditional media is any communication that disseminates information or announcements using methods other than the Internet. Traditional media includes: television, radio, newspapers, magazines, books, television or radio-based public service announcements (PSAs), and other printed publications. Traditional media delivers messages through one-way communication to a targeted group or population that may be less specific than that of social media, with no direct, two-way interaction. Traditional media are the most familiar to citizens and staff alike, as they have been the primary method of communication over most of the previous century.

Most people are familiar with the function of newspaper, radio, and television, and are comfortable with those more traditional forms of outreach. The real challenge will be to balance the use of traditional outreach with newer, lower-cost outreach methods that are available and becoming more and more part of mainstream culture. Print media is still relevant, but the cost to produce many print publications is climbing each year. Similarly, radio and television promos can be very costly. Decisions about which kinds of media used should depend on the type of information being disseminated, and the characteristics of the community.

As budgets shrink, traditional media is quickly becoming a less viable method of reaching the public. If funds are available, then a slick television promotional campaign, radio spot, or printed mailing can be very effective at engaging and informing the public. However, in general these are more broad-based tools. They are harder to tailor, more difficult to make quick changes to, and less directed to a specific group or population.

3.2.1 Television

Television can be used by public agencies to send out a message through use of public access channels or via paid commercials on cable or network television. Because television is both auditory and visual, and unlike computers require no specialized knowledge to use, televised engagement can be very powerful in informing and engaging the public on a plan or project that includes physical or visual elements.

In the last few years, television has been used as one way to hold a virtual community meeting. Coupled with a telephone conference call or online blog, users can watch a panel discussion on television and submit questions and comments online or on the phone – a real multi-platform method of reaching the public. This concept and practice is discussed further in the "Town Hall Technologies" section of this chapter.

Television Strengths:

- Familiar and accessible technology; most everyone has a high comfort level.
- Able to send a clear message to the viewers, with the ability to show photos, pictures, drawings, or other visual media as well as recorded dialogue.
- Low cost or free of charge if done using publicly-owned station (aka, public-access television).
- Ability to reach a large number of citizens, at least those with access to a television.
- Personal and informal way to obtain information, possibly viewed more as entertainment, where viewers can see the representatives involved, if program consists of a panel discussion for instance.

Television Weaknesses:

- Inability to track viewer numbers.
- Communication is one-way unless coupled with another form of technology such as telephone or web.
- Commercial television spots or shows can be expensive; the reach of free or low-cost public television is comparatively small in comparison to commercial television.

3.2.2 Radio

Similar to television, radio can be used by public agencies to send out a message or announcement to a broad audience across a wide geographic area, albeit without any visual representation.

Radio Strengths:

- Like television, most people own or have access to radio.
- Unique combination of a targeted audience and high reach; low cost relative to television.

Radio Weaknesses:

- May be less engaging due to a lack of visual components.
- One-way approach without interaction or participation from listeners.
- Imprecise measurement of how many people are listening or gaining information.

3.2.3 Newspapers

News outlets reach a wide audience both in print and online, partly because of their rich history which has become a part our culture. Since newspapers are delivered in traditional (printed) and online forms, they can access numerous demographics and targeted sub-markets. Achieving exposure utilizing the news media will require some knowledge and expertise to tailor messages that are factual and meet the media's test for newsworthiness. It helps to establish a professional relationship with key reporters and editors, especially those with a reputation for fairness and thoroughness. The most direct way to have an article appear in the newspaper is by requesting to meet with a reporter or the editorial board, and offering to share information about the study or project. It is important that the story is simple and contains relatable experiences.

Press releases and other prepared materials are helpful to journalists. A press kit could include facts about the plan or project, information on future public engagement activities, whom to contact for more information, as well as photographs, compact disks (CDs), or videos of the project. Information can also be provided in newspaper advertisements, although this can significantly increase the costs of maintaining a sustained engagement campaign. Official notices relating to zoning, land use changes, or other governmental functions are often required by law to be published in newspapers. To the extent that planning efforts for TOD involve public hearing or entitlement processes, the legal public notice requirements within an individual jurisdiction should be consulted and followed.

Newspaper Strengths:

- Information reaches a wide audience, and is quickly disseminated.
- Journalists will relay technical information in ways a layperson can understand.
- Conveys messages with a legitimacy that direct mailings or other forms may not be able to provide.

Newspaper Weaknesses:

- Requires ability to effectively tailor potential stories to what the media considers newsworthy.
- It takes effort to ensure the story is interpreted by the journalist accurately; there is always risk in having a project or message conveyed in an unbalanced or partial manner.
- One-way approach without interaction or dialogue.
- Newspaper advertisements might not be read by entire newspaper circulation; readership measurement is imprecise.
- Paid advertisements in the newspaper can be cost prohibitive.

3.2.4 Other Print Media

Print publications, such as brochures, postcards, flyers, surveys, and fact sheets may be developed to outline the general scope of a project or planning process, and provide information on how the public can become engaged. These are created and distributed in any number of ways: direct mailed to those on a mailing list or displayed as hand-outs at meetings, in government offices including libraries, on public transit, and at area cafes and grocery stores, with the appropriate permissions obtained. Because the Tampa Bay Region includes many citizens who primarily speak Spanish, print materials should be distributed in both Spanish and English where possible to maximize the potential audience. Federally funded projects may require compliance with rules regarding Limited English Proficiency (LEP). It also helps to prepare printed material in larger print for the vision impaired.

Print Media Strengths:

- Information can be mailed directly to those on the mailing list.
- Comment forms or questionnaires can be placed inside of newsletters for the public to respond.
- Tangible media has an appeal that cannot be easily replicated with digital methods.
- Can be fairly easily produced in more than one language.

Print Media Weaknesses:

- One-way approach without interaction or dialogue.
- Newspaper ads might not be read by entire newspaper circulation; readership measurement is imprecise.
- Print media includes costs like production and distribution, which can be very costly for color publications distributed to a wide geographic area.
- Survey responses depend on return mailing, which can reduce response rates and delay receiving input.

– Includes front-end labor costs for a graphic designer to attractively and logically arrange information, diagrams, photos, etc. An attractive, catchy piece of print media is far more engaging and interesting to read than a plain, text-heavy handout.

3.3 PUBLIC MEETINGS

Most traditional public engagement efforts include some form of public meeting element. They provide direct, real-time, face-to-face interaction between staff, interested citizens, elected officials, and the development community. They can be labor-intensive to prepare for and staff. For these meetings, venues are arranged; meeting logistics are coordinated; discussion materials, presentations, and/or survey instruments are prepared; and the public must be notified in advance. Public meetings are the most common kind of public engagement because they are a straightforward method of interacting with the public, requiring little or no technology. Staff, elected officials, and citizens come together in person.

To help make a project's decision-making more accessible, and to comply with the provisions of Title VI of the Civil Rights Act of 1964 and the Americans with Disabilities Act (ADA), special considerations may be needed. It may help to hold community meetings at different times, like in the evening and at lunchtime, to allow the most flexibility in work and family schedules. Meetings should be held in locations that meet ADA requirements and are served by public transit, in order to provide improved access. Serving food or snacks can facilitate and encourage participation. It is important to provide clear directional signage to the meeting.

In recent years, attendance at public meetings has waned for a variety for reasons. However, some new innovative technologies have made meetings more exciting and interactive than ever before, helping to reverse that trend. Public polling hardware allows meeting attendees watching a presentation to individually, anonymously vote in real-time, with the results displayed instantly within the presentation. This can help build consensus and give everyone in the room an equal voice. More information is provided about public polling hardware in the "Survey Instruments" section of this chapter.

3.3.1 Public Hearings

Public hearings are the most formal of all the meeting types. They generally include a written agenda, a presentation and comment period, and usually conclude in a motion to adopt a plan or project.

Public Hearing Strengths:

– Conventional way of recording public comments.

– Good opportunity to unveil new ideas on the record, since meetings are generally covered by the media.

– Elected officials hear comments first-hand from the public.

Public Hearing Weaknesses:

– It is often too late to provide meaningful public input that will shape the plan or project.

– The public is less likely to be candid and open in such a formal setting.

– Public comment periods are limited in time, usually to three minutes, and without any dialogue with elected officials.

– It is often difficult for a member of the public to express all their concerns in three minutes.

3.3.2 Board/Commission Workshops

Public board and commission meetings with routine business and public comment periods can become dry and discouraging for natural, unfettered dialogue about a topic. Workshops can provide periodic alternatives to regular meetings. Board and committee members can use workshops to strategize, discuss, and truly collaborate to tackle a specific and/or difficult issue.

Board/Commission Workshops Strengths:

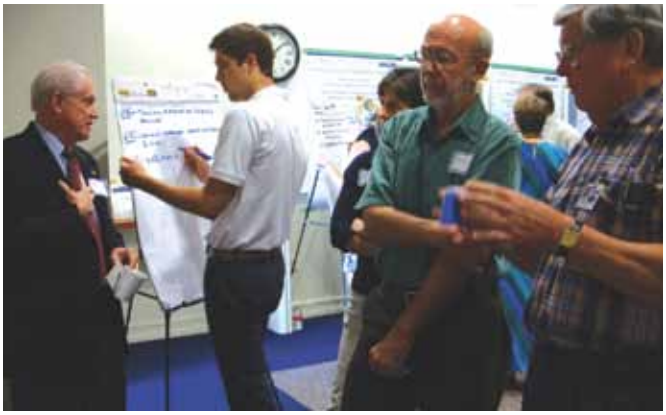
- More focused discussion on certain topics.
- Detailed information presented to Board/Commission in a public setting.

Board/Commission Workshops Weaknesses:

- Longer than typical agenda items, and not always convenient for the public to attend.
- Often not easy for the public attend, since these are typically held in the daytime during the week at an inconvenient location.

3.3.3 Homeowners Association (HOA) and Neighborhood Meetings

Good for plans that affect specific areas of the city or county, HOA and neighborhood meetings tend to be smaller, more focused, and attendees are local residents and business owners. These are typically monthly meetings with an established audience comprised of community leaders and activists. It is an efficient use of the participants' time, since they only need to attend one meeting that is located close to them, with other items on the agenda of interest to them. This is likely to be easier than attending an additional meeting that only deals with one specific issue or project. Depending on how many neighborhoods are affected by the issue at hand, or fall within a project study area, these can be labor-intensive and require customized presentations and meeting materials.



Top: TBARTA Citizens Advisory Committee meeting, February 2008.
Bottom: Land Use Working Group meeting, September 2008.
Photos by Jacobs Engineering Group.

HOA and Neighborhood Meeting Strengths:

- Great for neighborhood planning efforts such as planning for a specific transit station.
- Better focused on what residents see and experience every day.
- Better able to interact with residents and address needs, concerns, etc.
- Community leaders can help inform others not at the meeting.

HOA and Neighborhood Meeting Weaknesses:

- Staff cost and time.
- Potential for losing the regional perspective.
- Limited presentation time available since other business is usually conducted.
- Unlikely to reach the audience that does not usually participate.

3.3.4 Community Meetings

Community meetings are usually held for an audience broader than neighborhood-based, and most often for a specific project or planning purpose. Typically, they consist of a formal presentation at a scheduled time, followed by a moderated question and comment period that may be limited in time. Often attendees are asked to complete a survey before they leave, and a limited number of staff members are available to answer questions about the project. Unlike public hearings, decisions are not made and elected officials do not usually attend.

Community meetings can be labor-intensive to prepare for and staff. For these meetings, venues are arranged; meeting logistics are coordinated; discussion materials, presentations, and/or survey instruments are prepared; and the public must be notified in advance. Public meetings are the most common kind of public engagement because they are a straightforward method of interacting face-to-face with the public, requiring little or no technology.

Community Meeting Strengths:

- Focused on providing comprehensive information about the issue or project.
- Staff is able to interact with participants to address concerns directly.
- Consistent message is relayed to all attendees.

Community Meeting Weaknesses:

- It can be time-consuming for staff to prepare materials.
- Several staff members may be needed to attend.
- Often inconvenient for the public to attend due to schedules and meeting location.
- Amount of interaction is limited due to formal nature of meeting.

3.3.5 Open Houses

Similar to public meetings, open houses tend to be longer in duration, less formal, and may not include a group presentation. For scheduling purposes, these can be more convenient for the public than public meetings. Attendees can come at any point during the open house and receive the same information and level of attention. Presentation boards, with information to review in a logical order, and comment forms or surveys, are typically provided at an open house so that attendees can go at their own pace, review for as long as they would like, and ask questions if they have them.

Open Houses Strengths:

- Less formal than community meetings; more approachable forum for discourse between staff and citizens.
- More convenient for people with busy work and family schedules.
- Accommodates many different levels of understanding.

Open Houses Weaknesses:

- It can be time-consuming for staff to prepare materials.
- Several staff members may be needed to attend.
- Must develop a coherent strategy for displaying information and preparing staff for a range of different questions and topics.
- Some people are uncomfortable with one-to-one interaction, and would prefer a more formal type of setting.

3.3.6 Workshops and Charrettes

Public workshops or charrettes can be a very effective way of not only communicating information to the public, but actively engaging them in the formation of plans and policies, thereby increasing public support. These types of meetings require a high level of organization and pre-planning, and are often centered on visual components or themes. There are several different types of workshops and charrettes, many of which involve breaking into small groups with facilitated discussion occurring at each table. Sometimes these discussions involve sketch planning or other concept planning activities, and may be led by a design professional with input from the participants.

These meetings may also be utilized to obtain public feedback in the form of visual preference surveys. Visual preference surveys are conducted by displaying photographs and drawings which communicate different options, styles or characteristics (be they related to architecture, urban design, transportation, or a number of other areas) and asking for feedback. Public workshops and charrettes, as well as visual preference surveys, are highly successful tools for planning TOD station areas.

Workshop and Charrette Strengths:

- Extremely effective in communicating proposed plan or policy impacts, and identifying the participants' vision for the future look and feel of TOD.
- Can produce graphics or identify photos which can then be incorporated into future documents and planning efforts, providing an element of continuity between the workshop/charrette and the final plan.
- The small group dynamics at charrettes and workshops can foster increased discussion and innovation. The interactive nature of the meeting format allows for follow-up and provides the opportunity for an in-depth understanding of the thoughts, feelings and preferences of the participants.

Workshop and Charrette Weaknesses:

- Can be very expensive, due to the time, resources and large staffing needs to conduct a charrette/workshop. Also, preparation time is usually quite high, increasing the costs of conducting a charrette/workshop.
- Are longer than most other meetings, which requires a larger than usual time commitment on behalf of the participants.
- Strong personalities can overpower a group and stifle or suppress discussion and the sharing of opinions.

Whether formal or informal, seeking out a sample of citizens to get an unbiased opinion can be productive and useful when considering a public information campaign or trying to determine the most effective medium to use in public involvement.

3.3.7 Focus Groups

Whether formal or informal, seeking out a sample of citizens to get an unbiased opinion can be productive and useful when considering a public information campaign or trying to determine the most effective medium to use in public involvement. Focus groups provide a more intimate, personal interaction between staff and the public, which is more difficult to achieve with large-scale public meetings or workshops.

Focus Group Strengths:

- Group dynamics encourage further discussion which can enhance information gathering, particularly as common opinions and viewpoints emerge among the participants.
- Allows for in-depth discussion of topics, and provides an opportunity for subsequent follow-up questions which can increase the moderator's understanding of the thoughts and feelings behind the opinions.
- Can be guided or more free-form, changing the type of information that can be gathered.

Focus Group Weaknesses:

- Only obtains opinions from a small section of the population, and cannot be used to extrapolate or otherwise produce a scientifically valid survey of likely public response.
- Opinions of some group members can be influenced or repressed from overpowering personalities within the group.
- Can be expensive if professional services or space is required, and is labor intensive given the large amount of analysis and summary that needs to occur after the group convenes.
- Can raise false expectations of what the final product will look and/or feel like. Facilitators must make sure to convey the regulatory authority of the plan being proposed, and the level of which compliance with the participant identified vision can or cannot be realistically achieved.

3.3.8 Town Hall Technologies

Town hall technologies are a set of techniques that allow thousands of people to participate in a town hall-style public meeting without leaving the familiarity and comfort of their own home. It gives citizens direct access to the decision-makers and provides a unique personal experience to everyone participating.

The telephone town hall is a relatively new concept of public engagement that has several variations: televised, telephone/conference call, and online. Similar to open houses in terms of content, town halls provide the same information but use any one or a combination of technologies to reach out to populations in a lower "per-attendee cost" than that of traditional public meetings. Town halls merge old and new styles, maximizing audience potential.

In some cases, agencies can combine different types of town hall technologies to cover an even broader cross-section of the public. In the development of the Regional Transportation Master Plan, TBARTA used the telephone and

TBARTA iTownHall meetings in April and May 2009. Photos by Jacobs Engineering Group.

online technology to host "iTownHall" meetings, and with the Pinellas County Alternatives Analysis, added a televised component for an "eTownHall" experience. Both combination formats have worked seamlessly, reached far more members of the public than a traditional town hall or open house, and realized a much lower "cost-per-attendee" than any type of traditional, in-person community meeting.

In addition to televised, telephone/conference call or online town halls, an all inclusive town hall can be very effective. This involves combining a moderated blog with live streaming video of expert panelists addressing pertinent questions and concerns from participants via telephone, online or by television. Real-time blog entries allow an online exchange of ideas during the live event. The exchange through the telephone portion of this type of multimedia event uses a network of telephones and computers to prompt individual phone calls to residents who were asked to stay on the line to participate. Interested citizens who do not receive a call, but wish to join the telephone portion, have the option to call toll-free during the live portion of the event.

Telephone/Conference Call Town Halls

Panelists on telephone or conference call town halls answer phone calls that come in live, and answer in real-time (with no prior knowledge of the caller's question). This type of town hall has no visual aspect, but adds a direct link between citizens at home and panelists and experts. Typically, mass-call software calls out to a focused area of citizens or registered voters, a moderator or operator explains the purpose of the conference call, and asks if they would like to participate in the call.

Telephone Town Hall Strengths:

- Does not require production of display boards and presentations, needed at in-person meetings.
- Strong direct link between citizenry and panelists.
- People are called and asked to participate, rather than seek the opportunity.
- Citizens can participate in the public meeting, or at least obtain valuable information, without leaving their home.

Telephone Town Hall Weaknesses:

- No visual component, meaning no faces to match voices and no presentation element (unless paired with web or television component).
- Calls must be screened and panelists must be prepared to answer a wide range of questions or address comments on the fly.
- Costs can be high overall but low on a per-attendee basis.

Televised Town Halls

Using content and questions asked in advance or submitted in real-time, televised town halls typically broadcast a panel discussion of elected officials, government personalities, or topic experts. They can be viewed on public access channels and can be promoted via television commercials, online, or in flyers and promotional material prior to the meeting.

Televised town halls can be combined with a telephone or online component, linking communication and strengthening the "live" aspect of the meeting.

Pinellas Transit Alternatives Analysis eTownHall in December 2010. Photo by Pinellas County Communications.

Televised Town Hall Strengths:

- Most people have televisions, so access is broad.
- This format can also give a more personal tone to the meeting, and viewers can match names to faces.
- Public access channel is usually free.

Televised Town Hall Weaknesses:

- Communication is one-directional, so viewers cannot ask questions in real-time unless there is an online or telephone element.
- Coordinating an available TV studio with panelists schedules can be difficult.
- Preparation costs can be high – TV requires studio time, prep, lighting, makeup, etc.

Online Town Halls

Similar to the way business meetings can be held virtually with technology services such as WebEx and GoTo Meeting, public town halls can be held online, with a sound component (a narrator/host) and visual component that is driven by the narrator's computer desktop. Graphic presentations can be shown, maps and plans can be highlighted, photos and videos can be viewed; anything that can be viewed on a computer, can be presented to the public.

Blogging and tweeting are other ways to involve the online community during a public meeting, either as the principal medium or an auxiliary to a telephone call or televised show.

Online Town Hall Strengths:

- Strong visual component for showing maps, plans, drawings, etc.
- Easy to communicate in both directions with the public, interaction is in real-time.
- Cost is low in comparison to traditional and televised/ telephone town hall meetings.

Online Town Hall Weaknesses:

- Not all citizens have access to a computer, and may not be comfortable with the technology required to provide their input.
- Making sure all hardware and software work on different computers and operating systems, for the public to participate, can be a challenge.

3.3.9 Speakers Bureaus

As part of an ongoing project with a significant need to inform and engage the public, a speakers bureau program can target pockets of the community and provide personalized attention where large-scale public meetings cannot.

Components of a speakers bureau program include:

- A pool of trained speakers with familiarity and broad knowledge of the project or plan;
- A dedicated manager who contacts groups, arranges presentations, and coordinates with speakers on logistics and meeting materials;
- A standard but customizable presentations, using software such as PowerPoint;
- Handouts; and
- A system of tracking presentations, attendees, and comments from presentations.

As part of an ongoing project with a significant need to inform and engage the public, a speakers bureau program can target pockets of the community and provide personalized attention where large-scale public meetings cannot.

Speakers Bureau Strengths:

- Project/agency visibility increases over time, and groups will ask for update presentations or to be added to the project mailing list to stay current.
- Presentation can be tailored to the needs and interests of a particular group.
- Interaction with groups and citizens is direct, so questions can be answered in the moment, and discourse can take place.
- The presentation schedule is intended to be more convenient for the members of a group to attend than going to a public meeting, since staff is going to the public, rather the public going to them.

Speakers Bureau Weaknesses:

- Managing a speakers bureau program can be a full-time job, and requires constant communication, coordination, availability, etc.
- It can be time-consuming for staff to customize presentations and travel to meetings.

3.4 OTHER STRATEGIES AND TOOLS

3.4.1 Creative Tools

Arts and culture strategies can be used to engage the public in community planning processes. Innovative visual art, storytelling, exhibits, music, performance, festivals, and community gatherings can be particularly helpful with public space projects. Use of these tools demonstrate being receptive to feedback, wanting to acknowledge others viewpoints, making the development of relationships easier.

Creative Tools Strengths:

- Can strengthen the understanding and exploration of community values.
- Can attract a diverse range of people who are less likely to attend a typical meeting.
- Art resulting from the planning process can become part of a community.

Creative Tools Weaknesses:

- Coordinating this type of effort requires specific skill sets.
- Can be expensive if professional services or space is required.
- Non-artistic people may not be comfortable with this type of interaction.

3.4.2 Hotlines

Setting up a permanent or semi-permanent toll free phone number for a project or agency can be helpful in fielding comments or questions via telephone, especially for citizens who prefer the telephone over Internet or in-person meetings. Basic information can be provided automatically, as citizens call-in, and then additional help can be provided via extension or voicemail options. Public comments and questions can be recorded on the phone line's voicemail system, providing additional opportunities for public involvement.

Hotline Strengths:

- Provides an easy, familiar avenue to obtain information for those less technologically savvy.
- Can be frequently updated to provide the latest information.
- Like a webpage, this can be a source of information that is accessible at any time, and only requires a user to know how to get to it once.

Hotline Weaknesses:

- May not reach as many citizens as other methods of outreach and engagement.
- Does not allow for dynamic conversation or follow-up questions and answers.

- Does not provide an opportunity to passively generate interest in a project or capture additional input (like newspaper or website could), since it is only accessed by those who know about the hotline and actively dial in.
- Requires additional outreach to inform people about the hotline and how to access it.

3.4.3 Information Kiosks

Information kiosks are small structures, which may be standalone or housed within small enclosures. Kiosks can passively or actively provide information, depending upon whether they are staffed or unmanned. Kiosks are typically set up as unmanned stations which provide pre-printed information or materials to passers-by. As such, they are located in high visibility, high traffic pedestrian areas, such as malls, libraries, community centers, and office lobbies, to name a few. They can also be electronic and interactive, which has the benefit of being attractive to a different demographic; however, these types of kiosks do not offer handouts that can be taken away and shared with others. Kiosks can also be used in conjunction with open houses and other public meetings, as a way of providing additional information.

Information Kiosk Strengths:

- Can be utilized over long periods of time to disseminate information about a project or process.
- Are both moveable and scalable, allowing coverage of as small or large an areas as needed.
- May be manned to add a component of interactivity.
- Can provide information that can be taken away and shared with others.

Information Kiosk Weaknesses:

- Depending upon the number and type of kiosks used, the costs can quickly add up.
- Electronic kiosks require programming, and traditional informational kiosks require someone to periodically check and refill the pamphlets or other handouts.
- Unmanned kiosks may be subject to vandalism or theft of materials, potentially negating any benefit.

3.4.4 Visualization Techniques

Visualization is an effective way of illustrating a plan or displaying a process. Typically, the public has enough trouble grasping many urban planning concepts and terminology, much less imagining how a plan might change their environment or how they might interact with or be affected by new development. Visualization can come in a number of different styles – in animated videos, using digitally enhanced or altered photographs, or in guides or pamphlets that illustrate a range of different options or "levels" of development.

Graphic visualization is the most common form of the many visualization techniques communicators use. Graphic designers can add proposed buildings, transit infrastructure, and any other future changes to existing photographs, using a number of computer graphics programs.

To demonstrate a range of options, illustrate future development, or explain a process or plan that will occur over time and has many steps towards implementation, a multi-page pamphlet or brochure may be the best tool. Often, graphics are more easily understood versus reading pages of a plan or development regulations. Having a condensed, "to the point" pamphlet that highlights the key components of a plan or decisions to be made is often times the most public-friendly option.

Urban form and density visualization graphics can be particularly useful to demonstrate TOD ideas and principles. Using photo visualization and modeling software like Sketch Up or CommunityViz, a range of development scenarios

and types of station areas can be generated. Scenario planning using 3D visualization is helpful to show the potential impacts of change. Various future alternatives that meet community needs regarding growth and trade-offs can incorporate the community's values and feed into future plans. This is done to show how changes in data and assumptions affect the resulting outcomes, and help the public understand the decision-making process.

Visualization videos are typically more expensive than graphics. Video production requires a higher level of technology, more skilled technicians, and a significantly greater amount of time than graphic design in static 2D or 3D does. The concept is the same; existing footage or photography can be used as a base to add in digital imagery of buildings, transit, development, or even a vision, plan or development that occurs and is implemented over time.

Visualization Strengths:

- Quickest way to communicate a change to the built environment.
- Can be helpful in avoiding confusion or misinformation.

Visualization Weaknesses:

- Can be very expensive, depending on desired product.
- Can quickly become overly complicated, obfuscating the message or meaning.

3.4.5 Survey Instruments

Survey instruments are ways to garner public opinion or choice from a number of different scenarios or options. A short survey, with yes or no questions, specific response choices, and space for free-flow comment, can provide valuable information about demographics, majority opinion, and general comment about a project or plan.

Surveys can be made available online, using services like SurveyMonkey, or they can be handed out in-person and collected for analysis. Print surveys require significant staff time for dissemination, input and analysis. Online or automated survey services can quickly tally results and provide instantaneous summaries.

Emerging technologies for surveying make use of wireless devices to gauge opinion or "take a vote." Small, wireless handsets (much like TV remotes) can be programmed to interact directly with a survey within a slide presentation. When directed, meeting participants can "vote" for one or more options, using their personal wireless device; almost instantly, the results of the room can be viewed within the presentation, and cross-tabulated for additional insight. Such "flash surveying" is still new to many, but will likely become a standard practice for interacting at meetings or workshops as well as learning more about the consensus or majority opinion in a given setting.

4.0 POTENTIAL PARTNERS IN PUBLIC ENGAGEMENT

The success of TOD is incumbent on coordination with local and regional partners. Gathering ideas and knowledge from partners, and their respective audiences, provides the ability to implement innovative plans that are consistent with community needs and desires. Partnerships also allow resources to be combined, yielding more efficient public engagement efforts over the long term.

4.1 IMPORTANCE OF PARTNERSHIPS

Depending on the desired public engagement outcome, partnerships may vary and be fluid over time. Some organizations are versed in using social media, others are more familiar and comfortable with conventional forms of engagement. Some organizations have a dedicated and loyal

following of citizens and elected officials. All partners can use the LUWG resources to familiarize themselves with other organizations in the "regional network" so that they can reach out to the right partner when the need presents itself, and build mutually beneficial long-term relationships.

Existing channels of communication can be utilized, among local and regional entities, to maximize public engagement and information. Strengths of presence or experience in social and traditional media is bound to vary, so collaboration makes sense in order to combine efforts, avoid redundancy, reduce costs, and reach the largest pool of stakeholders and members of the public.

It is a goal of TBARTA to provide resources and leadership for the region. As the local municipalities move forward with TOD implementation, TBARTA and other regional partners may be useful to local entities to create content, provide research, and help design material to be used to inform and engage the public. TBARTA can provide the overarching national and regional context, to help local communities tailor the materials to suit their needs and interests.

4.2 EXAMPLES OF PARTNERS

On all levels, engaging government, private sector entities, and community non-profit/advocacy groups is important. During the LUWG Small Group Discussion about public engagement, attendees identified several potential partners. The below categories show a wide-range of examples, but are non-exhaustive:

Business Organizations:

- Chambers of Commerce
- Convention and Visitors Bureaus
- Downtown Partnerships
- Economic Development Councils Major/Key Employers (listed in Tampa Bay Partnership's Regional Profile for Private Employers)
- Realtor and Builder Organizations/Associations

Entertainment/Attractions/Institutions:

- Amusement Parks, Aquariums, Zoos
- Event Forums
- Farmers Markets
- Film Festivals and Annual Events
- Hospitals
- Museums
- Performing Arts Centers
- Sports Teams

Local Government/Public Agencies:

- Advisory Councils
- Cities/Communities Councils and Commissions
- Community Redevelopment Associations
- Downtown Associations Health and Social Services
- Housing Authorities
- Metropolitan Planning Organizations
- Public Information Officers
- Transit Agencies

Non-Profit Organizations:

- Culture and Ethnic Organizations
- Environmental Groups
- Homeowners Associations
- Neighborhood and Civic Associations
- Senior Citizen Associations
- Volunteer/Service Organizations
- Youth Organizations

Professional Organizations:

- American Planning Association (APA)
- Florida Chapter of the APA
- Florida Planning and Zoning Association
- Florida Redevelopment Association
- Florida Public Relations Association
- International Association of Business Communicators
- Urban Land Institute

Regional Government/Public Agencies:

- Aviation Authorities
- Departments of Transportation
- Expressway Authorities
- Port Authorities
- Regional Planning Councils
- Regional Transportation Authorities
- Utility Providers
- Water Authorities
- Water Management Districts

Schools:

- Local School Districts
- Higher Education, Tampa Bay Examples include:
  - University of South Florida
  - University of Tampa
  - Hillsborough Community College
  - Pasco-Hernando Community College
  - Saint Leo University
  - Eckerd College
  - St. Petersburg College
- Private Schools
- Trade and Vocational Schools

Another key partnership when engaging government, private sector entities, and community non-profit/advocacy groups is a relationship with the local and regional media. Below is a sampling of Tampa Bay media outlets, including television, radio, and print/online.

Print/Online Media

- 83 Degrees Tampa Bay
- Creative Loafing Tampa Bay
- Florida Sentinel Bulletin
- La Gaceta
- Sarasota Herald Tribune
- Sunshine State News
- Tampa Bay Business Journal
- Tampa Bay Times
- Tampa Tribune

Radio Media

- WFLA 970 AM
- WMNF 88.5 FM
- WUSF 89.7 FM

TV Media

- ABC Action News
- Bay News 9
- FOX 13
- WFLA- News Channel 8
- WTSP Channel 10

5.0 SUGGESTED READINGS AND ADDITIONAL RESOURCES

In addition to the TOD Resource Guide, there are many other resources available that may provide guidance regarding public involvement strategies. The suggested readings and additional resources provided below represent only a fraction of the available materials on the topic of public engagement, and potential resources that are available.

5.1 SUGGESTED READINGS

American Planning Association (APA) Conferences Offer Out-of-the-Box Tools of Engagement, APA, 2010, http://www.planning.org/resourceszine/2010/win/tools.htm.

Bill Lennertz and Aarin Lutzenhiser, *Charrette Handbook,* APA Planners Press, 2006.

Bruce Race and Carolyn Torma, *Youth Planning Charrettes: A Manual for Planners, Teachers, and Youth Advocates,* APA Planners Press, 1998.

Christopher J. Duerksen, C. Gregory Dale and Donald L. Elliott, *Citizen's Guide to Planning,* APA Planners Press, 2009.

Erin Machell, Troy Reinhalter and Karen Chapple, *Building Support for Transit-Oriented Development: Do Community Engagement Toolkits Work?* Center for Community Innovation at the Institute for Urban and Regional Development, 2009.

Getting to Smart Growth: 100 Policies for Implementation, Environmental Protection Agency, 2002.

Hemalata Dandekar, *Planner's Use of Information,* APA Planners Press, 2003.

How Arts and Cultural Strategies Enhance Community Engagement and Participation, APA, 2011, http://www.planning.org/research/arts/briefingpapers/pdf/engagement.pdf.

James Creighton, *The Public Participation Handbook: Making Better Decisions Through Citizen Involvement,* 2005.

Louis Rea and Richard Parker, *Designing and Conducting Survey Research: A Comprehensive Guide,* 2005.

Planners' Communications Guide, APA, 2006, , http://www.planning.org/communicationsguide/

Public Deliberation: A Manager's Guide to Citizen Engagement, IBM Center for The Business of Government, 2006, http://www.businessofgovernment.org/sites/default/files/LukensmeyerReport.pdf.

Public Involvement Handbook, Florida Department of Transportation (DOT), 2011, http://www.dot.state.fl.us/emo/pubinvolvement.shtm.

Public Involvement Techniques for Transportation Decision-making, U.S. DOT, Federal Highway Administration, http://www.fhwa.dot.gov/reports/pittd/ethmin.htm.

Public Participation and Community Engagement: Selected Resources, California Department of Housing and Community Development, 2007, http://www.hcd.ca.gov/hpd/participation.pdf.

Public Participation Manual, Portland Development Commission, PDC Public Affairs Department, 2007, http://www.pdc.us/pdf/public-participation/public-participation-plans/public-participation-manual.pdf.

Randall Arendt, *Envisioning Better Communities: Seeing More Options, Making Wiser Choices*, APA Planners Press and Urban Land Institute, 2010.

Resource Guide on Public Engagement, National Coalition for Dialogue and Deliberation, 2010, http://www.ncdd.org/files/NCDD2010_Resource_Guide.pdf.

Tampa Bay Regional Data Profile, Tampa Bay Partnership, 2011, http://www.tampabay.us/relocation-information/regional-data-profile.aspx.

Using Online Tools to Engage – and be Engaged by – the Public, IBM Center for The Business of Government, 2011, http://www.businessofgovernment.org.

5.2 ADDITIONAL RESOURCES

TBARTA Social Media

Visit TBARTA's Facebook (www.facebook.com/TBARTA.TampaBay), TBARTA's Twitter (www.twitter.com/TBARTA), and TBARTA's YouTube page (www.youtube.com/TBARTAVideos) to sample the content that is available to online communities from TBARTA.

Transportation Lounge – www.transportationlounge.com

The Transportation Lounge is Tampa Bay's Community Forum to discuss transportation and transit-related topics, post photos, take polls, and interact with others in the area. Free to access and free to post, moderated and provided by TBARTA.

AmericaSpeaks Website – www.americaspeaks.org

AmericaSpeaks works to provide citizens with a greater voice in the policy making process and to develop new institutions that can strengthen our democracy.

Los Angeles Metro Website – www.metro.net

LA Metro is a full-service agency, coordinating bus and rail services, park-and-ride lots, commuter services, planning and engineering projects, TOD, and a range of social media and outreach activities. All of these services are organized in one website.

National Coalition for Dialogue & Deliberation (NCDD) – www.ncdd.org

This organization promotes the use of dialogue, deliberation, and other innovative group processes to help people come together across differences to tackle the most challenging problems. The NCDD serves as a gathering place, a resource clearinghouse, a news source, and a facilitative leader for the dialogue and deliberation community and beyond.

"Opt In" Portland-Vancouver Area Online Participation Tool – www.optinpanel.org

Opt In is an online opinion panel created to get feedback from the community about the direction the Portland metropolitan area is headed. It is a collaboration between Metro, Northwest Health Foundation, United Way of the Columbia-Willamette, Portland State University College of Urban and Public Affairs, and AARP managed by DHM Research, an independent public opinion research firm.

Reconnecting America – www.reconnectingamerica.org

Reconnecting America is a national resource website for TOD, land use, and planning articles, case studies, information, and further reading.

Southwest TransitWay Website - www.southwesttransitway.org

A good example of a clean, well-organized website with a unique feature: Frequently Asked Questions in the box on the right side of the page.

TBARTA
Tampa Bay Area Regional Transportation Authority

Tampa Bay Area Regional Transportation Authority
3802 Spectrum Boulevard, Suite 306
Tampa, Florida 33612

(813) 282-8200 www.tbarta.com