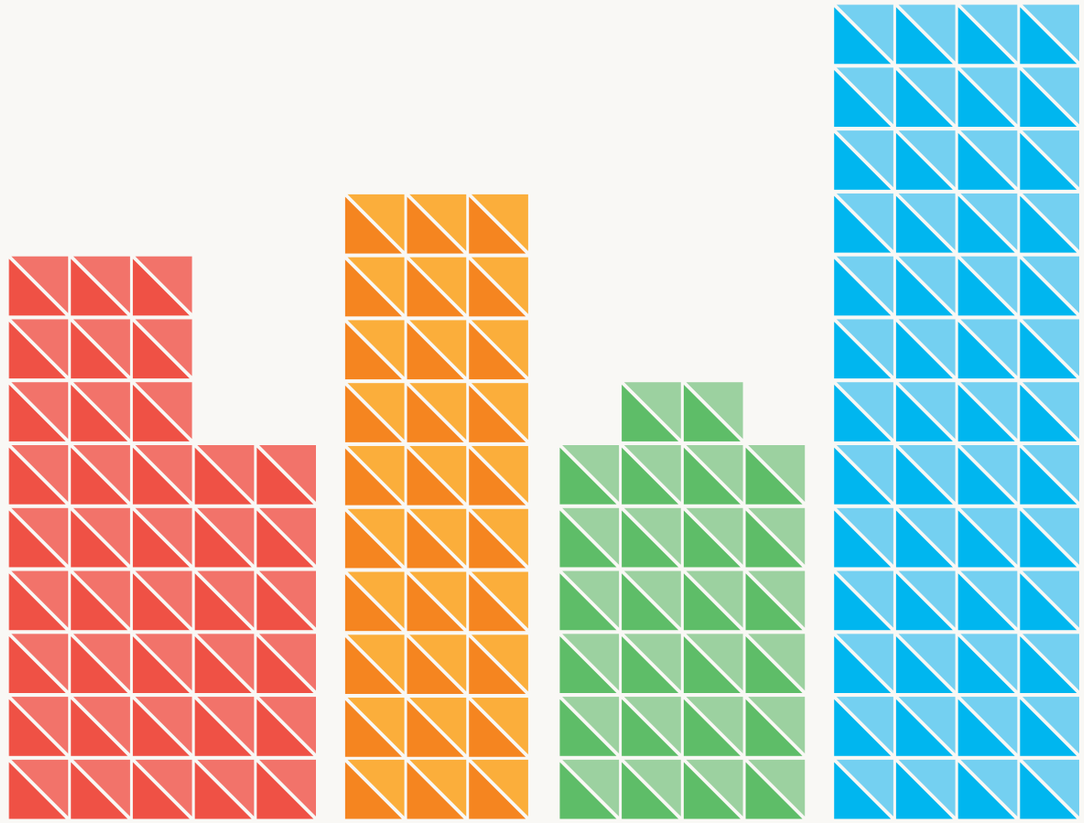
Moving Metro Toward

TRANSIT ORIENTED COMMUNITIES



Prepared By: UCLA Urban Planning Master's Degree Candidates 2018

Metro

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Department of Urban Planning

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16. Abstract

Fostering Transit Oriented Communities (TOCs) in Los Angeles County is one of the most important challenges facing the Los Angeles County Metropolitan Transportation Authority (Metro). Metro recently drafted a Transit Oriented Communities Policy (TOC Policy) with the intent on of integrating Measure M transit expansion with addressing community impacts. This report presents several policy recommendations highlighting ways Metro can directly and indirectly enable TOCs, with a focus on producing and preserving affordable housing within station areas. Enabling TOCs is possible when Metro forges stronger relationships with local municipalities and the communities they serve.

Station Area Typology

We present a typology of Metro Rail and Busway station areas, categorizing each existing and planned station in the network based on density, built form, and other characteristics of transit supportive places. We find that each station in the Metro network can be described as one of the following:

- Downtown
- Urban Center
- Urban Neighborhood
- Suburban Neighborhood
- Production Area

The purpose of this typology is to draw attention to two ideas. First, there are several gradations along the spectrum of density in Los Angeles County. For example, the area surrounding a station need not have the building height and density of Pershing

Square to serve an important function within the Los Angeles transit network. Development similar in scale to Pasadena's Del Mar Station or the station area in Downtown Santa Monica can support transit use while looking significantly different than Downtown Los Angeles.

Second, station-adjacent infrastructure improvements that could improve pedestrian and bicycle connectivity and facilitate transit vary by station type. While a pedestrian scramble might be effective in Koreatown, the stations on the Metro Green Line may be best improved with bus shelters to make waiting for the next bus more comfortable. By incentivizing municipalities to cater to the specific needs of each station type, Metro can get the best ridership return on its station area investments.

Appendix A contains:
• Examples of typologies used in other cities
• A description of our methodology
• Several Metro station area maps
• A table providing quantitative characteristics of each current and planned station area

Affordable Housing Guide

Los Angeles County residents are facing a housing affordability crisis, and the lowest income residents are disproportionately rent-burdened. Affordable rental housing can be a critical tool for addressing this crisis, and new state legislation gives Metro opportunities to be involved in supporting the housing needs of its most vulnerable riders. We developed an Affordable Housing Guide that identifies how much development could be added to Metro station areas through infill development, reviews recent changes to affordable housing regulations, and describes the potential effects new regulations could have on housing within Metro station areas.

We find that if new housing development in Metro station areas took full advantage of City of Los Angeles's Transit Oriented Communities Affordable Housing Incentives Program (TOC Program), 262,285 new units could be produced under current zoning-- 56,348 of them affordable.

Additionally, Metro can help municipalities with land use authority increase production of affordable housing using incentives provided under AB 73 and SB 540 - two bills from the recent California legislative package on housing. These laws allow municipalities to: designate areas in which affordable housing is needed; create specific plans and Program Environmental Impact Reports (PEIR) for those areas; and grant developers' permission to build conforming projects within those specific plan areas without requiring additional CEQA analysis, in exchange for designating a percentage of the resulting units affordable.

We term these specific plan areas Housing Opportunity Zones (HOZs) and recommend that Metro include HOZ plans and environmental documents as eligible for funding under its TOD Planning Grant Program. Using a half-mile radius around Metro stations as a boundary for HOZs, we provide criteria for selecting station areas and a sample list of 19 Metro station areas that could serve as HOZs in the City of Los Angeles.

Lastly, we provide background information on AB 1521, a recent bill that protects exiting affordable housing, and provide an inventory of existing affordable housing in Metro station areas. AB 1521 ensures that housing with covenanted rent protections be first offered to qualified affordable housing managers after rent protections expire. We have provided a list of properties in Metro station areas with protections that will expire in the coming decade.

Appendix B contains:
• A description of the infill potential methodology and TOC Program
• HOZs selection methodology
• A catalog of existing affordable housing in Metro station areas

Community Land Trusts

Community Land Trusts (CLTs) provide a property ownership structure that may facilitate Metro's affordable housing goals through both preservation and production of affordable housing in station areas. This chapter identifies how Metro may be able to support the formation of CLTs and the legal hurdles and development constraints that may be encountered in pairing a CLT with Metro's Joint Development process. After a case study analysis and examination of the legal considerations of CLTs generally, and Metro's potential involvement in CLTs specifically, we recommend Metro pursue a CLT Pilot Program.

Appendix C contains:
• An overview of alternative land and property ownership structures
• An analysis of CLT case studies
• A discussion of a CLT resale formula

• A description of proportional discounting
• A discussion of federal FTA policy implications
• A CLT legal framework
• A table of possible CLT stakeholders

Discretionary Grant Opportunities

After analyzing the fifth round of the Transit Oriented Development Planning Grant Program (TOD Planning Grant) we suggest modifications to the program guidelines, namely that Metro incorporate its TOC-related values into the eligibility requirements and evaluation criteria. We recommend the following changes for the next round of applications to facilitate Metro's TOC goals:

• Expand the boundary for eligible applicants from half-mile from a station to 1 mile from a station to foster TOCs that influence larger communities
• Add the creation of HOZ specific plans (described in the Affordable Housing Guide) and HOZ program EIRs to the list of activities eligible for funding, which will help Metro station areas become designated HOZs
• Add screening criteria that require cities to have existing anti-displacement policies, such as just cause eviction ordinances or rent stabilization policies, before they may be considered
• Offer a trial round of two grant programs:
• A CLT Feasibility Study Grant for local jurisdictions (similar to the TIF feasibility category in the existing TOD Planning Grant)
• A Technical Assistance Grant for jurisdictions applying for TOD Planning Grants, or for other large and innovative TOC-related projects

Appendix D contains:
• A table of Metro's Transit-Supportive Planning Toolkit characteristics that were used in the TOD Planning Grant guidelines

Metro has an opportunity to play an active role in making Los Angeles County a more transit-oriented place. Although Metro is a transportation agency, it can be a responsible stakeholder in regional discussions of land use and housing. We hope Metro will use the findings and recommendations of this report to foster TOCs in Los Angeles County.

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Disclaimer:

This report was prepared in partial fulfillment of the requirements for the Master in Urban and Regional Planning degree in the Department of Urban Planning at the University of California, Los Angeles. It was prepared at the direction of the Department and of, Los Angeles County Metropolitan Transportation Authority, as a planning client. The views expressed herein are those of the authors and not necessarily those of the Department, the UCLA Luskin School of Public Affairs, UCLA as a whole, or the client.

A comprehensive project submitted in partial satisfaction of the requirements for the degree Master of Urban and Regional Planning

Prepared By: UCLA Urban Planning Master's Degree Candidates 2018

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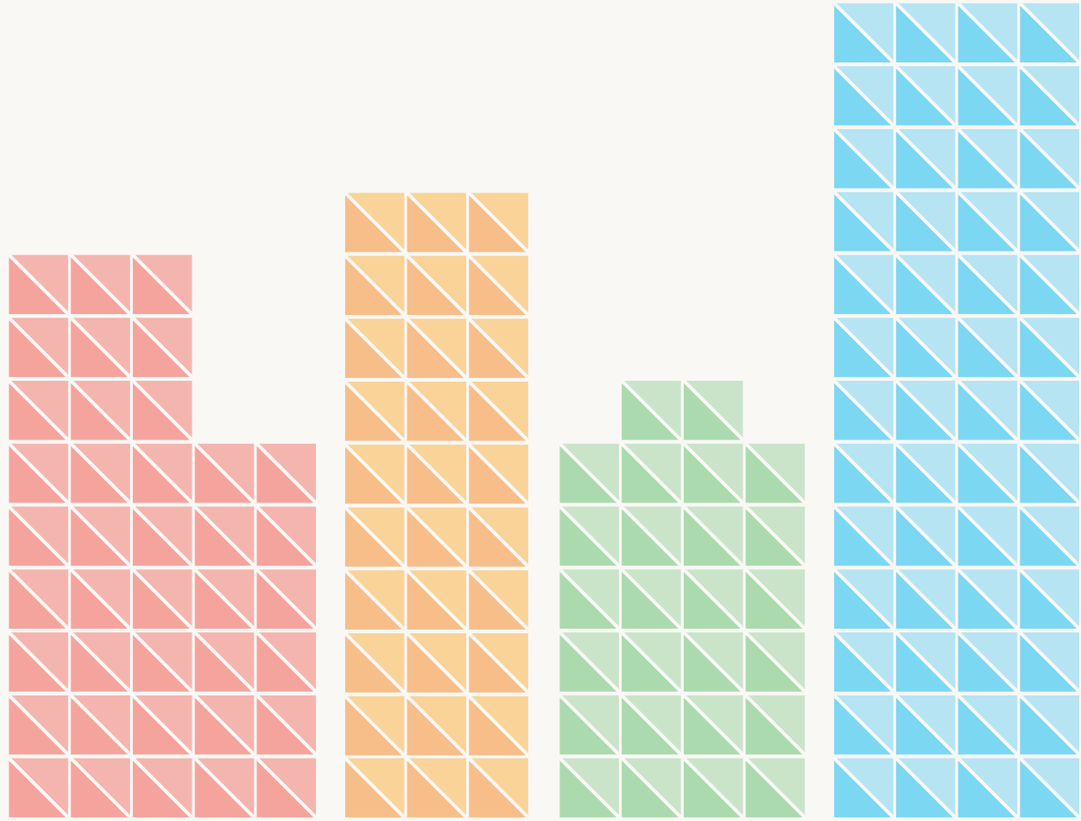

ACKNOWLEDGEMENTS

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CONTENTS.

LIST OF FIGURES.

LIST OF TABLES.

EXECUTIVE SUMMARY

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TOC AND AFFORDABLE HOUSING NEXUS

Metro can strengthen its approach to fostering TOCs by creating and protecting affordable housing. This report explores ways in which Metro can achieve its TOC goals and encourage TOC creation while itself having no land use authority beyond the land that it owns. TOCs are defined by Metro's Transit Oriented Communities Policy (TOC Policy) to the right.[1]

Metro's rail and busway construction has impacts on communities. Nearly 61% of Metro's bus riders and 39% of Metro rail riders live below the poverty line.[2] Affordable housing close to Metro stations allows these riders to live close to transit. There is a nexus between Metro's TOC goals and the presence of affordable housing in station areas. As a result, this report outlines Metro's role in providing and preserving affordable housing within station areas and provides recommendations for achieving Metro's TOC goals.

The report is organized into four chapters, discussed in detail below: Station Area Typology, Affordable Housing Guide, Community Land Trusts, and Discretionary Grant Opportunities.

Chapter 1 (Station Area Typology) classifies Metro Rail and Busway station areas into five types: Downtown, Urban Center, Urban Neighborhood, Suburban Neighborhood, and Production Area. This typology categorizes each existing and planned station in the network based on density, built form, and other characteristics of transit-supportive places as defined by Metro. The chapter recommends station-adjacent infrastructure and land use policy interventions for each station type.

Chapter 2 (Affordable Housing Guide) provides an analysis of infill development potential in Metro station areas under the City of Los Angeles's Transit Oriented Communities Affordable Housing Incentives Program (TOC Program). We find that up to 262,285 new units of housing could be built in existing and future station areas within the City of Los Angeles. This chapter also reviews recent changes to state affordable housing regulations (AB 73, SB 550, and AB 1521) and describes the potential effects these regulations could have on producing and preserving affordable housing within Metro station areas.

Chapter 3 (Community Land Trusts) presents an overview of community land trusts (CLTs) and how they can preserve and expand affordable housing in Los Angeles. This chapter identifies how Metro may be able to support the formation of CLTs, and the legal hurdles and development constraints that Metro may encounter if it pairs CLTs with the Joint Development Process. This chapter includes a case study analysis, an examination of the legal considerations of CLTs generally and Metro's potential involvement in CLTs specifically, and recommends that Metro pursue a CLT Pilot Program.

Chapter 4 (Discretionary Grant Opportunities) evaluates the fifth round of Metro's Transit Oriented Development (TOD) Planning Grant Program and recommends modifications to the program guidelines, to better incorporate Metro's TOC-related values into the eligibility requirements and evaluation criteria for TOD Planning Grant awards.

Metro's TOC Policy:

*"**Transit-Oriented Communities (TOCs)** are places (such as corridors or neighborhoods) that, by their design, allow people to drive less and access transit more. A transit oriented community maximizes equitable access to a multi-modal transit network as a key organizing principle of land use planning and holistic community development. TOCs differ from Transit Oriented Development (TOD) in that a TOD is a specific building or development project that is fundamentally shaped by close proximity to transit.*

TOCs promote equity and sustainable living in a diversity of community contexts by: (a) offering a mix of uses that support transit ridership of all income levels (e.g. housing, jobs, retail, services and recreation); (b) ensuring appropriate building densities, parking policies, and urban design that support accessible neighborhoods connected by multi-modal transit; (c) elevating vulnerable users and their safety in design; and (d) ensuring that transit related investments provide equitable benefits that serve local, disadvantaged and underrepresented communities."

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1 "Draft Metro Transit Oriented Communities Policy," Definitions, Los Angeles County Metropolitan Transportation Authority, Last Modified 2018, https://metro.legistar.com/View.ashx?M=F&ID=6248201&GUID=BF6F173B-AE97-40EA-ABFC-B55A3178F75C

2 Steve Hymon, "Latest customer satisfaction survey." The Source. March 15, 2018, https://thesource.metro.net/2018/03/15/metros-latest-customer-satisfaction-survey/

GLOSSARY

Term	Definition
Affordable Housing	Income-restricted housing for households earning 60% of area median income (AMI) or below. Extremely low-income households are those earning 0-30% of AMI, very low-income households earning 30% to 50% of AMI, and low-income households earning 50% to 60% of AMI. Rents are set by legal covenant.
FAR	"FAR" or "Floor-Area Ratio" is an indicator used to summarize the intensity of development. It is equal to the floor area of a building divided by that building's footprint.
Housing Opportunity Zone	A designated area in which multi-family buildings can be developed without project-specific environmental reviews, provided the building contains affordable housing units. For the purpose of this report, Housing Sustainability Districts and Workforce Housing Opportunity Zones constitute a Housing Opportunity Zone.
Inclusionary Zoning	Requires or encourages developers to set aside a certain percentage of space within developments towards affordable housing. This policy can contribute to the direct production of affordable housing.
Infill	The rededication of underused and vacant land for new construction or for the reuse of existing buildings.
Just Cause Eviction Ordinance	Landlords presiding over housing units require a justifiable reason for evicting a tenant, such as damaging property, not paying rent, or creating a nuisance. This policy could prevent landlords or housing managers from vacating a unit for the purpose of marketing it to a tenant who would be able to pay more than the previous occupants.
Rent Stabilization/Rent Control	Prevents landlords or apartment managers from excessively increasing rent while allowing them to increase it a reasonable amount over time. As housing within station areas are often in high demand, market rate housing prices may rise dramatically without the inclusion of rent stabilization.
Typology	A typology is a systematic classification system that assigns individual items in a group of items to specific "types." Items are assigned to types based on shared characteristics.


P.E. DEPOT
BELLFLOWER BIKE TRAIL
CITY HALL/AUDITO
CIVIC PLAZA
BELLFLOWER THEATER
LIBRARY/COURTHOUSE
FRIENDSHIP SQUARE
LAUREL STREET
MORE PARKING

STATION AREA TYPOLOGY

We present a typology that classifies Metro Rail and Busway station areas (defined as the land within a half-mile radius from the station) based on the surrounding built environment and the characteristics of transit-supportive places. The purpose of this typology is to illustrate the similarities and differences between stations, demonstrate the diverse character of potential TOC developments, and recommend type-specific interventions such as pedestrian safety improvements and infrastructure to ease walking and biking to/from Metro stations. Examples of the recommended interventions include pedestrian scramble crossings, curb extensions and bus stop shelters.

CHAPTER 1

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1.1 INTRODUCTION

We present a typology that classifies Metro Rail and Busway station areas (defined as the land within a half-mile radius from the station) based on the surrounding built environment and the characteristics of transit-supportive places. The purpose of this typology is to illustrate the similarities and differences between stations, demonstrate the diverse character of potential TOC developments, and recommend type-specific interventions such as pedestrian safety improvements and infrastructure to ease walking and biking to/from Metro stations. Examples of the recommended interventions include pedestrian scramble crossings, curb extensions, and bus stop shelters.

Source: Elijah Chiland

1.2 STATION AREA TYPOLOGY OVERVIEW

The typology describes current station area conditions, grouping those that share common demographic and built environment characteristics. We gathered and analyzed data about the built form and population of each LA County station area using a cluster analysis,[3] and found that stations fell into five types, which we titled in order of decreasing density:

- Downtown
- Urban Center
- Urban Neighborhood
- Suburban Neighborhood
- Production Area

The names of these five types were chosen to best characterize the nature of each group, and were based in part on typologies developed by other cities.[4]

There are two results of this analysis. First, it shows that station areas have different levels of housing and job density within Los Angeles County. While the Downtown station areas have only slightly more people living within them than do Urban Centers, their rail ridership is far higher, due to their high employment density and centrality in the rail network. While the Urban and Suburban Neighborhood station areas have roughly the same population density, station areas of the former type are far more walkable.

Second, each of these five station-area types has a distinct look and feel for residents and visitors. Some station areas are made up of short blocks, little surface parking, and tall, multi-family buildings. Others are characterized by parking lots, wide streets, and large, commercial buildings. Despite these differences, each station can be made to be more transit supportive though type-specific interventions in the surrounding built environment.

1.3 FIVE STATION AREA TYPES

The following are profiles of station areas that exemplify each of the five types, along with descriptive statistics quantifying the characteristics of each type. Following this, we present station-adjacent improvements that we recommend Metro prioritize for connecting stations to their surrounding community in collaboration with local municipalities.

3 Appendix A.2 describes this process in detail.
4 Described further in Appendix A.1.

1.3.1 DOWNTOWN

The density surrounding Downtown stations enables residents and visitors to seek out many activities within a compact geographic area. The concentration of employment around these stations is also high. Many travelers reach these stations on foot or by bicycle, but the streets surrounding them prioritize auto travel over the safety of people traveling by active modes. Improving first/last mile connections by installing pedestrian and cycling-supportive infrastructure (described in Section 1.5 of this chapter) would benefit a large number of people. A great deal of activity happens in Downtown station areas including street festivals, parades, and demonstrations (**Figure 1-1**).

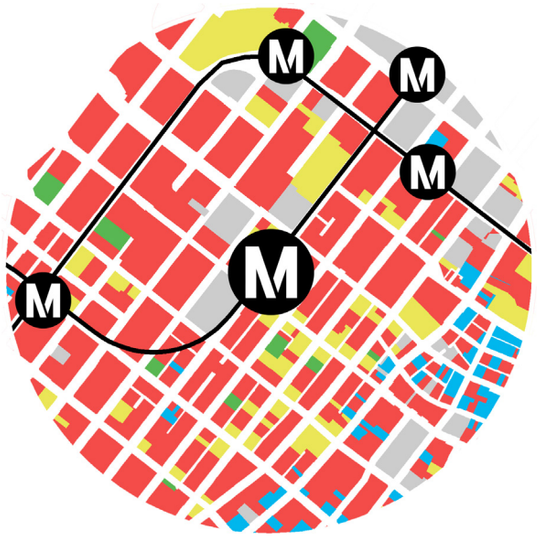
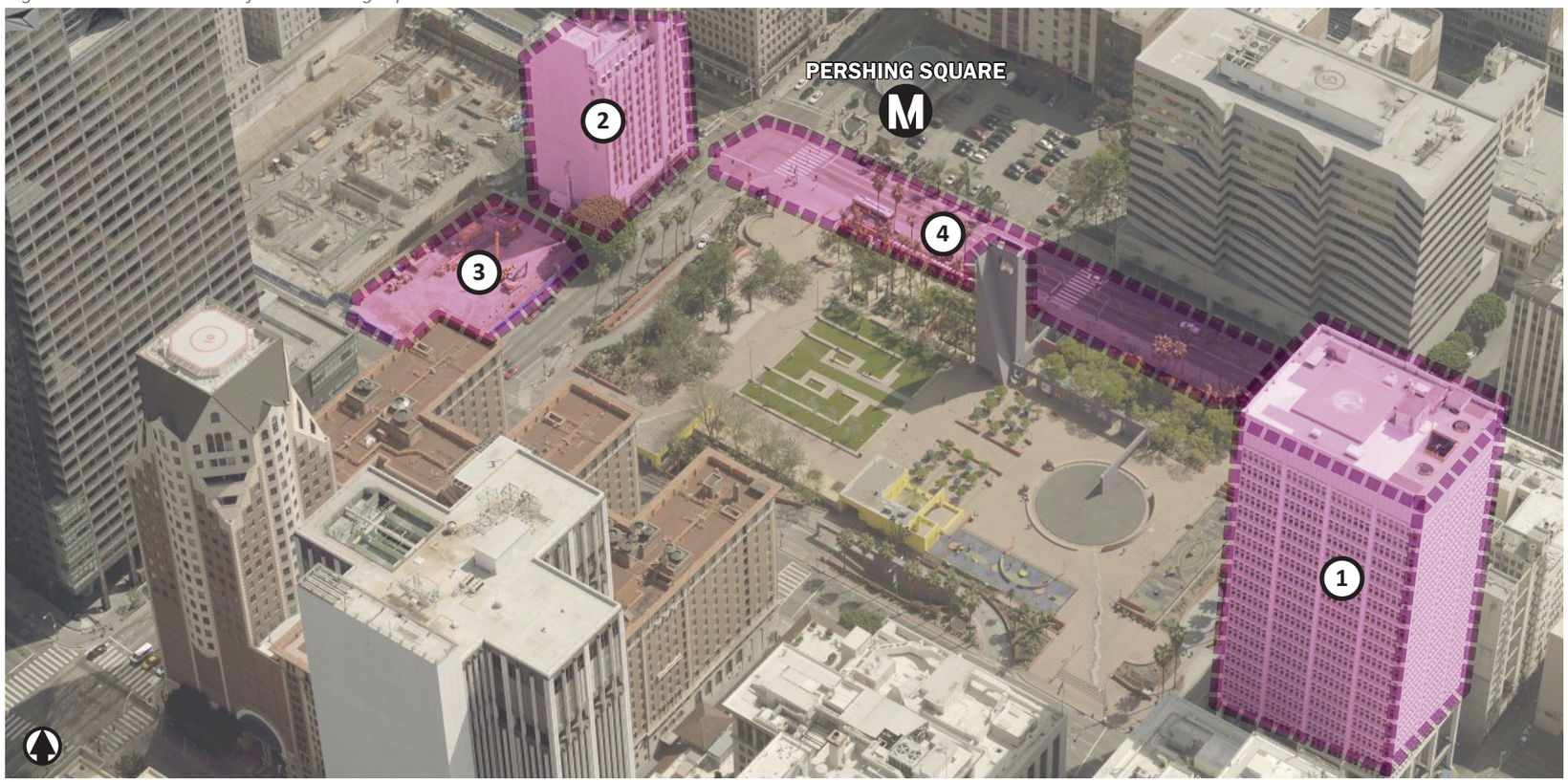


Figure 1-1. Downtown Profile - Pershing Square Station



Source: LAIRC

Land Use
- Residential
- Commercial
- Industrial
- Open Space
- Other

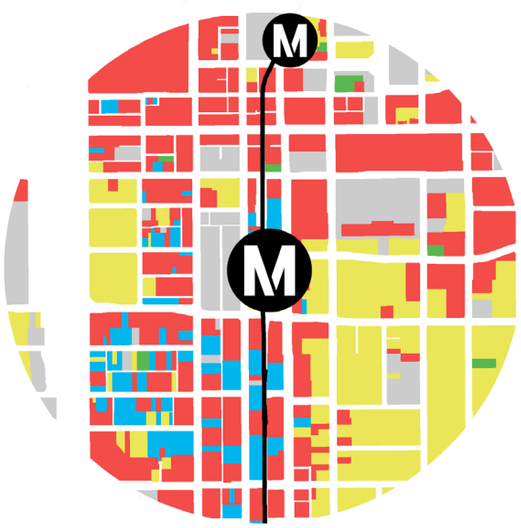
1. Downtown stations are surrounded by tall commercial buildings, many of which serve as headquarters to regional or international companies, and are significant commuter destinations.
2. Non-commercial buildings are home to condos or rental housing atop ground-floor retail.
3. Downtown station areas have been home to a great deal of growth in the past decades, a process which still continues.
4. Streets are relatively narrow and the dense grid is augmented by mid-block crossings, facilitating biking and walking.

1.3.2 URBAN CENTER

Urban Centers are prominent features of the polycentric Los Angeles metropolitan area. Commercial and retail activities are concentrated along corridors, with multi-family residential developments surrounding them. Urban Centers have few of the high-rises found in Downtown station areas and some are home to substantial pedestrian activity. The small amount of on-street parking available in Urban Centers is typically in high demand, causing congestion by cars circling for parking spaces. An example of an Urban Center is Del Mar Station (**Figure 1-2**).

Figure 1-2. Urban Center Profile - Del Mar Station

Source: LAIRC



Land Use
- Residential
- Commercial
- Industrial
- Open Space
- Other

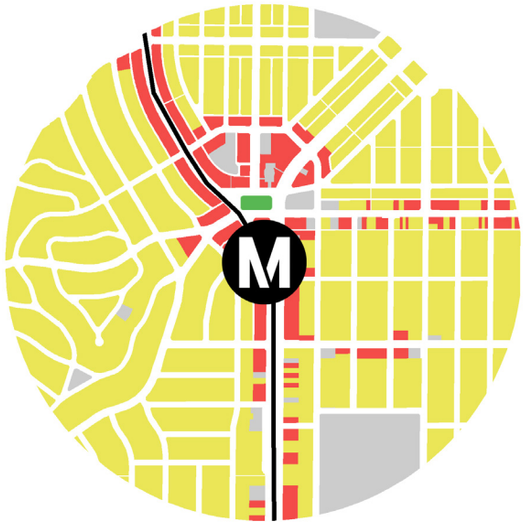
1. Dense, multi-family housing sits next to or on top of stations, facilitating transit commutes.
2. On-street parking is limited, but there is substantial underground and off-street surface parking.
3. Very little to no single-family housing exists in the station area, with most developments being several stories high.
4. Small block sizes allow pedestrians to access many destinations directly from the station.

1.3.3 URBAN NEIGHBORHOOD

Urban Neighborhoods are traditional, compact areas where people can easily visit businesses and amenities on foot. Many Urban Neighborhoods were streetcar suburbs in the early days of the region's development. These neighborhoods maintain a sense of history, evident in many of the older mid- to low-rise buildings still standing along commercial corridors. The housing stock is made up of many 4- and 5-unit multi-family buildings, duplexes, and densely-packed single-family houses with small yards. Leimert Park is an example of an Urban Neighborhood (**Figure 1-3**).

Figure 1-3. Urban Neighborhood Profile - Future Leimert Park Station

Source: LAIRC



Land Use
- Residential
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- Industrial
- Open Space
- Other

1. Single-family or low-density multi-family housing surrounds small town centers where shoppers can park once and walk from store to store.
2. Streets are typically no more than two lanes wide and block sizes are short, encouraging pedestrianism.
3. Despite being more dense than Suburban Neighborhoods, significant amounts of parking still adjoin businesses.
4. Stores and businesses are accessible within walking distance from where people live.

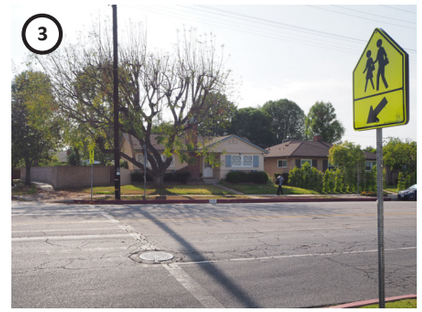
1.3.4 SUBURBAN NEIGHBORHOOD

Single-family homes and low-rise buildings typify Suburban Neighborhoods. Commercial areas are located at busy intersections and have large surface parking lots, but walking from residential areas to these commercial centers can be unpleasant and unsafe because of long blocks, wide streets with fast-moving cars, and little shade. Commutes and shopping trips are made predominantly by car. Sidewalk improvements such as trees and bus shelters and the addition of pedestrian and bicycle facilities would encourage residents to take short trips using transit or active modes. Tampa Station is an example of a Suburban Neighborhood (**Figure 1-4**).

Figure 1-4. Suburban Neighborhood Profile - Tampa Station

Source: LAIRC

Land Use
- Residential
- Commercial
- Industrial
- Open Space
- Other



1. All commercial developments have significant amounts of parking.
2. Station area is made up of mostly single-family housing arranged in cul-du-sacs or other non grid-based developments.
3. Streets are wide and blocks are long, punctuated by dangerous, unprotected mid-block crossings.
4. All houses have driveways, in addition to the ample on-street parking.

1.3.5 PRODUCTION AREA

Production areas are places where people work but few people live. Land use consists mainly of industrial and large-scale, non customer-facing commercial. Block sizes here are the largest in the city, of a magnitude greater than in all other types. This is why Production Areas are so poorly suited to walking.

Workers relying on transit in a Production Area would need street improvements that prioritize pedestrian travel, such as crossing islands, protected mid-block crossings, and others described in Section 1.5. Local municipalities can implement street calming measures to improve the pedestrian and cyclist experience through added infrastructure, and Metro can partner with surrounding businesses to bring bike share to these areas to accommodate first and last mile portions of trips. El Segundo Station is an example of a Production Area (**Figure 1-5**).

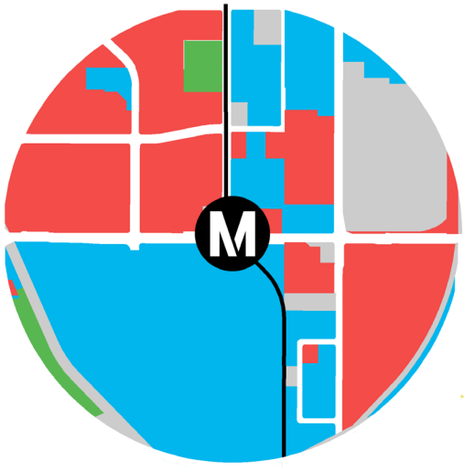
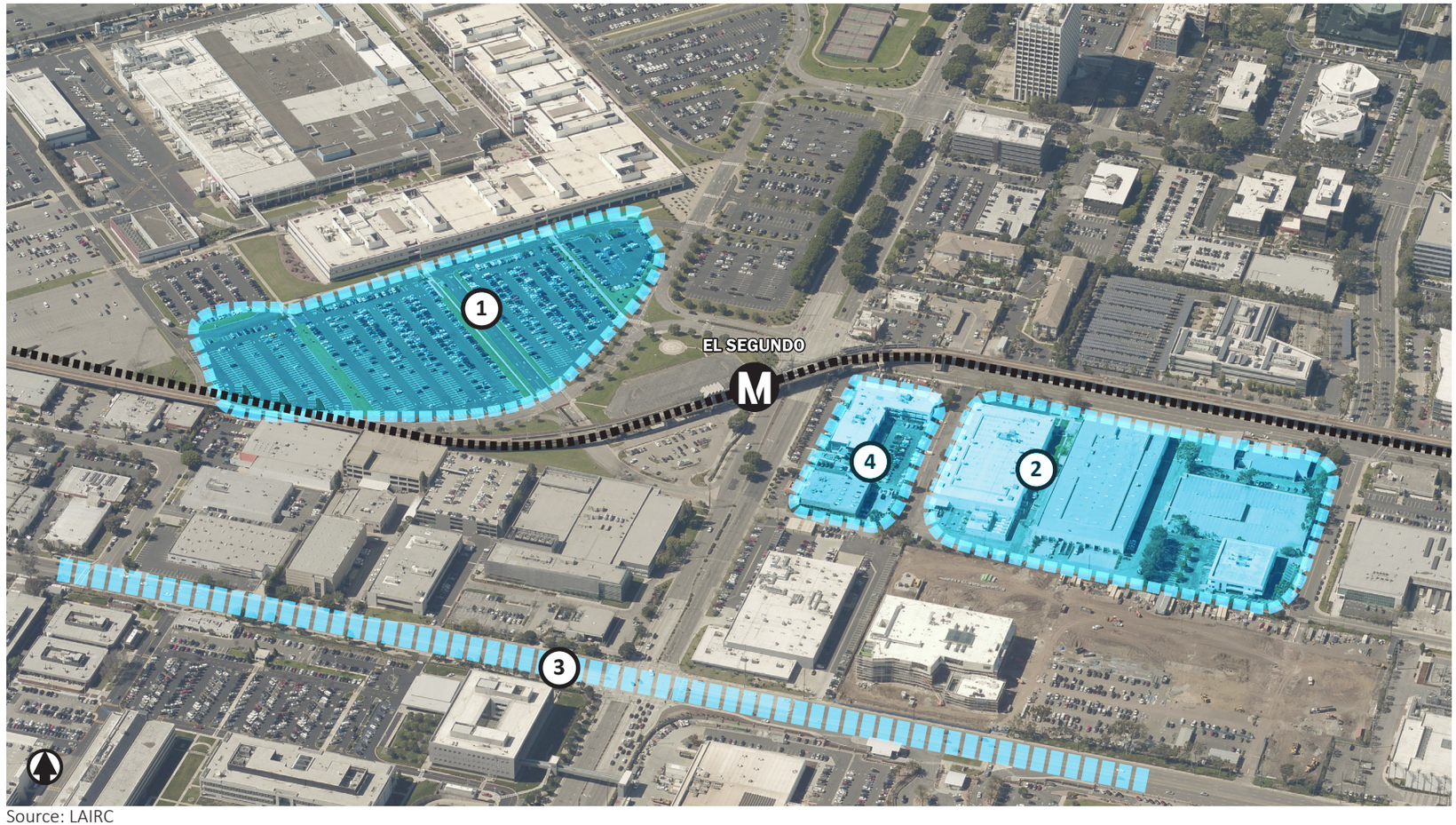


Figure 1-5. Production Area Profile - El Segundo Station



Source: LAIRC

1. Large surface parking lots lengthen the distance between stations and nearby destinations.
2. Local land use is predominantly industrial or commercial with little to no residential structures.
3. Block sizes are large, and the streets are wide and lack safe crossings.
4. Little to no commercial businesses serve customers traveling in means other than a vehicle.

Source: Jeremiah Cox

1.4 TYPOLOGY MAPS AND STATION AREA CHARACTERISTICS

Table 1-1 lists demographic, built form, zoning, and mobility measures for each of the five station area types. Each cell represents the mean value of a variable across station areas of that type in the Metro station network. Appendix 1.3 lists the sources for these data and the process by which they were derived for each station area.

Figure 1-6 shows the assignment of types to each existing and planned station area in the Los Angeles Metro Rail and Busway network.

Table 1-1. Station Type Descriptive Statistics

		Downtown	Urban Center	Urban Neighborhood	Suburban Neighborhood	Production Area
People and Jobs	Population Density (residents/acre)	26	29	26	17	6
	Job Density (jobs/acre)	258	45	10	6	17
	Pct. Population Asian	32%	20%	9%	13%	13%
	Pct. Population Black	12%	10%	13%	12%	13%
	Pct. Population Hispanic/Latino	20%	33%	59%	49%	53%
	Pct. Population Non-Hispanic White	30%	34%	17%	23%	18%
	Median Household Income	$33,504	$43,423	$44,351	$59,035	$46,459
	Pct. Below Poverty Line	29%	26%	25%	17%	25%
Housing	Housing Density (units/acre)	18	14	9	5	3
	Median Gross Rent	$1,513	$1,496	$1,190	$1,383	$1,224
	Pct. Population Residing in Rental Units	85%	75%	73%	53%	60%
Land Use	Pct. Single-Family Residential	5%	12%	28%	43%	6%
	Pct. Multi-Family Low Density	1%	4%	18%	6%	3%
	Pct. Multi-Family High Density	9%	15%	12%	6%	5%
	Pct. Commercial	56%	34%	16%	12%	17%
	Pct. Industrial	2%	8%	7%	11%	53%
Mobility	FY17 Metro Rail Weekday Boardings	18,587	5,294	2,691	2,648	1,838
	Pct. Commute by Car	60%	66%	79%	87%	84%
	Pct. Commute by Transit	15%	17%	12%	7%	9%
	Pct. Commute by Bike/Walk	21%	15%	6%	4%	5%
Built Form	Mean Block Size (acres)	6	7	8	14	38
	Floor Area Ratio	5.9	1.9	0.7	0.4	0.8
	Building Coverage	50%	45%	38%	27%	30%
	Street Density (miles of street/sq mile)	67	37	31	19	14
	Walk Score™	97	92	84	66	54
	Building Height (feet)	165	58	26	23	37

Figure 1-6. Station Areas Typology Map

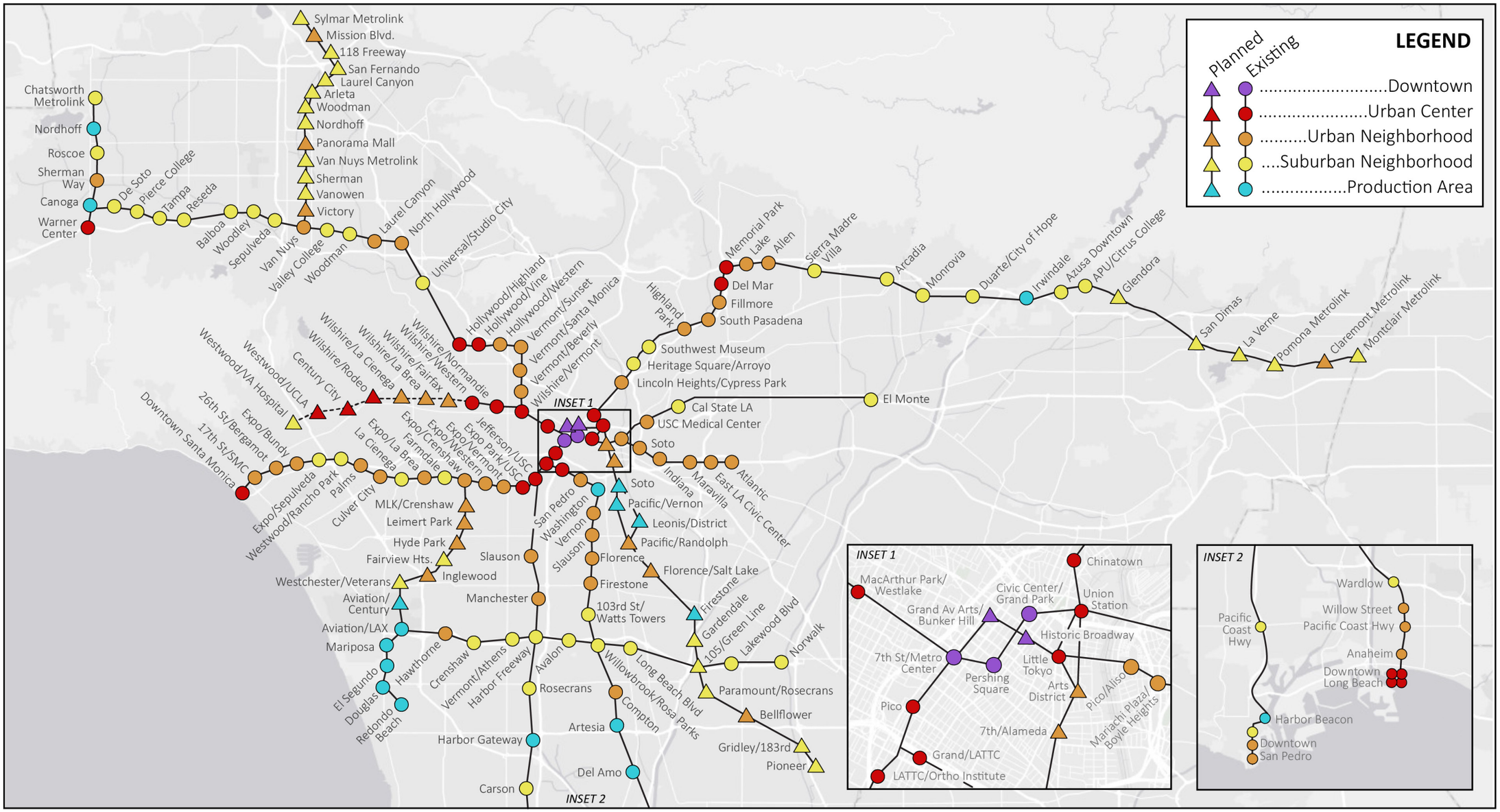
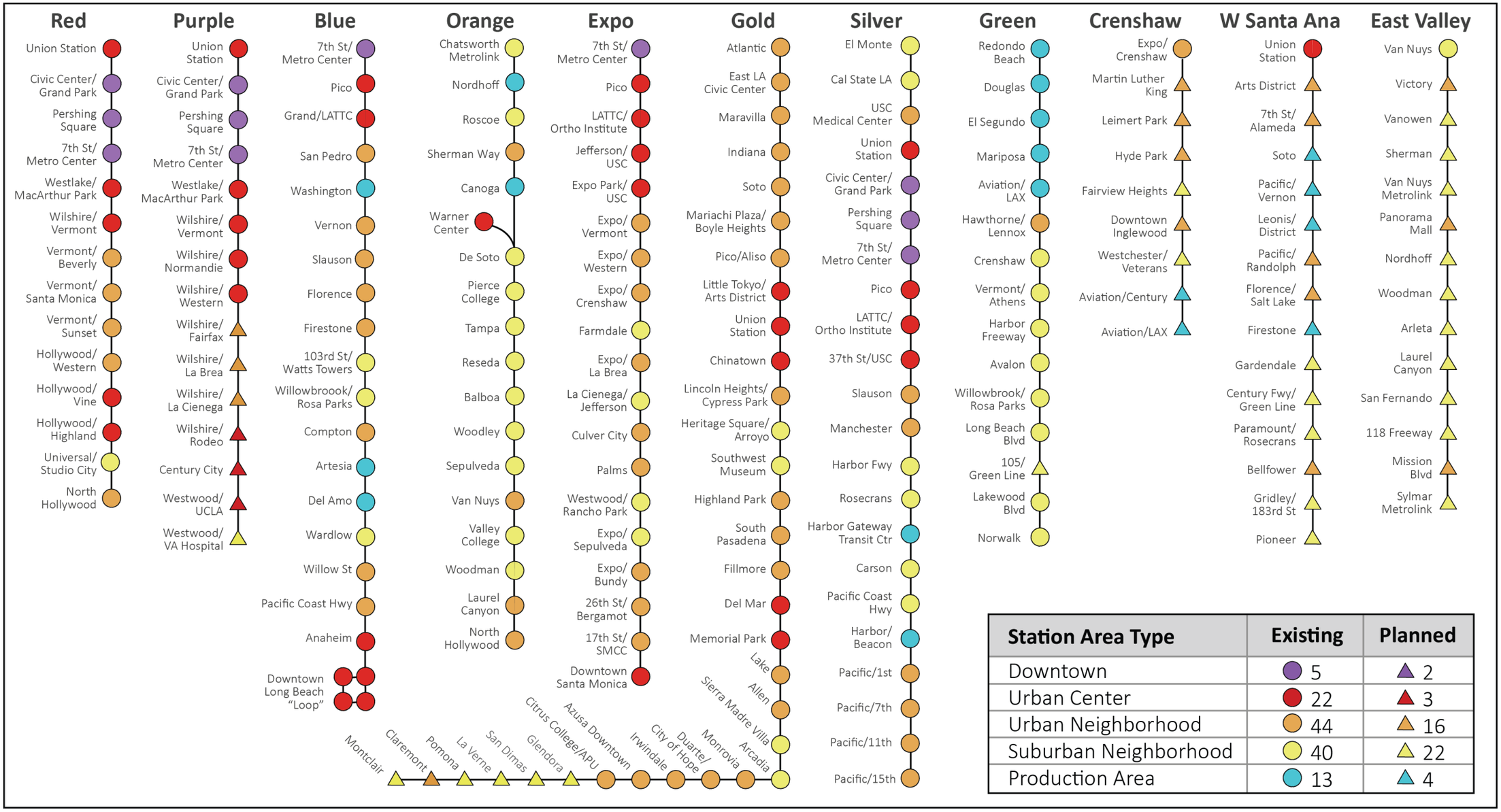


Figure 1-7. Station Type Organized by Metro Rail and Busway Line

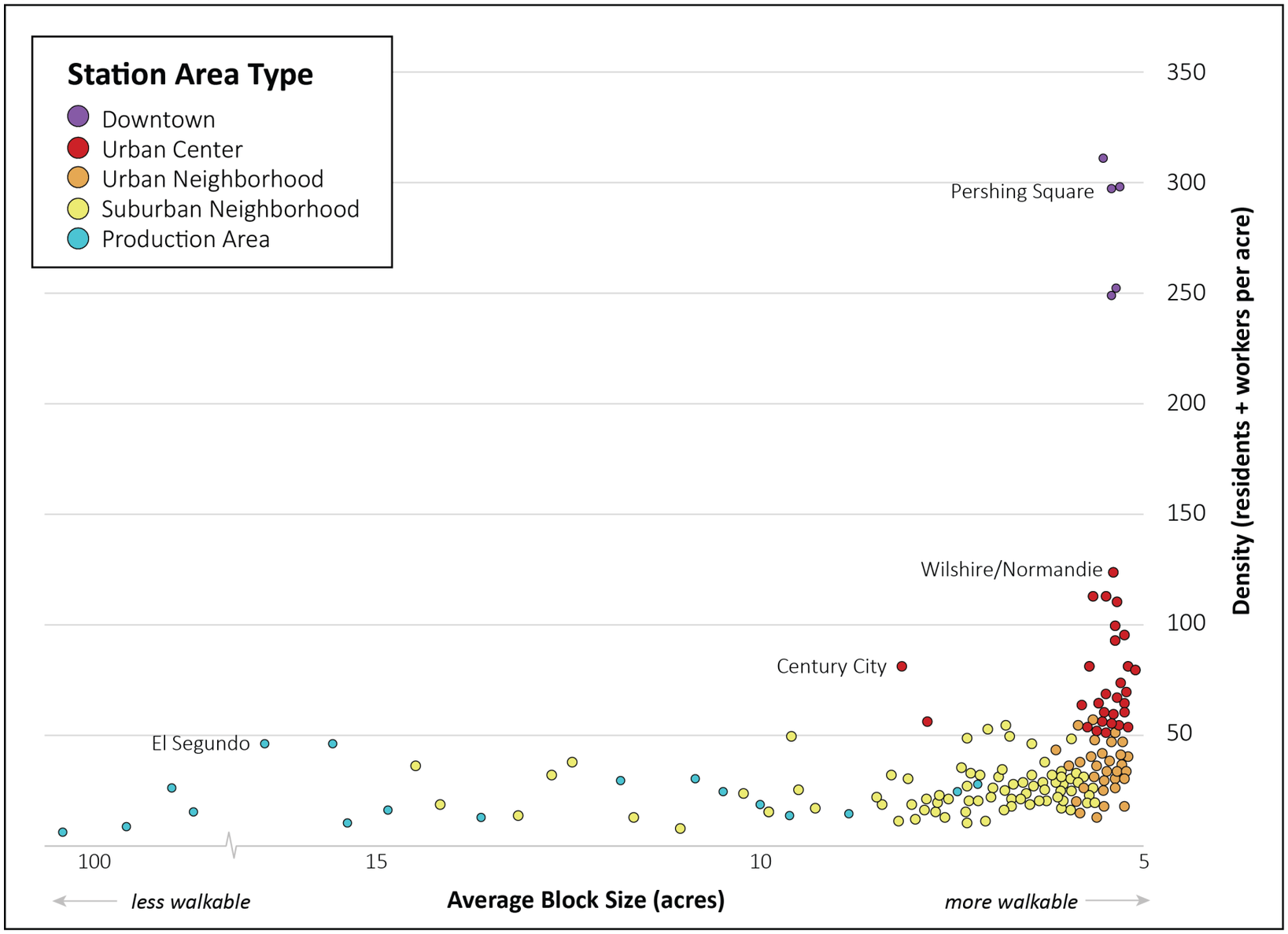


Station Area Type	Existing	Planned
Downtown	5	2
Urban Center	22	3
Urban Neighborhood	44	16
Suburban Neighborhood	40	22
Production Area	13	4

Figure 1-7 provides the same information as **Figure 1-6**, but organized by rail or busway line, rather than represented geographically.

Figure 1-8 shows the distribution of station area by type along an axis of density (defined here as population plus jobs) and walkability (using block size as a proxy).

Figure 1-8. Station Area Type by Density and Walkability



1.5 STATION AREA RECOMMENDATIONS

1.5.1 RECOMMENDED IMPROVEMENTS

We recommend specific policy and infrastructure interventions to increase transit ridership and foster connectivity between the station and the surrounding community. The proposed improvements are tailored to the five station types, which characterize varying scales of development and intensity of land uses around stations.

The recommended interventions include:

- Pedestrian safety improvements
- Transit and street improvements that ease transfers between trains, buses, and other modes
- Land-use policies that support transit use

1.5.2 COORDINATION EFFORTS

Metro cannot implement many of these interventions on its own, and must partner with local municipalities, businesses, property owners, community-based organizations, and community members. By labeling the type of each station area, the typology helps Metro communicate to local stakeholders which investments and interventions should be given the highest priority, depending on which type their local station falls into.

To implement right-of-way improvements, Metro can collaborate with a variety of city departments (e.g. Transportation, Public Works, Street Services, Street Lighting) for street striping, signals, lighting, and sidewalk improvements. A planning department or other local land use authority can implement land use changes in the form of updates to land use elements, community plans or transit neighborhood plans. Councilmember offices, community stakeholders, and resident input are vital to implement community changes.

Table 1-2 Identifies recommended station-adjacent interventions by station area type. Table 1-3 describes each of these interventions in more detail and their benefits to improving safety and connectivity.

Table 1-2. Type-Specific Intervention Recommendations

	Downtown	Urban Center	Urban Neighborhood	Suburban Neighborhood	Production Area
Pedestrian Improvements					
Scramble crossing	x	x			
Red light right turn prohibition	x	x			
Bulbouts/curb extensions	x	x	x		
Leading pedestrian intervals	x	x	x		
Pedestrian islands			x	x	x
Continental crosswalks	x	x	x	x	x
Crosswalks for all streets			x	x	x
Reduce curb radii			x	x	
Mid-block crossings w/ flashing beacons				x	x
Overhead lighting of crosswalks			x	x	x
Connections & Transfers					
Bus boarding bulb stops	x	x			
Bus stop shelters				x	x
Ridehail pick-up/drop-off zones		x	x		
Improved short-term bicycle parking	x	x	x	x	x
Long-term bicycle parking	x	x	x		
Parking- or bollard-protected bicycle lanes	x	x			
Parking					
Demand Based Parking Pricing	x	x	x	x	x
Reduce Parking Supply in Underused Lots	x	x	x	x	x

Table 1-3. Description of Station-Adjacent Improvements

Pedestrian Improvements

Type	Description	Benefit*
Scramble crossings	Configuration that allows pedestrians to cross an intersection in any direction (including diagonally) in a single signal phase. Requires changing the timing of signals and painting new street markings.	Allows large volume of pedestrians to cross in any direction. They are useful at busy intersections with many pedestrians.
Red light right turn prohibitions	Signs indicating that no turns are permitted during a red light.	Improves pedestrian safety by preventing drivers from turning to the right while looking left.
Bulbouts/curb extensions	Concrete extension of the curb into the crosswalk, shortening the crosswalk.	Shortens the distance that pedestrians must cross at an intersection, decreasing the amount of time spent in the roadway.
Leading pedestrian intervals	Signal that provides a "walk" sign before drivers traveling the same direction receive a green light, giving pedestrians a head start into the intersection.	Makes pedestrians more visible by letting them enter the intersection first.
Pedestrian islands	Concrete pedestrian refuge in the middle of a street, where someone crossing can safely wait between signal cycles.	Makes crossings safer, particularly for older or mobility-limited persons who cannot cross the width of an intersection in the time allotted.
Continental crosswalks	Crosswalk featuring additional longitudinal stripes (parallel to the direction of car travel) rather than simple latitudinal stripes (parallel to the direction of pedestrian travel).	More visible to drivers.
Crosswalks for all streets	Crosswalks linking each street that makes up an intersection.	When even one street in a 4-way intersection lacks a crosswalk, some pedestrians have to make three crossings rather than the single direct one, increasing wait time and exposure to injury.
Reduce curb radii	Curbs are, in part, defined by their radii, the size of circle a described if the curb's curve were extended 360 degrees. Curbs with smaller radii come to a sharper point.	Curb geometry determines the speed at which drivers are able to make turns. Pedestrian safety can be improved by decreasing curb radii at intersections to slow turning vehicles.
Mid-block crossings with flashing beacons	Crosswalks between intersections where pedestrians may trigger a flashing yellow or red light, making it clear to drivers that they must stop their vehicles.	Improves access to transit stations in areas with large block size by allowing pedestrians to travel in direct paths. However, mid-block crosswalks that lack signals are minimally effective at causing drivers to yield.
Overhead lighting of crosswalks	Street lamps specifically intended to brightly illuminate crosswalks.	Allows drivers to see waiting or crossing pedestrians more clearly at night, especially in station areas outside of the densely populated Downtowns and Urban Centers where cars travel more slowly.

Connections & Transfers

Type	Description	Benefit[5]
Bus boarding bulb stops	Concrete extensions of the curb that allow buses to stop without leaving the travel lane.	Reduces dwell times by enabling buses to rejoin traffic more quickly and adds additional space for bus stop infrastructure.
Bus stop shelters	Structures that provide shade from sun and rain over bus benches	Makes transfers more comfortable, especially in the summer months and along bus lines with long headways.
Ride-hail pick-up/ drop-off zones	Clearly-marked areas away from bus stops for Uber/Lyft to pick up or drop off riders.	Reduces interaction between buses and ride-hail vehicles, preventing delay for transit riders.
Improved short-term bicycle parking	Inverted U-style racks in well-lit areas, no more than 50’ feet from the station entrance.	Facilitates multimodal trips and first/last mile connections.
Long-term bicycle parking	Secure bicycle lockers or a staffed, enclosed bicycle hub with access limited by proof of membership	Improve experience for commuters who wish to regularly leave their bike at a station for the whole day.
Parking- or bollard-protected bicycle lanes	Bicycle lanes physically separated from car traffic, either by switching the position of parking and the bike lane, or by installing plastic/concrete bollards on the bike lane's left edge. These interventions typically require reallocation of right-of-way space.	Increases perceptions of safety for cyclists, encouraging risk-averse riders to access transit stations via bicycle.

Parking

Type	Description	Benefit
Demand-based parking pricing	Increase or decrease in hourly parking costs depending on the time of day and current capacity.	Prevents a station’s parking from being under- or over-utilized.

5 “City of Los Angeles Complete Streets Design Guide,” City of Los Angeles, Accessed March 9, 2018, https://planning.lacity.org/documents/policy/CompleteStreetDesignGuide.pdf

1.5.3 LAND USE INTERVENTIONS

We recognize that Metro is not a land-use authority, but it can collaborate with elected officials, planning and transportation departments, and community members to influence how the land around stations can better support transit use. We recommend that Metro collaborate with local land-use authorities to increase housing or job density, or both, within station areas.

Type-Specific Recommendations

In the half-mile radius around a rail or busway station, Metro can present and encourage land use changes to be incorporated by local land use authorities in community plan updates or other zoning plans. Metro can also set standards for zoning by cities for Metro-funded projects and incentivize these changes with funding programs.

We recommend that Metro urge local land use authorities to implement the following type-specific policies to increase station area housing and job density:

Downtown and Urban Center

- Upzone parcels for high density residential and commercial uses around major intersections.
- Set project design standards for landscaping, outdoor seating, exterior lighting, and signage that encourage pedestrian activity.

Urban Neighborhood

- Upzone parcels for low to mid-rise multi-family projects
- In mixed-use projects, promote ground-floor local-serving uses that address community needs such as a space for child-care.

Suburban Neighborhood

- Change zoning to allow small-lot subdivisions which increase population density while maintaining the low-rise neighborhood feel.
- Incentivize office space production to allow people to work closer to where they live.

Production Areas

- Change zoning to allow for live/work units.

1.6 SUMMARY

Metro Rail and Busway station areas look and feel different to residents and transit users depending on the location of the station and transit line that it serves. To explain the difference and similarities between station areas in the Metro network, we categorized them into five types, using a cluster analysis of built environment variables and transit-oriented community characteristics. We describe each station type in terms of the experience of residents and visitors to those areas, and recommend potential interventions to improve station connectivity, tailored to each type. By cooperating with local governments, elected officials, planning and transportation departments, and community members to apply these type-specific interventions, Metro's Rail and Busway stations can become more integrated with their surroundings, a critical piece of fostering TOCs.

APPENDIX A: STATION AREA TYPOLOGY

APPENDIX A

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A.1 TYPOLOGY PRECEDENT

Station area typologies developed in the San Francisco Bay Area and Denver informed the development of the typology.

A.1.1 SAN FRANCISCO

The Bay Area Rapid Transit Agency (BART) developed a typology based on a Fehr and Peers' Direct Ridership Model (DRM) forecasting method. DRM uses multivariate regression to determine station area characteristics that influence transit ridership. The BART typology consists of five types: "Urban," "Urban with Parking," "Balanced Intermodal," "Intermodal- Auto Reliant," and "Auto Dependent" (see **Table A-1**). Each type corresponds to aspects such as ridership, station access modal share, street network characteristics, parking type and utilization rate, highway access, and transit service.[6]

In 2016, BART updated its typology framework and assigned "aspirational" types to each station with "planned or foreseeable changes to the station context" in a 5 to 10 year period.[7] Planned changes include locally-adopted land use plans, plans to redevelop commuter-dedicated parking and plans to increase transit services, and bicycle network connections.

Table A-1. Characteristics of types in BART's station area typology[8]

Station Type	Ridership	Street Network	Walk Mode Split	Transit Mode Split	Development Potential (on and off site)	Priority Access Actions
Urban	High	Urban	Very High (44%)	High (39%)	Moderate/ High	Limited ability for further mode shift through bike/transit improvements, focus on patronage growth
Urban w/ Parking	Moderate/ High	Urban	High (34%)	Moderate (20%)	Low/ Moderate	Limited ability for further mode shift, focus on patronage growth
Balanced Intermodal	Moderate	Urban/ Suburban	Moderate (20%)	Moderate (20%)	Low/ Moderate	Strengthen pedestrian and transit connections, encourage transit villages, focus on mode shift potential
Intermodal Auto Reliant	Moderate	Suburban/ Suburban Residential	Low (10%)	Low/ Moderate (16%)	Moderate	Strengthen pedestrian and transit connections, ensure adequate roadway and parking capacity, focus on mode shift potential where possible.
Auto Dependent	Low/ Moderate	Suburban/ Suburban Residential	Low (8%)	Low (11%)	Variable-very low to high	Strengthen transit, focus on future land use, potential parking expansion and roadway capacity enhancements

6 "Access BART Final Report," Bay Area Rapid Transit District, Accessed March 24, 2018,from: https://www.bart.gov/sites/default/files/docs/2006%20Access%20BART%20Study.pdf

7 "Station Access Policy," Planning, Bay Area Rapid Transit, Accessed April 11, 2018, https://www.bart.gov/about/planning/access

8 "Access BART Final Report," San Francisco Bay Area Rapid Transit District, Accessed March 24, 2018, https://www.bart.gov/sites/default/files/docs/2006%20Access%20BART%20Study.pdf

A.1.2 DENVER

The City of Denver created a typology in 2016 to describe the stations along the RTD light rail system. This typology is oriented toward land use and the built environment. Specific inputs include land use mix, street and block patterns, building placement and location, building height, and mobility. There are five types, in descending order of urban intensity:

- Downtown
- Urban Center
- General Urban
- Urban
- Suburban

Three functional overlays (innovation, institutional and entertainment) add further context-specific texture to the typology by emphasizing the nature of activities that take place (or which the City wishes to encourage) in different station areas.

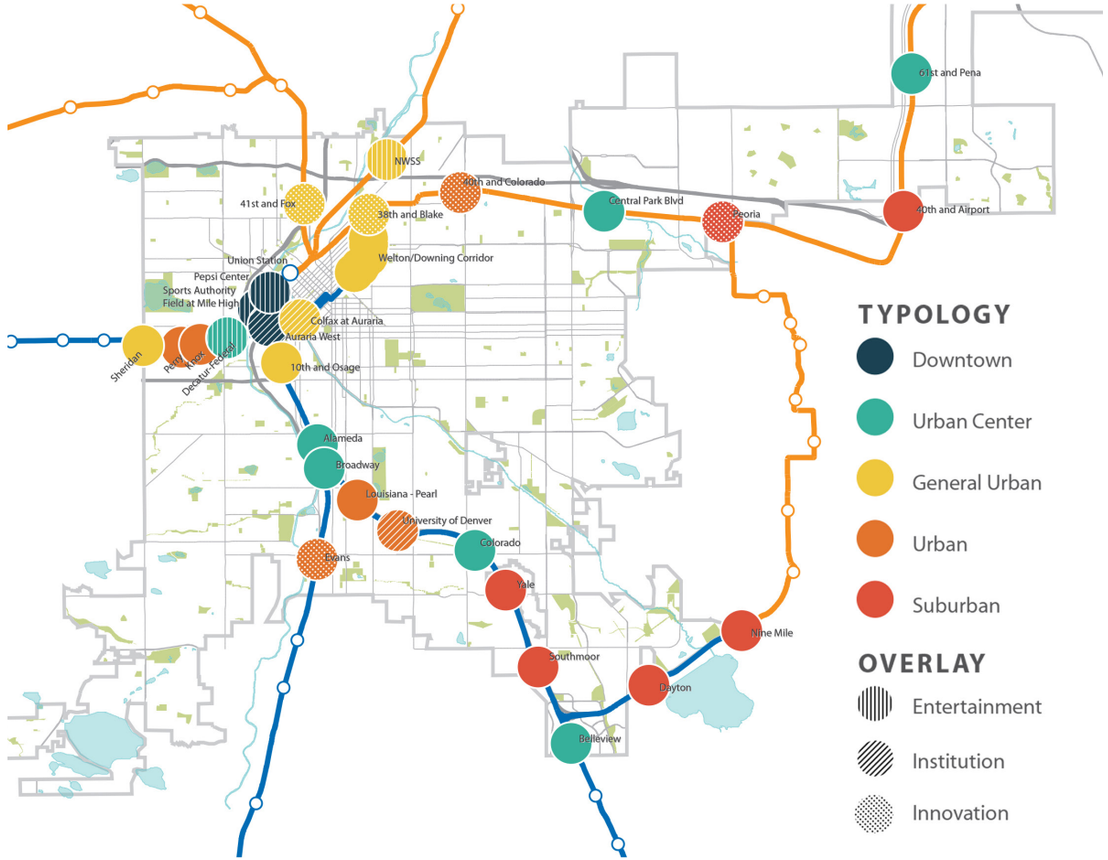
The City of Denver also evaluated each station based on market and development potential in order to create a future typology. Station areas are labeled either "Strategize," "Catalyze," or "Energize". Each category comes with a tool kit to guide planning, policy, and infrastructure decisions.[9] As seen in **Figure A-1**, the Denver typology categories are:

- Downtown – Mixed use, highest density, tallest buildings, high pedestrian activity, transit hub, and historic areas
- Urban Center – Mixed use, high density, grid and alley block pattern, high pedestrian activity, and multimodal
- General Urban – Multi-family residential, grid and alley block pattern, main streets, corner stores, and multimodal
- Urban – Grid and alley block pattern, predominantly single-family residential, main streets, corner stores, and multi-modal
- Suburban – Town centers, community open spaces, and residential neighborhoods

Functional Overlays:

- Innovation – Allowing a wide range and diversity of TOD land uses, activities and building form to accommodate new types of development such as advanced manufacturing, research and development, creative design studios, and more.
- Institutional – Academic campuses, medical and government centers with a significant amount of jobs
- Entertainment – Major destinations – typically evenings and weekends

Figure A-1. Denver Citywide Typology[10] Typology Methodology



9 "Transit Oriented Denver," City and County of Denver, Accessed February 7, 2018, https://www.denvergov.org/content/denvergov/en/transit-oriented-development.html

10 "Transit Oriented Denver," City and County of Denver, Accessed February 7, 2018, https://www.denvergov.org/content/denvergov/en/transit-oriented-development.html

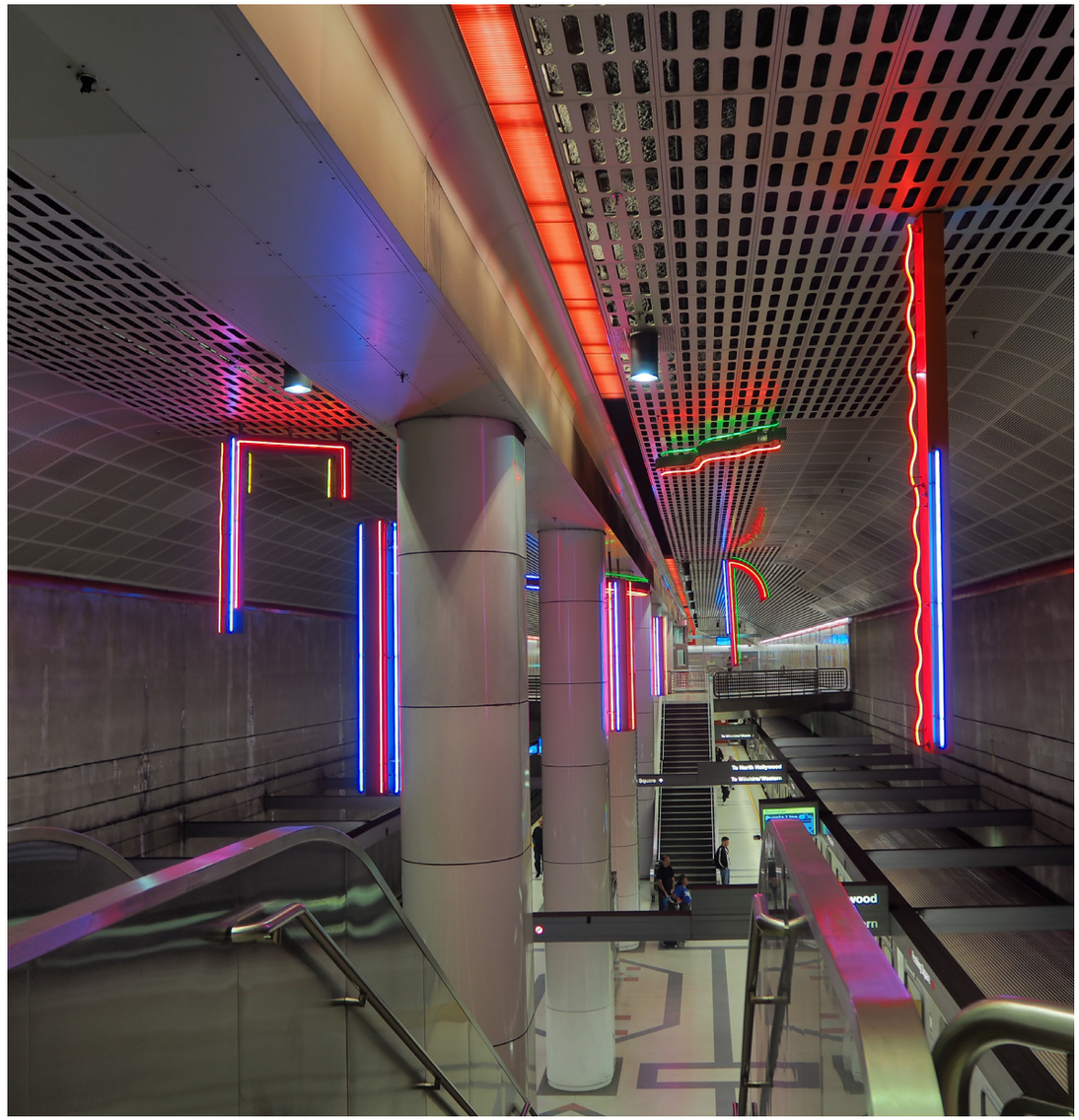
A.2 TYPOLOGY METHODOLOGY

Ewing and Cervero lay out the "Five D's" that determine the relationship between travel demand and the built environment: "density," "diversity," "design," "destination accessibility," and "distance to transit."[11] By definition, the land within a station area is already close to transit; the remaining four "D's" are accounted for among the inputs we chose to form the typology of Los Angeles County Metro Rail and Busway stations.

A.2.1 METHODOLODY OVERVIEW

The typology classifies station areas by measures of their density, built form, and land use, grouping together similar stations using a "k-means clustering" algorithm.[12] Using the statistical programing language "R," we ran a cluster analysis for 176 existing or planned Metro Rail or Busway station areas in Los Angeles County (Montclair Station, the eastern terminus of the second Metro Gold Line Foothill Extension, was excluded from the analysis because of data limitations).

A large number of variables were collected for each station area, 11 of which were used as inputs in the clustering algorithm. These 11 were chosen to reflect community characteristics found in Metro's Transit Supportive Planning Toolkit and pre-existing research about urban design.



11 Reid Ewing and Robert Cervero, "Travel and the Built Environment," Journal of the American Planning Association 76 no. 3 (May 2010) 265-294, https://doi.org/10.1080/01944361003766766

12 Pang-Ning Tan, Michael Steinbach, and Vipin Kumar, "Cluster Analysis: Basic Concepts and Algorithms." Introduction to data mining (New York: Pearson Education, 2005), 525-612, https://www-users.cs.umn.edu/~kumar001/dmbook/ch7_clustering.pdf

A.2.2 TYPOLOGY INPUTS

Table A-2 lists each input included in the cluster analysis used to create the typology, the reason for the variable's inclusion, how this variable relates to characteristics in Metro's Transit Supportive Planning Toolkit, and the level of measurement.

Table A-2. Typology Input Descriptions

Typology Input	Reason for Inclusion	Metro Transit Supportive Characteristic	Measurement
Population Density	Housing centers serve as origins for trips, creating demand for travel.	Compact design	Station area residents
Employment Density	Employment centers are destinations for commute and shopping trips, creating demand for travel.	Compact design	Station area jobs
Avg. Block Size	Smaller block sizes are correlated with greater walkability, enabling pedestrians to more easily access destinations.	Street and network connectivity	Mean area of street block
Avg. Building Height	Building height is one of the most visible measures of density, and is often the focus of concern from local residents.	Site layout/parking layout/building design	Mean height of all buildings
Floor Area Ratio (FAR)	FAR, though not always understood by those outside the planning and development professions, is a measurement of development intensity.	Site layout/parking layout/building design	Mean of building floor areas/parcel areas
Building Coverage	Large parking lots and building setbacks harm the pedestrian experience and limit walkability. Walks past busy storefronts are perceived as being shorter than those by empty lots and surface parking.	Site layout/parking layout/building design	Amount of station area covered by building footprints
Walk Score™	Walk Score is a walkability index published by the company of the same name. It captures many aspects of the pedestrian experience and is used widely in the real estate field.	Pedestrian/bicycle circulation	Walk Score at station
Percent Commercial, Industrial, Single-Family, Multi-Family Use	Much of the character of a station area is defined not only by its physical form, but by its land use. The amount of land taken up by current uses was included to capture this.	Complete neighborhoods, Affordable housing	Percent of zoned area in each land use class

A.2.3 CLUSTER ANALYSIS

A cluster analysis determines whether, within a set of individual cases (station areas, in this case), there are groups that share common characteristics. Such an analysis was composed of two parts. The first determined how many clusters (groups) the station areas fell into, and the second assigned each station area to one of those clusters. In our case, an "elbow plot" analysis showed that station areas fell into five distinct clusters and a "k-means clustering" algorithm assigned each station area to one of those five groups.[13]

K-means clustering employs a multidimensional array to determine the proximity of two points within that multidimensional space. The algorithm groups together the two stations most alike across the 11 variables described in Table A-2 before finding the next most-similar station and adding that station to the group. This process happens iteratively across the entire dataset until all stations are grouped into the designated number of clusters. **Figure A-2** illustrates the distribution of station areas from clustering analysis into the five types.

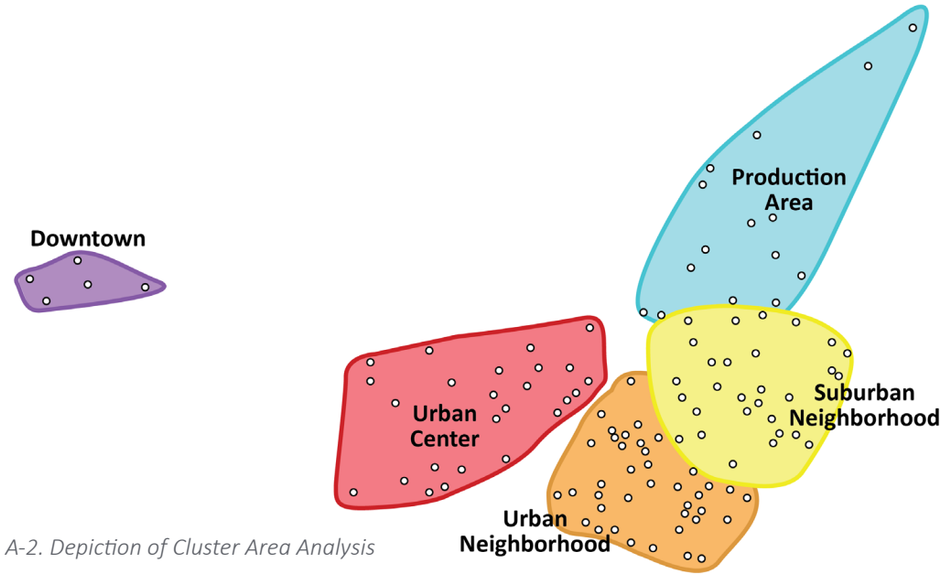


Figure A-2. Depiction of Cluster Area Analysis

Once each station was assigned a type, average values of the cluster inputs and variables not entered into the algorithm were calculated. The fact that the mean values for each variable differ significantly between types suggests that there was validity in the methodology and the resulting typology.

A.2.4 CLUSTER NAMING

Cluster analysis shows which stations are most alike one another, but does not explain or interpret the nature of each cluster. We qualitatively analyzed these five groups to determine what characteristics they had in common with one another.

As seen in **Figure A-2**, station areas in Downtown Los Angeles differ greatly from other types, having tall buildings, high job and population concentrations, and high walkability. We give this station area group the name "Downtown". The second-densest group was composed of stations on the Metro Purple and Red Lines, as well as secondary regional centers such as Long Beach and Santa Monica. These stations areas had nearly as many (and some times more) people as the Downtown station areas, but fewer jobs. These we called "Urban Centers".

Another group was made up of industrial and commercial station areas on the Green and Crenshaw Lines. These station areas had large block sizes, medium-sized buildings, and very little land in residential use. We titled this group "Production Areas".

This left two groups, both of which were primarily residential in character. One group had smaller blocks, more low-density multi-family housing, and higher transit user. Many of these station areas were once streetcar suburbs in the early era of the region's development. These station areas we titled "Urban Neighborhoods". The final group was a mix of the last two. While the areas were not friendly to walking and biking, they were primarily residential rather than commercial or industrial. The large majority of homes were single-family. We gave these station areas the name "Suburban Neighborhoods".

13 Pang-Ning Tan, Michael Steinbach, and Vipin Kumar, "Cluster Analysis: Basic Concepts and Algorithms." Introduction to data mining (New York: Pearson Education, 2005), 525-612, https://www-users.cs.umn.edu/~kumar001/dmbook/ch7_clustering.pdf

A.3 STATION AREA DATA COLLECTION

Table A-3 lists the sources of data gathered for Los Angeles County station areas, both those used as inputs in the typology analysis and those that were not.

Because census data are collected for geographic units that do not align perfectly with station areas, we used a standard prorating technique[14] to estimate the demographic statistics for each station area. Street density and block size were calculated using street centerlines as the primary input. However, because we are interested in the walkability of the street network, we removed streets inaccessible to pedestrians, including freeways, freeway ramps, private streets, and alleys.

Table A-3. Data assembled in station area GIS database

Data Source	Variable	Year
American Community Survey (ACS), US Census Bureau	Variables by census block group: • Population • Housing Units • Commute modal share • Median household income • Median gross rent • Population below the poverty linePopulation who live in rental units • Number of vehicles by housing unit • Population by race	2016 (2012-2016 5 yr estimates)
Longitudinal Employer-Household Dynamics (LEHD), US Census Bureau	Variables by census block: • Primary jobs*	2015
Los Angeles County Metropolitan Transportation Authority (Metro)	• Station locations • Ridership	2018
Office of the Assessor, Los Angeles County	• Land Use* • Zoning*	2015
Los Angeles Region Imagery Acquisition Consortium (LARIAC)	• Building footprints • Building height • Parking lots	2014
Environmental Systems Research Institute (ESRI)	• Detailed streets	2014
Walk Score (Redfin)	• Walk Score* • Bike Score	2018

*Used an input in cluster analysis

14 Prorating is a process by which characteristics of part of an area can be determined when the researcher has data describing the whole area. For example, if a census block group has 1000 people living within it and half of the block group's area falls within a station area, it can be estimated that 500 of those people live within the station area.

Table A-4 lists several variables derived from the variables in **Table A-3.** They include measures of density as well as rates of job and population growth over time.

Summary statistics were calculated by station area are using ArcGIS' "spatial join" tool.[15]

Table A-4. Derived station area variables

Characteristics	Formula
Building coverage*	(∑ of each building's footprint/area) ÷ station area
Average FAR*	(∑ of each building's total floor area[16]) ÷ station area
Average building height*	(∑ each building's height × area) ÷ (∑ each building's area)[17]
Population density	Population ÷ area
Job density	Jobs ÷ area
Housing unit density	Housing units ÷ area
Street density*	(∑ length of streets) ÷ area

*Used an input in cluster analysis

15 A spatial join is a GIS process by which two overlapping layers (e.g. station areas and building footprints) can be joined together, allowing the user to calculate place-specific variables, such as average building height by station area.

16 The LARIAC building dataset does not specify number of floors. Instead, a proxy is used. Assuming the average floor height is 14' (including structural space between floors), we estimated the number of floors by dividing each building's height by 14. We multiplied this number by the area of the building's footprint to achieve "total floor area."

17 This formula weights buildings by their size in an urban massing model rather than treating every building as an equal entity regardless of footprint.

A.4 METRO STATION AREA MAPS OF POPULATION DENSITY, EMPLOYMENT DENSITY AND BLOCK SIZE

Three measurements of density (population density, job density, and average block size) are illustrated in **Figure A-3**, **Figure A-4**, and **Figure A-5**.

Figure A-3. Population Density by Station Area

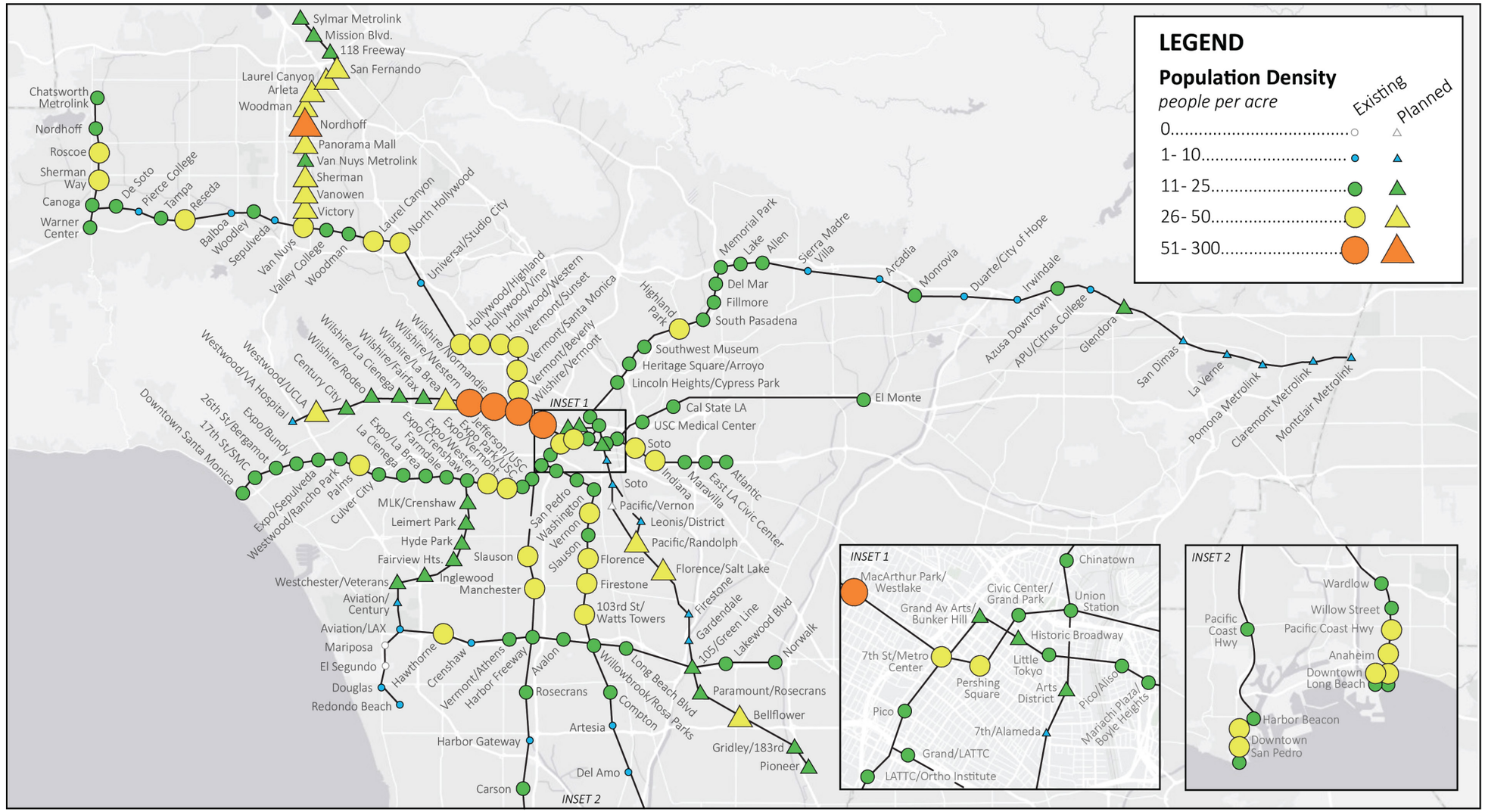


Figure A-4. Employment Density by Station Area

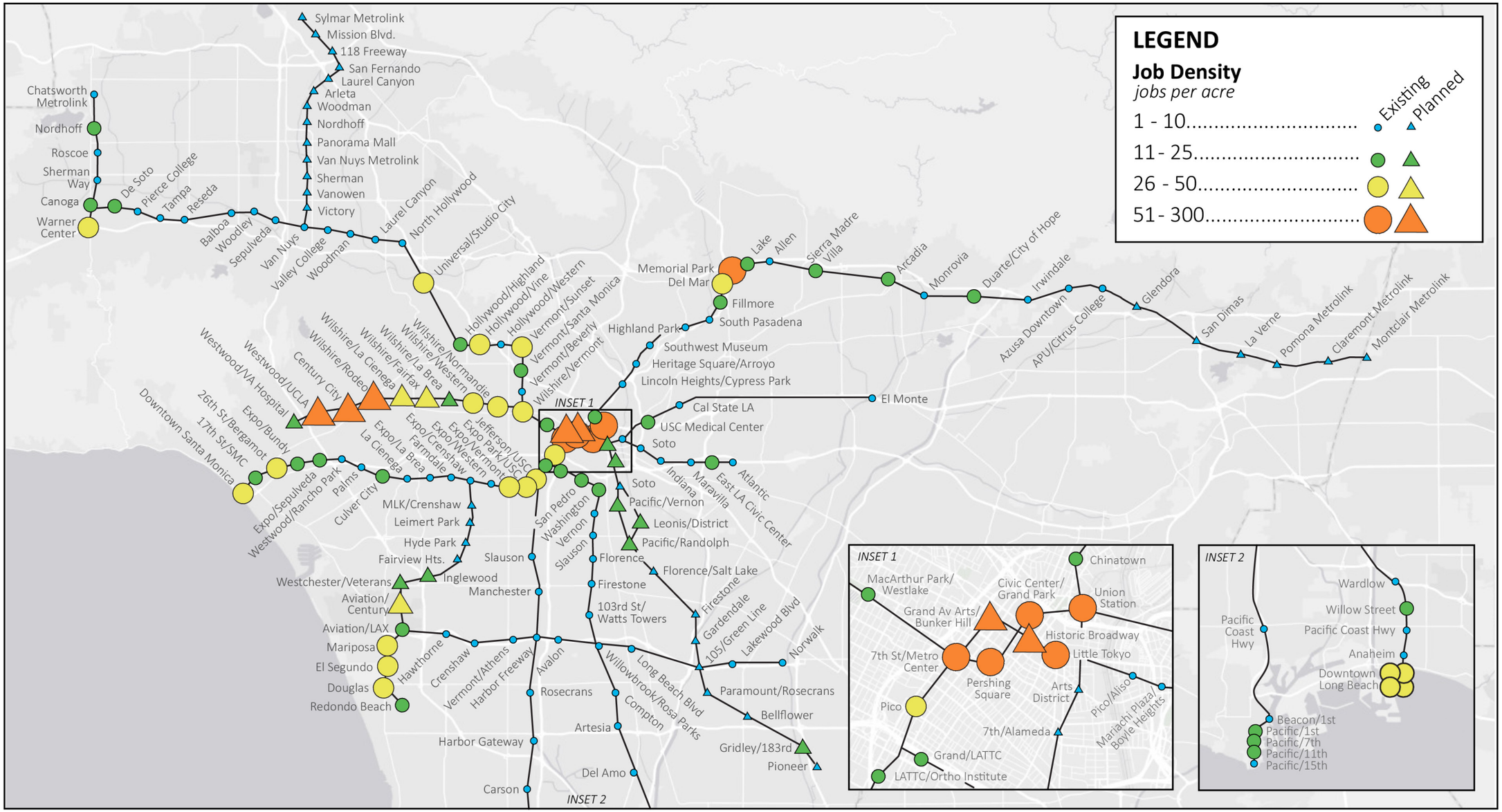


Figure A-5. Block Size by Station Area by Station Area

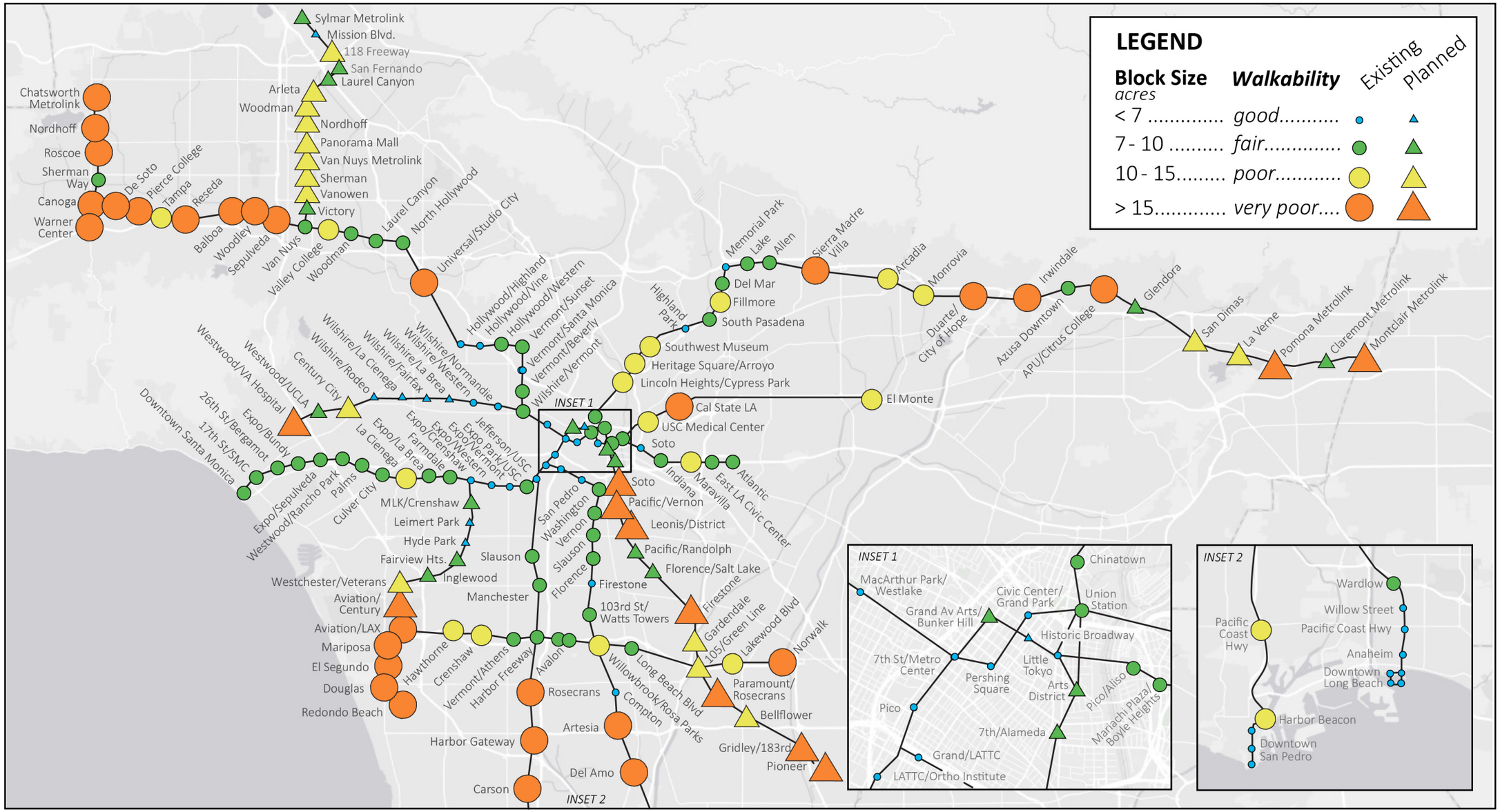


Table A-5. Individual Station Area Data

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
103rd St/Watts Towers	Blue	suburban neighborhood	26	2	7	7.9	79	0.36	19%	18%	43%	7%	2,957	35	37%
105/Green Line*	Transfer*	suburban neighborhood	22	2	6	14.0	58	0.32	7%	5%	58%	10%	-	51	20%
118 Fwy*	East Valley*	suburban neighborhood	18	4	3	13.2	67	0.34	7%	6%	45%	27%	-	55	18%
17th St/SMC	Expo	urban neighborhood	17	21	8	8.5	84	0.96	22%	13%	9%	14%	2,140	68	16%
1st St	Blue	urban center	24	49	15	5.5	98	2.87	28%	23%	10%	18%	443	64	27%
26th St/Bergamot	Expo	urban neighborhood	15	33	7	9.3	64	0.92	24%	12%	10%	15%	1,473	57	16%
5th St	Blue	urban center	37	43	19	4.5	97	1.89	32%	27%	15%	14%	591	46	33%
7th St/Metro Center	Transfer	downtown	28	191	19	6.0	98	6.94	41%	29%	4%	16%	39,140	53	33%
7th/Alameda*	Santa Ana*	production area	6	19	3	7.3	86	1.06	48%	57%	3%	38%	-	34	63%
Allen	Gold	urban neighborhood	13	4	5	7.6	80	0.36	12%	7%	49%	8%	1,781	76	13%
Anaheim St	Blue	urban neighborhood	45	8	14	5.3	89	0.97	26%	24%	18%	12%	2,508	33	32%
APU/Citrus College	Gold	suburban neighborhood	9	4	2	15.4	35	0.34	39%	5%	45%	12%	1,543	73	11%
Arcadia	Gold	suburban neighborhood	8	12	3	14.4	83	0.50	4%	1%	34%	18%	1,284	95	11%
Arleta*	East Valley*	suburban neighborhood	27	1	4	10.4	83	0.23	5%	5%	71%	4%	-	61	9%
Artesia	Blue	production area	4	7	1	33.2	36	0.71	4%	7%	4%	32%	3,342	54	19%
Arts District*	Santa Ana*	production area	12	15	6	8.1	83	0.95	21%	23%	5%	25%	-	23	27%
Atlantic	Gold	urban neighborhood	16	14	5	8.2	83	0.45	12%	13%	36%	10%	2,048	52	20%
Avalon	Green	suburban neighborhood	23	1	6	9.6	47	0.34	10%	15%	56%	4%	1,999	38	35%
Aviation/Century*	Crenshaw*	production area	3	27	1	26.7	50	1.06	8%	7%	8%	27%	-	37	21%
Aviation/LAX	Transfer	production area	3	16	1	24.5	36	0.60	4%	7%	15%	27%	3,660	70	15%
Azusa Downtown	Gold	suburban neighborhood	11	3	4	7.2	80	0.43	4%	8%	44%	12%	1,718	54	14%
Balboa	Orange	suburban neighborhood	6	3	2	26.4	49	0.18	11%	3%	42%	5%	-	57	11%
Beacon/1st	Silver	suburban neighborhood	15	4	6	6.3	74	0.65	12%	19%	11%	17%	-	33	39%
Bellflower	Santa Ana	urban neighborhood	30	3	11	12.0	83	0.41	8%	11%	25%	12%	-	45	23%
Cal State Los Angeles	Silver	suburban neighborhood	10	7	2	19.6	54	0.75	13%	4%	30%	8%	-	86	11%
Canoga	Orange	production area	20	19	9	27.3	67	1.03	15%	11%	7%	24%	-	46	21%
Carson	Silver	suburban neighborhood	12	4	4	20.3	77	0.47	5%	5%	47%	21%	-	64	13%
Century City	Purple	urban center	11	72	6	13.2	94	2.36	9%	3%	34%	5%	-	133	6%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Chatsworth	Orange	suburban neighborhood	11	9	4	17.5	66	0.63	7%	5%	32%	19%	-	76	9%
Chinatown	Gold	urban center	22	18	6	9.4	95	0.94	31%	34%	3%	22%	1,803	32	29%
Civic Center/Grand Park	Transfer	downtown	23	294	14	6.1	95	4.75	31%	30%	5%	11%	6,237	25	26%
Claremont*	Gold*	suburban neighborhood	10	8	4	7.8	70	0.39	28%	10%	32%	11%	-	74	10%
Compton	Blue	urban neighborhood	21	4	6	7.0	82	0.45	12%	14%	30%	15%	3,740	43	27%
Crenshaw	Green	suburban neighborhood	8	10	2	14.3	72	0.61	11%	7%	31%	23%	2,299	61	17%
Culver City	Expo	urban center	15	19	7	7.9	87	0.92	14%	8%	21%	11%	3,238	71	16%
De Soto	Orange	suburban neighborhood	19	14	9	27.3	67	0.75	11%	8%	17%	14%	-	61	18%
Del Amo	Blue	production area	3	6	1	109.0	38	0.69	7%	7%	0%	30%	3,116	55	14%
Del Mar	Gold	urban center	16	48	10	7.2	96	1.26	15%	12%	14%	12%	1,705	80	16%
Douglas	Green	production area	3	29	1	26.6	49	0.72	1%	4%	11%	26%	840	105	6%
Downtown Inglewood*	Crenshaw*	suburban neighborhood	18	10	7	8.6	88	0.99	12%	11%	15%	18%	-	38	23%
Downtown Long Beach	Blue	urban center	22	71	13	5.9	95	2.89	25%	21%	9%	14%	3,165	64	29%
Downtown Santa Monica	Expo	urban center	13	43	9	7.1	93	1.51	23%	15%	3%	17%	6,133	55	13%
Duarte/City of Hope	Gold	suburban neighborhood	6	14	2	30.2	59	0.34	14%	18%	12%	13%	744	67	16%
East LA Civic Center	Gold	urban neighborhood	21	13	6	9.4	78	0.39	14%	16%	35%	8%	640	45	25%
El Monte	Silver	suburban neighborhood	14	7	4	12.1	56	0.38	12%	17%	33%	20%	-	44	25%
El Segundo	Green	production area	-	48	-	50.4	43	0.95	-	-	-	35%	1,013	0	-
Expo Park/USC	Expo	urban center	20	35	4	7.6	80	1.41	54%	30%	3%	14%	1,735	18	31%
Expo/Bundy	Expo	urban neighborhood	12	22	5	7.7	90	0.87	13%	6%	37%	13%	1,804	70	11%
Expo/Crenshaw	Transfer	urban neighborhood	17	3	7	6.1	84	0.56	12%	16%	56%	8%	2,554	43	20%
Expo/La Brea	Expo	urban neighborhood	21	4	9	7.3	81	0.54	17%	17%	36%	9%	2,243	42	27%
Expo/Sepulveda	Expo	suburban neighborhood	13	13	6	8.5	79	0.88	11%	7%	50%	11%	1,782	79	10%
Expo/Vermont	Expo	urban neighborhood	27	30	7	7.0	79	1.07	39%	28%	13%	7%	3,063	22	33%
Expo/Western	Expo	urban neighborhood	31	2	9	6.2	78	0.55	20%	17%	49%	3%	2,998	38	26%
Fairview Heights*	Crenshaw*	suburban neighborhood	18	2	7	9.1	49	0.41	12%	18%	30%	6%	-	44	27%
Farmdale	Expo	suburban neighborhood	20	3	8	7.1	67	0.52	18%	17%	41%	5%	1,136	45	18%
Fillmore	Gold	urban neighborhood	10	24	6	11.1	85	0.66	14%	6%	29%	14%	1,662	80	11%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Firestone	Blue	Urban Neighborhood	29	2	7	5.9	77	0.42	19%	14%	42%	6%	2,620	32	35%
Firestone*	Santa Ana*	Production Area	8	9	2	68.9	48	0.36	8%	5%	7%	32%	-	46	21%
Florence	Blue	Urban Neighborhood	29	4	7	7.6	77	0.50	19%	15%	31%	10%	4,008	36	27%
Florence/Salt Lake*	Santa Ana*	Urban Neighborhood	31	2	7	10.9	72	0.32	10%	6%	42%	6%	-	47	24%
Gardendale*	Santa Ana*	Suburban Neighborhood	9	3	3	11.2	63	0.41	7%	3%	37%	19%	-	54	19%
Glendora*	Gold*	Suburban Neighborhood	11	7	4	8.3	63	0.31	6%	6%	49%	17%	-	58	13%
Grand Av Arts*	Blue*	Downtown	23	320	15	7.2	96	5.57	33%	28%	7%	10%	-	35	26%
Grand/LATTC	Blue	Urban Center	13	25	6	6.2	90	1.51	51%	38%	2%	21%	3,663	22	44%
Gridley/183rd*	Santa Ana*	Suburban Neighborhood	11	14	4	25.1	72	0.50	8%	6%	35%	32%	-	80	9%
Harbor Beacon	Silver	Production Area	12	2	5	11.4	67	0.38	11%	19%	9%	30%	-	30	40%
Harbor Gateway Center	Silver	Production Area	6	7	2	29.3	48	0.41	8%	6%	20%	33%	-	59	13%
Harbor Freeway	Transfer	Suburban Neighborhood	17	1	5	7.9	57	0.37	16%	13%	57%	3%	2,454	36	34%
Hawthorne/Lennox	Green	Urban Neighborhood	30	3	8	11.6	78	0.56	13%	8%	33%	10%	1,922	38	29%
Heritage Sq/Arroyo	Gold	Suburban Neighborhood	17	2	6	10.6	72	0.41	23%	10%	48%	6%	799	47	23%
Highland Park	Gold	Urban Neighborhood	31	3	10	6.1	91	0.54	22%	13%	38%	5%	2,309	43	28%
Historic Broadway*	Blue*	Downtown	24	293	17	5.6	96	5.22	37%	36%	5%	12%	-	25	29%
Hollywood/Highland	Red	Urban Center	30	25	20	6.2	98	1.51	29%	20%	14%	13%	7,262	45	24%
Hollywood/Vine	Red	Urban Center	27	26	17	6.6	94	1.68	28%	24%	7%	19%	5,465	44	26%
Hollywood/Western	Red	Urban Neighborhood	48	9	22	9.8	88	1.01	30%	24%	23%	9%	4,146	52	27%
Hyde Park*	Crenshaw*	Urban Neighborhood	22	3	9	6.1	82	0.54	12%	19%	57%	5%	-	39	27%
Indiana	Gold	Urban Neighborhood	28	4	8	7.4	86	0.50	20%	14%	27%	6%	1,431	43	25%
Irwindale	Gold	Production Area	1	5	0	117.9	24	0.46	6%	4%	0%	16%	764	60	19%
Jefferson/USC	Expo	Urban Center	22	30	4	6.1	73	1.46	67%	30%	3%	17%	1,432	16	37%
La Cienega/Jefferson	Expo	Suburban Neighborhood	12	10	4	10.5	73	0.57	12%	7%	35%	15%	2,326	58	20%
La Verne*	Gold*	Suburban Neighborhood	7	5	2	10.4	67	0.33	12%	4%	25%	54%	-	69	6%
Lake	Gold	Urban Neighborhood	23	18	12	7.0	88	0.81	20%	17%	23%	13%	1,950	59	23%
Lakewood Blvd	Green	Suburban Neighborhood	16	1	5	10.8	70	0.39	9%	4%	58%	7%	2,055	65	11%
LATTC/Ortho Institute	Expo	Urban Center	18	19	5	6.1	90	1.26	57%	33%	6%	21%	1,960	20	39%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Laurel Canyon	Orange	Urban Neighborhood	27	5	13	7.9	80	0.69	7%	10%	48%	4%	-	51	15%
Laurel Canyon*	East Valley*	Suburban Neighborhood	32	2	5	7.5	64	0.25	8%	5%	81%	6%	-	55	14%
Leimart Park/Crenshaw*	Crenshaw*	Urban Neighborhood	16	3	8	5.4	88	0.61	7%	23%	59%	5%	-	60	18%
Leonis/District*	Santa Ana*	Production Area	4	13	1	19.4	42	0.93	13%	9%	2%	28%	-	33	27%
Lincoln/Cypress	Gold	Urban Neighborhood	15	7	5	12.6	82	0.62	28%	18%	11%	21%	1,426	41	30%
Little Tokyo	Gold	Urban Center	18	94	10	5.8	92	2.68	30%	35%	5%	21%	2,740	55	31%
Long Beach Blvd	Green	Suburban Neighborhood	23	4	5	8.5	71	0.43	10%	8%	46%	11%	2,268	40	25%
Manchester	Silver	Urban Neighborhood	29	2	9	8.0	82	0.48	16%	23%	32%	10%	-	26	39%
Maravilla	Gold	Urban Neighborhood	20	2	6	10.8	66	0.42	13%	14%	30%	5%	467	42	25%
Mariachi Plaza	Gold	Urban Neighborhood	23	9	7	7.0	87	0.83	32%	27%	14%	11%	852	35	39%
Mariposa	Green	Production Area	-	48	-	34.3	42	0.86	-	-	-	36%	1,350	0	-
Martin Luther King*	Crenshaw*	Urban Neighborhood	15	5	8	7.8	93	0.78	9%	23%	48%	13%	-	38	21%
Memorial Park	Gold	Urban Center	17	51	9	6.3	97	1.32	22%	17%	12%	13%	2,818	56	24%
Mission Blvd*	East Valley*	Urban Neighborhood	18	6	4	5.2	94	0.37	12%	8%	36%	16%	-	46	20%
Monrovia	Gold	Suburban Neighborhood	13	6	4	12.9	64	0.44	4%	4%	39%	13%	1,208	78	6%
Nordhoff	Orange	Production Area	10	15	4	26.1	61	0.66	11%	9%	3%	31%	-	66	16%
Nordhoff*	East Valley*	Suburban Neighborhood	59	2	12	13.8	67	0.44	19%	12%	62%	6%	-	36	25%
North Hollywood	Transfer	Urban Neighborhood	26	9	13	8.8	91	0.75	16%	12%	14%	13%	14,111	51	28%
Norwalk	Green	Suburban Neighborhood	14	3	4	20.3	45	0.37	7%	4%	59%	9%	3,941	59	12%
Pacific Ave	Blue	Urban Center	36	46	19	5.0	97	1.86	28%	25%	16%	13%	1,123	50	34%
Pacific Coast Highway	Silver	Suburban Neighborhood	14	0	4	13.8	66	0.32	4%	5%	37%	7%	-	54	18%
Pacific Coast Highway	Blue	Urban Neighborhood	45	3	13	6.1	82	0.68	22%	18%	22%	10%	2,493	35	33%
Pacific/11th	Silver	Urban Neighborhood	29	11	12	4.8	95	0.84	18%	16%	22%	10%	-	40	28%
Pacific/15th	Silver	Urban Neighborhood	32	3	12	5.3	89	0.67	18%	15%	24%	6%	-	42	26%
Pacific/19th	Silver	Urban Neighborhood	29	2	11	5.5	82	0.56	14%	12%	25%	6%	-	45	21%
Pacific/1st	Silver	Urban Neighborhood	25	10	10	6.0	88	0.76	13%	17%	26%	10%	-	33	36%
Pacific/21st	Silver	Urban Neighborhood	24	1	9	6.0	74	0.49	12%	9%	26%	6%	-	49	18%
Pacific/7th	Silver	Urban Neighborhood	29	13	12	4.9	95	0.89	17%	18%	22%	11%	-	37	34%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Pacific/Randolph*	Santa Ana*	Urban Neighborhood	35	12	10	8.3	81	0.68	23%	18%	19%	19%	-	31	31%
Pacific/Vernon*	Santa Ana*	Production Area	-	18	-	30.2	50	1.09	-	-	0%	42%	-	0	43%
Palms	Expo	Urban Neighborhood	34	6	18	7.6	87	0.88	12%	6%	38%	4%	1,475	83	14%
Panorama Mall*	East Valley*	Urban Neighborhood	44	6	10	10.9	80	0.49	23%	15%	41%	18%	-	33	27%
Paramount/Rosecrans*	Santa Ana*	Suburban Neighborhood	22	5	6	19.8	64	0.44	9%	7%	26%	34%	-	52	20%
Pershing Square	Transfer	Downtown	32	193	25	5.4	99	6.86	42%	39%	5%	12%	10,383	45	32%
Pico	Transfer	Urban Center	18	49	11	5.9	94	3.59	34%	23%	4%	23%	6,897	50	30%
Pico/Aliso	Gold	Urban Neighborhood	17	9	6	8.6	81	0.75	27%	23%	7%	12%	985	50	30%
Pierce College	Orange	Suburban Neighborhood	9	3	3	15.8	40	0.30	6%	3%	48%	10%	-	96	8%
Pioneer*	Santa Ana*	Suburban Neighborhood	15	6	5	16.1	86	0.40	7%	5%	48%	18%	-	76	10%
Pomona	Gold*	Suburban Neighborhood	10	5	3	17.4	58	0.38	7%	9%	34%	40%	-	60	17%
Redondo Beach	Green	Production Area	8	19	3	83.1	36	0.92	8%	4%	3%	37%	1,024	99	9%
Reseda	Orange	Suburban Neighborhood	28	4	11	16.4	76	0.64	13%	11%	56%	6%	-	55	18%
Roscoe	Orange	Suburban Neighborhood	27	6	8	17.0	73	0.60	14%	10%	43%	17%	-	57	27%
Rosecrans	Silver	Suburban Neighborhood	12	6	4	19.5	69	0.48	8%	11%	35%	23%	-	49	19%
San Dimas*	Gold*	Suburban Neighborhood	8	6	3	11.0	68	0.32	4%	5%	42%	24%	-	81	14%
San Fernando*	East Valley*	Suburban Neighborhood	28	2	5	7.5	77	0.29	12%	10%	49%	16%	-	52	23%
San Pedro St	Blue	Urban Neighborhood	22	15	6	6.3	94	1.11	43%	27%	12%	16%	2,226	3	35%
Sepulveda	Orange	Suburban Neighborhood	7	8	2	28.0	59	0.35	12%	8%	20%	17%	-	55	14%
Sherman*	East Valley*	Suburban Neighborhood	45	4	10	12.8	78	0.48	16%	16%	52%	19%	-	41	17%
Sherman Way	Orange	Urban Neighborhood	26	8	8	7.7	86	0.55	17%	14%	31%	15%	-	41	27%
Sierra Madre Villa	Gold	Suburban Neighborhood	8	14	3	15.0	75	0.46	7%	5%	26%	24%	2,228	85	11%
Slauson	Silver	Urban Neighborhood	32	3	8	7.5	78	0.60	23%	21%	34%	8%	-	29	40%
Slauson	Blue	Urban Neighborhood	23	4	6	7.7	76	0.64	20%	15%	20%	16%	2,251	31	37%
Soto	Gold	Urban Neighborhood	36	7	11	6.0	92	0.66	29%	26%	18%	8%	1,667	30	42%
Soto*	Santa Ana*	Production Area	7	8	2		65	0.75	25%	20%	0%	36%	-	33	39%
South Pasadena	Gold	Suburban Neighborhood	13	7	5	7.6	92	0.53	11%	5%	53%	8%	1,596	85	13%
Southwest Museum	Gold	Suburban Neighborhood	15	1	5	13.9	64	0.30	15%	9%	47%	2%	835	66	24%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Sylmar Metrolink*	East Valley*	Suburban Neighborhood	22	1	8.2	8.2	61	0.28	8%	5%	61%	9%	-	46	18%
Tampa	Orange	Suburban Neighborhood	10	1	12.5	12.5	52	0.40	6%	2%	85%	3%	-	77	10%
Union Station	Transfer	Urban Center	24	58	7.8	7.8	83	1.92	27%	28%	0%	24%	35,560	57	12%
Universal/Studio City	Red	Suburban Neighborhood	10	27	38.8	38.8	65	1.07	14%	6%	32%	10%	6,650	95	8%
USC Medical Center	Silver	Urban Neighborhood	15	19	12.2	12.2	81	1.20	25%	20%	15%	16%	-	32	29%
Valley College	Orange	Suburban Neighborhood	13	4	10.7	10.7	63	0.41	10%	7%	57%	8%	-	75	10%
Van Nuys	Orange	Urban Neighborhood	25	9	7.3	7.3	77	0.78	19%	18%	29%	16%	-	46	37%
Van Nuys Metrolink*	East Valley*	Suburban Neighborhood	21	7	12.8	12.8	66	0.50	16%	14%	19%	30%	-	65	20%
Vanowen*	East Valley*	Suburban Neighborhood	48	7	10.1	10.1	79	0.48	19%	16%	44%	17%	-	34	17%
Vermont/Athens	Green	Suburban Neighborhood	20	1	8.9	8.9	45	0.39	20%	14%	57%	4%	2,379	34	32%
Vermont/Beverly	Red	Urban Neighborhood	46	7	7.3	7.3	86	0.97	30%	21%	12%	9%	3,528	37	25%
Vermont/Santa Monica	Red	Urban Neighborhood	44	11	6.9	6.9	92	0.95	34%	25%	17%	8%	4,721	38	29%
Vermont/Sunset	Red	Urban Neighborhood	31	34	7.1	7.1	95	1.31	33%	22%	13%	12%	4,061	43	24%
Vernon	Blue	Urban Neighborhood	25	6	7.3	7.3	85	0.86	19%	15%	19%	16%	2,437	38	31%
Victory*	East Valley*	Urban Neighborhood	41	9	7.9	7.9	82	0.60	23%	22%	23%	16%	-	34	30%
Wardlow	Blue	Suburban Neighborhood	18	4	8.4	8.4	58	0.54	9%	14%	64%	5%	1,562	75	10%
Warner Center	Orange	Urban Center	13	37	21.6	21.6	68	1.12	11%	10%	16%	25%	-	65	11%
Washington	Blue	Production Area	11	17	9.6	9.6	72	0.91	27%	17%	7%	26%	1,432	40	35%
Westchester/Veterans*	Crenshaw*	Suburban Neighborhood	11	14	10.7	10.7	78	0.64	9%	6%	32%	26%	-	72	14%
Westlake/MacArthur	Transfer	Urban Center	76	24	5.9	5.9	95	1.44	63%	51%	5%	17%	8,380	23	45%
Westwood/Rancho Park	Expo	Suburban Neighborhood	12	9	7.1	7.1	76	0.64	8%	6%	75%	4%	1,296	110	5%
Westwood/UCLA*	Purple*	Urban Center	29	84	7.6	7.6	92	1.85	36%	15%	26%	9%	-	61	31%
Westwood/VA Hospital*	Purple*	Suburban Neighborhood	10	13	18.4	18.4	58	0.60	23%	9%	1%	21%	-	50	19%
Willow Street	Blue	Urban Neighborhood	16	20	6.0	6.0	80	0.60	14%	8%	25%	18%	3,887	65	16%
Willowbrook/Rosa Parks	Transfer	Suburban Neighborhood	24	3	11.2	11.2	56	0.36	15%	19%	41%	9%	16,491	29	40%
Wilshire/Fairfax*	Purple*	Urban Neighborhood	21	28	6.2	6.2	97	1.18	13%	7%	29%	5%	-	90	10%
Wilshire/La Brea*	Purple*	Urban Neighborhood	28	14	5.9	5.9	91	1.27	13%	8%	41%	6%	-	75	16%
Wilshire/La Cienega*	Purple*	Urban Neighborhood	21	26	6.0	6.0	94	1.15	11%	8%	45%	3%	-	91	10%

Table A-5 *Individual Station Area Data (Continued)*

Station Area ** indicates future station*	**Line** ** indicates future line or extension*	**Type** *according to station area typology*	**Population Density** *people/acre*	**Job Density** *jobs/acre*	**Housing Density** *units/acre*	**Block Size** *average, acres*	**Walk Score** *at station*	**FAR** *floor-to-area ratio*	**Commute Mode** *% by bike, foot, or transit*	**No Vehicle** *% households with no car*	**Single Family Land Use** *% of zoned area*	**Parking** *% of zoned area*	**Boardings** *weekday boardings, FY17*	**Income** *median hh income ($1,000)*	**Poverty** *% pop below poverty*
Wilshire/Normandie	Purple	Urban Center	80	45	36	6.1	96	2.83	35%	26%	9%	10%	2,977	36	25%
Wilshire/Rodeo*	Purple*	Urban Center	14	53	8	5.8	97	1.84	16%	13%	45%	4%	-	100	14%
Wilshire/Vermont	Transfer	Urban Center	70	43	31	7.1	96	2.01	36%	28%	7%	15%	10,477	35	30%
Wilshire/Western	Purple	Urban Center	61	35	30	5.7	97	2.12	25%	21%	20%	10%	4,849	40	20%
Woodley	Orange	Suburban Neighborhood	13	1	4	26.9	46	0.22	17%	8%	20%	8%	-	60	23%
Woodman	Orange	Suburban Neighborhood	19	2	8	9.9	72	0.52	12%	9%	72%	3%	-	50	21%
Woodman*	East Valley*	Suburban Neighborhood	33	2	6	12.6	83	0.32	10%	9%	67%	4%	-	57	14%

AFFORDABLE HOUSING GUIDE

We developed an Affordable Housing Guide to illustrate how Metro could help accelerate investment in affordable housing, with a specific focus on station areas. This guide shows how recently adopted state legislation can help preserve the rents of existing affordable housing while also creating additional affordable housing in existing and future station areas.

CHAPTER 2

CHAPTER 2
CHAPTER 2
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2.1 INTRODUCTION

We developed an Affordable Housing Guide to illustrate how Metro could help accelerate investment in affordable housing, with a specific focus on station areas. If a new transit investment raises property values, local rents may increase and lower-density or lower-rent property may be repurposed or rebuilt, leading to the displacement of low-income residents. Affordable housing, which has rent limits set by legal covenant, can eliminate some of the displacement that results from price increases. This guide shows how recently adopted state legislation can help preserve the rents of existing affordable housing while also creating additional affordable housing in existing and future station areas.

Studies demonstrate that adding a transit station to a neighborhood increases property values.[18] A 2015 study of Los Angeles transit and property values found that multi-family properties within approximately a quarter-mile of proposed stations had double the value of similar properties located more than a mile from the stations.[19] Increased property values can lead to increased housing prices and associated displacement.

Low-income residents often ride transit because they lack access to automobiles, so they may shoulder higher transportation burdens if they find themselves moving farther from transit due to increased housing costs.

The guide begins with analysis of infill development potential in the City of Los Angeles, finding that there is significant infill potential within a half-mile radius of designated station areas.[20] Next, we discuss two state laws, AB 73 and SB 540, which allow for the creation of Housing Opportunity Zones (HOZs). We recommend that Metro use its discretionary grant program to give municipalities incentives to implement HOZs, which could help realize the significant infill potential available in its station areas. Our selection methodology for choosing HOZs is provided in Appendix B. In addition, this guide provides an inventory of affordable housing developments within Metro station areas that are set to lose their affordability protections in the next ten years and require preservation. The complementary strategies of affordable housing development and preservation will allow Metro to help relieve displacement pressures within its station areas.

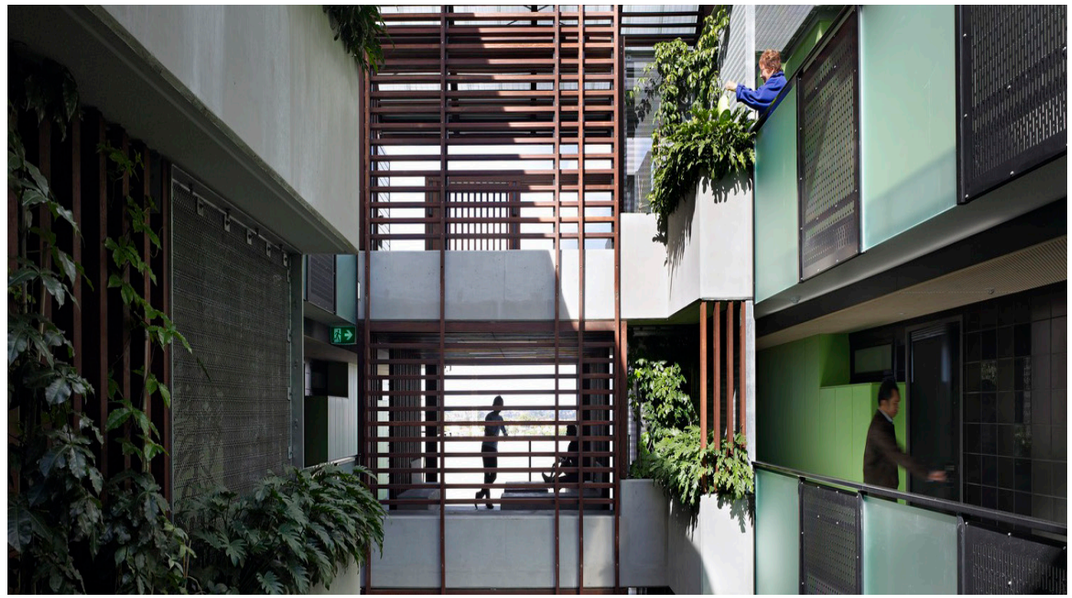
18 Sherry Ryan, "Property Values and Transportation Facilities: Finding the Transportation-Land Use Connection," Journal of Planning Literature 13 no. 4 (May 1999): 412- 427, https://doi.org/10.1177/08854129922092487

19 Haotian Zhong and Wie Li, "Rail transit investment and property values: an old tale retold," Transport Policy 51, (October 2016): 33-48, https://doi.org/10.1016/j.tranpol.2016.05.007

20 Our analysis focused on The City of Los Angeles because of the availability of parcel data. The analysis can be recreated for other municipalities using our methodology.

2.2 WHAT IS AFFORDABLE HOUSING?

For consistency with Metro's Joint Development Program, we use Metro's definition of affordable housing, which is "covenanted, income-restricted, housing for households earning income 60% of area median income (AMI) or below. Extremely low-income households earn below 30% of AMI; very low-income households earn 30% to 50% of AMI; and low-income households earn 50% to 60% of AMI."[21] Some communities have affordable housing because they are located in areas where property values are low. Without covenants limiting rent increases for tenants on restricted incomes, low-income housing is vulnerable to rent increases that make it unaffordable. We focus on affordable housing because regulatory intervention can help low-income households live closer to transit, regardless of whether the surrounding real estate market changes property values.



Source: Cox Architecture

21 "Los Angeles Metro Joint Development Policy," Los Angeles Metropolitan Transportation Authority, Accessed May 4, 2018, http://media.metro.net/projects_studies/joint_development/images/JDP_Policy_0225_2016.pdf

2.3 INFILL POTENTIAL

There is potential for a significant amount of additional housing near Metro Rail and Busway stations in the City of Los Angeles under current zoning, both in the dense urban cores and in suburban station areas. Measure JJJ, passed by Los Angeles City voters in 2016, created an incentive program that promotes the development of housing near rapid transit that includes affordable units. The housing infill inventory in Appendix B.1 details the maximum amount of market rate and affordable housing that could be developed in Los Angeles City station areas if developers were to take full advantage of the TOC-related density bonuses.

2.3.1 TOC GUIDELINES

In accordance with Measure JJJ (and its corresponding ordinance, Los Angeles Municipal Code 12.22 A.31), the Los Angeles Department of City Planning developed and City Council adopted the Transit Oriented Community Affordable Housing Incentive Program Guidelines (TOC Guidelines), which apply to all developments occurring near major transit stops.

The City of Los Angeles TOC Guidelines offer an increase in allowable density for developments undertaken within a half-mile radius of a major transit stop, provided that developers set aside a certain number of units as affordable housing. Depending on the project's proximity to a transit stop and type of transit serving that stop, the project is categorized into one of four tiers, which determines the level of development incentives and affordability requirements.

Higher tiers permit developers to increase the maximum allowable dwelling units in a project:

- Tier 1 designation (1500- 2640 feet from a Rapid Bus stop that intersects with a Regular Bus stop) allows an increase in the allowable number of residential units by 50%,
- Tier 2 (750- 1500 feet from a Rapid Bus stop that intersects with a Regular Bus stop) by 60%,
- Tier 3 (less than 2640 feet from a rail station or less than 750 feet from a rapid bus stop that intersects with a Regular Bus stop) by 70%, and
- Tier 4 (less than 750 feet from a rail station that intersects with another rail station or a Rapid Bus line) by 80%.

To receive these bonuses, developers must set aside some units as income-restricted. For example, Tier 1 projects may provide either 8% of units to extremely low-income households, 11% to very low-income households, or 20% to low-income households (corresponding to annual incomes of $29,050, $48,450, and $77,500 for a four-person household, respectively).[22] The affordability requirements increase with each tier designation.

Since our analysis is limited to the half-mile radius around stations, infill potential for rail station areas that we propose would be a Tier 3 or Tier 4 project. Infill potential around Orange and Silver Line stations would be Tier 1 or 2 projects since those particular lines are considered Rapid Buses.

Source: Michale Locke

22 "Income Limits (FY 2017)," United States Department of Housing and Urban Development, last modified April 4, 2017, https://www.huduser.gov/portal/datasets/il.html#2017

2.3.2 METHODOLOGY

The Los Angeles Department of City Planning (DCP) created an inventory of potential infill sites in the city to determine how much housing could be developed on parcels zoned for residential or commercial use. This inventory appears in DCP's 2013 Housing Element update. To determine the total number of units that could be built using the TOC Guidelines, we applied DCP's site selection methodology, which may be found in Appendix B.1

2.3.3 FINDINGS

If infill parcels within Los Angeles City station areas were developed to the current zoned capacity, approximately 155,514 additional housing units could be produced. If all new projects within Los Angeles station areas took full advantage of the TOC Guidelines density incentive, a total of 262,285 market rate and affordable units could be built (**Table 2-1**). This total is composed of either 24,041 units for extremely low-income households, 33,846 units for very low-income households, or 56,348 units for low-income households, or a combination thereof. **Table 2-2** shows the amount of affordable housing that could potentially be developed within each tier. For example, within Tier 1 station areas (1500- 2640 feet from an Orange or Silver Line station and intersecting a Regular Bus line), between 780 and 2,060 affordable units could be developed, depending on the number set aside for "lower," "very low," or "extremely low" income households. A station area can contain multiple tiers of development potential. **Table 2-3** shows the 10 stations with the largest potential for infill development. The full list of development potential by station area can be found in Appendix B.1.

Table 2-1. Capacity for Housing in Station Areas by Number of Units

Total Housing Units Under Current Zoning	Total Units with TOC Bonus
155,514	262,285

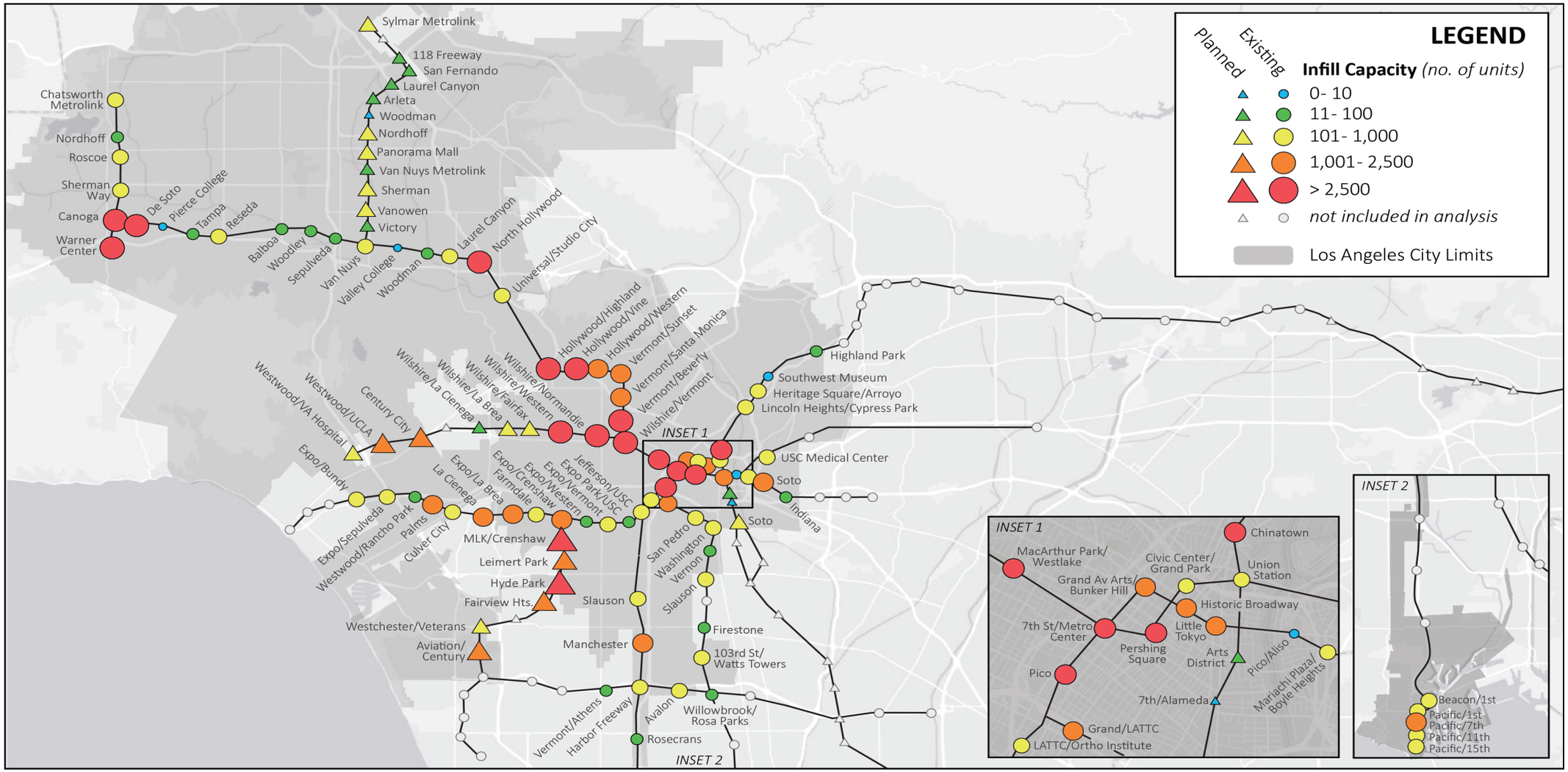
Table 2-2. Potential for Affordable Units in Station Areas

	TOC Bonus Units by Affordability		
	Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units
	Extremely Low-Income	Very Low-Income	Low-Income
TOC Tier 1	780	1,060	2,060
TOC Tier 2	1,620	2,130	3,790
TOC Tier 3	16,810	24,050	39,520
TOC Tier 4	5,090	6,970	11,570
Total Units	24,290	34,200	56,930

Table 2-3. Metro Station Areas with the Largest Infill

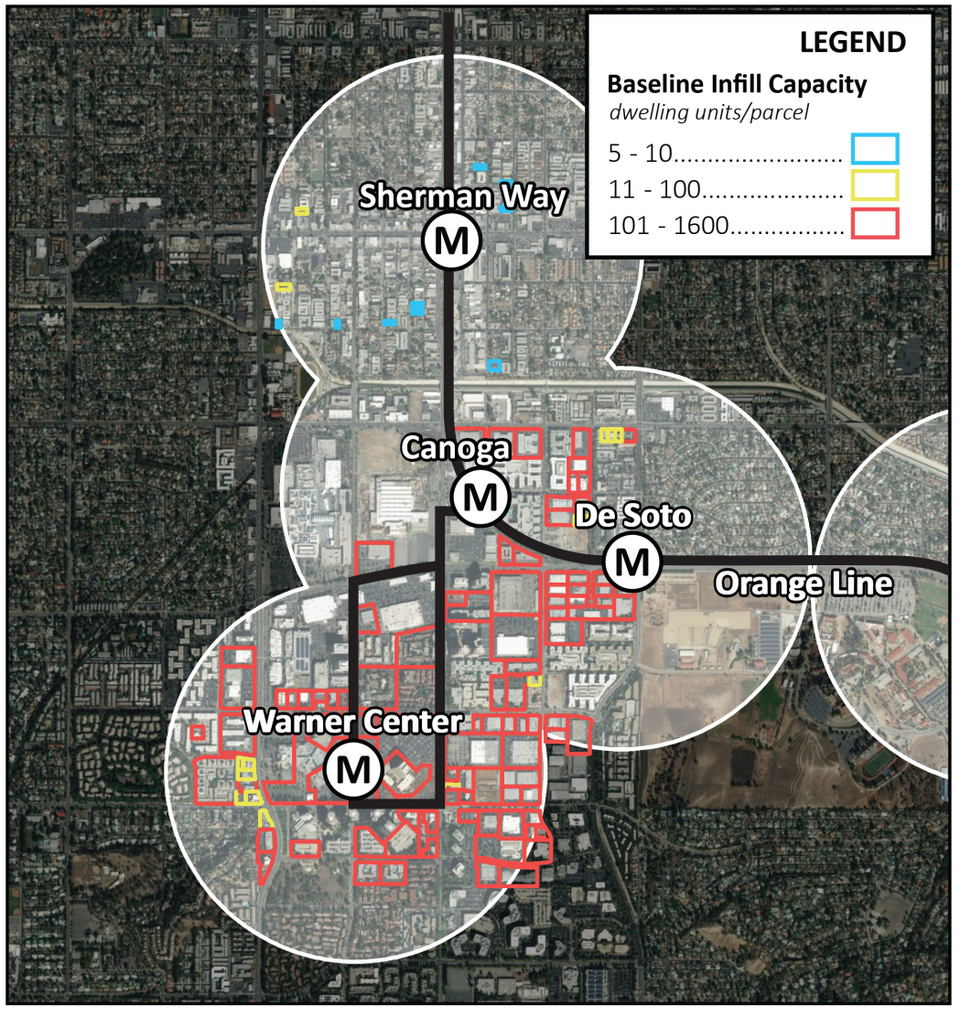
			Affordability Options		
			Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units
Station Area	*Metro Rail/ Busway Line*	*Potential Infill Development (with TOC bonus)*	*Extremely Low-Income Units*	*Very Low-Income Units*	*Low-Income Units*
Warner Center	Orange	24,780	1,462	2,002	3,406
Westlake/ MacArthur Park	Red/Purple	17,652	1,729	2,377	3,991
Pico	Expo	15,743	1,540	2,158	3,534
7th St/Metro Center	Red/Purple/ Blue/Expo	16,047	1,556	2,157	3,567
Wilshire/Vermont	Red/Purple	13,437	1,373	1,908	3,169
Hollywood/Vine	Red	12,584	1,274	1,780	2,946
Chinatown	Gold	11,328	1,122	1,558	2,561
Hollywood/ Highland	Red	11,032	1,107	1,572	2,579
Pershing Square	Red/Purple	10,203	1,049	1,463	2,408
North Hollywood	Red/Orange	9,563	926	1,336	2,199

Figure 2-1. Map of Infill Capacity by Station Area



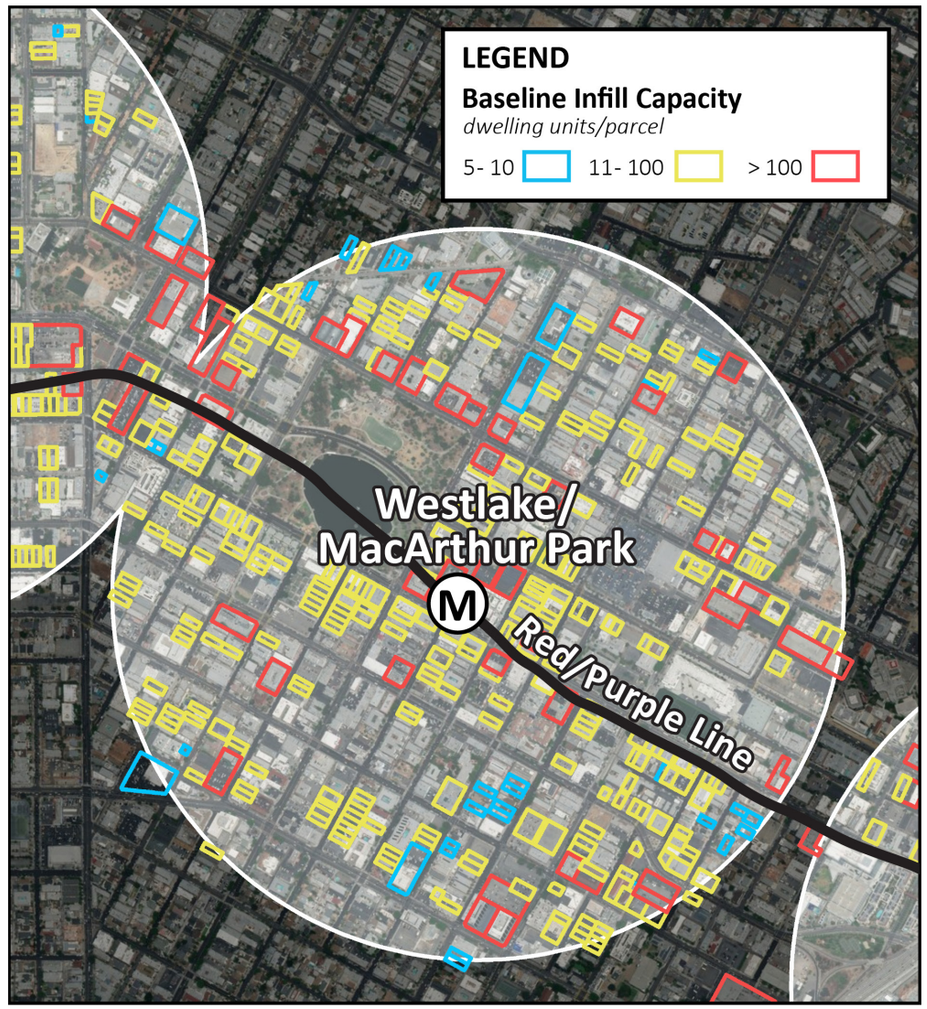
As evident in **Figure 2-1,** the amount of available land is not directly proportional with infill potential because some parcels are zoned for greater density than others. The 7th Street/Metro Center station area can support 16,047 units on approximately 47 acres, while the North Hollywood station area could accommodate approximately 30% fewer units on double the acreage.

Figure 2-2. Warner Center Station Area Parcels



In addition, parcel size can greatly impact potential development patterns. Warner Center, the station area with the highest development potential, has just 66 large parcels that qualify as potential development sites (**Figure 2-2**).

Figure 2-3. Westlake/MacArthur Park Center Station Area Parcels



Westlake/MacArthur Park, the station area with the second highest potential, has 455 qualifying parcels. Westlake/MacArthur Park station area (**Figure 2-3**), located adjacent to downtown Los Angeles, contains many compact sites.

Development potential is not spread evenly among the station types identified in the typology. Some of the Urban Neighborhood stations, like the future Wilshire/La Cienega station area on the Purple Line Extension, have limited development potential, in this case only 123 additional units. The Sherman station area, on the future East San Fernando Line, is classified as a Suburban Neighborhood but can support nearly 1,300 new housing units. The typology analysis must be used in concert with the infill analysis to determine the most optimal development sites. Downtown and Urban Neighborhood station areas may be zoned for greater density than Suburban ones, but efforts to stimulate development at specific station types should be supported by the infill potential of each station.

Some of the 15 City Council Districts contain significantly more development potential than others. Council District 14 (Councilmember José Huizar), which encompasses Northeast Los Angeles and the Boyle Heights neighborhood, is the site of both recent transit investment and the potential for 52,169 new units in Metro station areas. Our analysis shows that development potential is not limited to less-populated areas of the City. Council District 13 (Councilmember Mitch O'Farrell), the smallest and most densely populated District, hosts 393 acres worth of development potential within its station areas, which is more than any other Council District. Districts 7 (Monica Rodriguez) and 12 (Mitchell Englander), both in the northern section of the San Fernando Valley are, or will be, served by Metro stations but have limited development potential. Appendix B.1 contains the amounts of infill potential in each Council District's station areas. **Figure 2-4**, in the following section on Housing Opportunity Zones (HOZs), displays Metro transit service by Council District.

The infill potential analysis demonstrates the large capacity for adding housing in the City of Los Angeles and provides data on the quantity of market rate and affordable units that could be built in each station area. This information is useful when communicating the need for more housing to local planners, policy makers and elected officials.

Source: Antonio Pacheco

2.4 DEVELOPING NEW HOUSING: HOUSING OPPORTUNITY ZONES

A Housing Opportunity Zone (HOZ) is a designated area in which buildings containing multi-family housing units can be developed without project-specific environmental reviews. Metro station areas are ideal locations for HOZs because they provide access to transportation to jobs and other resources. A local government may form an HOZ by designating an area in which affordable housing developments can be sited, writing a specific plan, and preparing a Program Environmental Impact Report (PEIR) for the specific plan area. Developers may then receive ministerial approval from municipal land use authorities under the already-prepared EIR to construct multi-family developments within the zone in exchange for setting aside 20% to 50% of the units as affordable housing. Ministerial approval allows developers to avoid creating project-specific EIRs, reducing development costs, shortening the development timeline, and limiting the risk of the project being challenged on CEQA grounds.

Only municipalities can form HOZs. For Metro to become involved in HOZ planning, we recommend augmenting TOD Planning Grants to fund HOZ specific plans and program EIRs for HOZs, which can help Metro station areas become designated HOZs. Metro could mandate that any municipality using its grant funds to create an HOZ should also require that 35% of units constructed within the HOZ be reserved for affordable housing to be consistent with Metro's Joint Development Program. Further details of this proposal appear in Chapter 4.

Being able to have informed discussions with community partners about the benefits of HOZs would allow Metro to serve as a collaborator in the larger, region-wide effort to combat displacement and would encourage additional affordable housing construction for the region's many rent-burdened households.

2.4.1 LEGAL FOUNDATIONS FOR HOUSING OPPORTUNITY ZONES

HOZs have their legal basis in the legislative package signed by Governor Jerry Brown in September 2017. Several new laws are intended to stimulate more affordable housing development in California. Two of the bills, AB 73 and SB 540, permit municipalities to designate areas in which housing can be constructed using streamlined approval processes. The bills term the designated areas Housing Sustainability Districts and Workforce Housing Opportunity Zones, respectively. Since the two concepts are functionally similar, we developed the term Housing Opportunity Zones. **Table 2-4**, below, highlights the main distinctions between the bills.

Table 2-4. Key Distinctions Between AB 73 and SB 540

	AB 73	SB 540
Enacted	29-Sep-17	29-Sep-17
HOZ type	Housing Sustainability District	Workforce Housing Opportunity Zone
Type of designation	Overlay zone (designated by ordinance)	Specific Plan
Length of designation	10 years	5 years
Affordable housing set-aside	20%	50%
Funding	Zoning Incentive Payment[23]	None

2.4.2 AB 73

Assembly Bill 73 provides local governments authority to designate Housing Sustainability Districts on sites within a half-mile of public transportation.[24] Municipalities create a specific plan and prepare an EIR, and subsequent housing projects within each district are approved through a streamlined review process and are not subject to project-specific legal challenges under CEQA.[25] In addition, projects must reserve at least 20% of units as affordable housing, to be rented only by very low-, low-, and moderate-income households (households making 30%, 50%, and 80% of area median income, respectively).[26] Housing Sustainability Districts must be approved by the California Department of Housing and Community Development (HCD) and be in effect for 10 years to allow time for development to take place.[27] Local governments that create Housing Sustainability Districts become eligible for Zoning Incentive Payments from the state for compliant projects.[28] A Zoning Incentive Payment is funding that is awarded to a municipality in exchange for enacting a Housing Sustainability District.[29]

The incentive payment is currently unfunded, but HCD is scheduled to begin drafting and adopting implementation guidelines for AB 73 in the Spring of 2019 and a notice of funding availability will be posted once guidelines are formally adopted.[30]

23 Funding awarded to a municipality in exchange for enacting a Housing Sustainability District.
24 AB 73 does not specify what type of transit facility the Housing Sustainability District must be located near.
25 A 2018 Guide to New Housing Law in California," League of California Cities, Accessed May 10, 2018, http://www.cacities.org/Resources-Documents/Policy-Advocacy-Section/Hot-Issues/Housing/Housing-Brochure-Final-(1).aspx
26 Ibid
27 League, "Guide to New Housing Law," 8. ibid.
28 "AB-73 Planning and zoning: housing sustainability districts," California Legislative Information, Accessed April 18, 2018, https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB73
29 AB 73 does not specify what purpose the funding would go towards. More information about Zoning Incentive Payments will become available during AB 73 implementation.
30 "California's 2017 Housing Package," Projected Milestones, California Department of Housing and Community Development, Accessed April 18, 2018, http://www.hcd.ca.gov/policy-research/lhp.shtml#milestones

2.4.3 SB 540

SB 540 is designed to encourage developers to build more housing by eliminating the need for project-specific EIRs, which are costly and time-consuming, and by avoiding legal challenges under CEQA. In exchange for the cost savings and shorter development schedule, the developer provides the community with additional affordable housing units.

Cities and counties can identify Workforce Housing Opportunity Zones--where affordable housing can be sited--and draft an EIR per CEQA guidelines. Unlike AB 73, SB 540's zones are not restricted to being within half-mile of transit, which makes Workforce Housing Opportunity Zones more geographically flexible. In order to build within these zones, developers must agree to set-aside 50% of the units as affordable apartments. Of the affordable units, 5% must be sold or rented to very low-income households, 15% to low-income households, and 30% to moderate-income households (respectively earning 30%, 50%, and 80%, of area median income). Developers can place their projects in Workforce Housing Opportunity Zones without additional environmental review. Additionally, land use authorities are not allowed to deny permits if a project adheres to SB 540 guidelines.[31]

2.4.4 SELECTING NEW HOUSING OPPORTUNITY ZONES

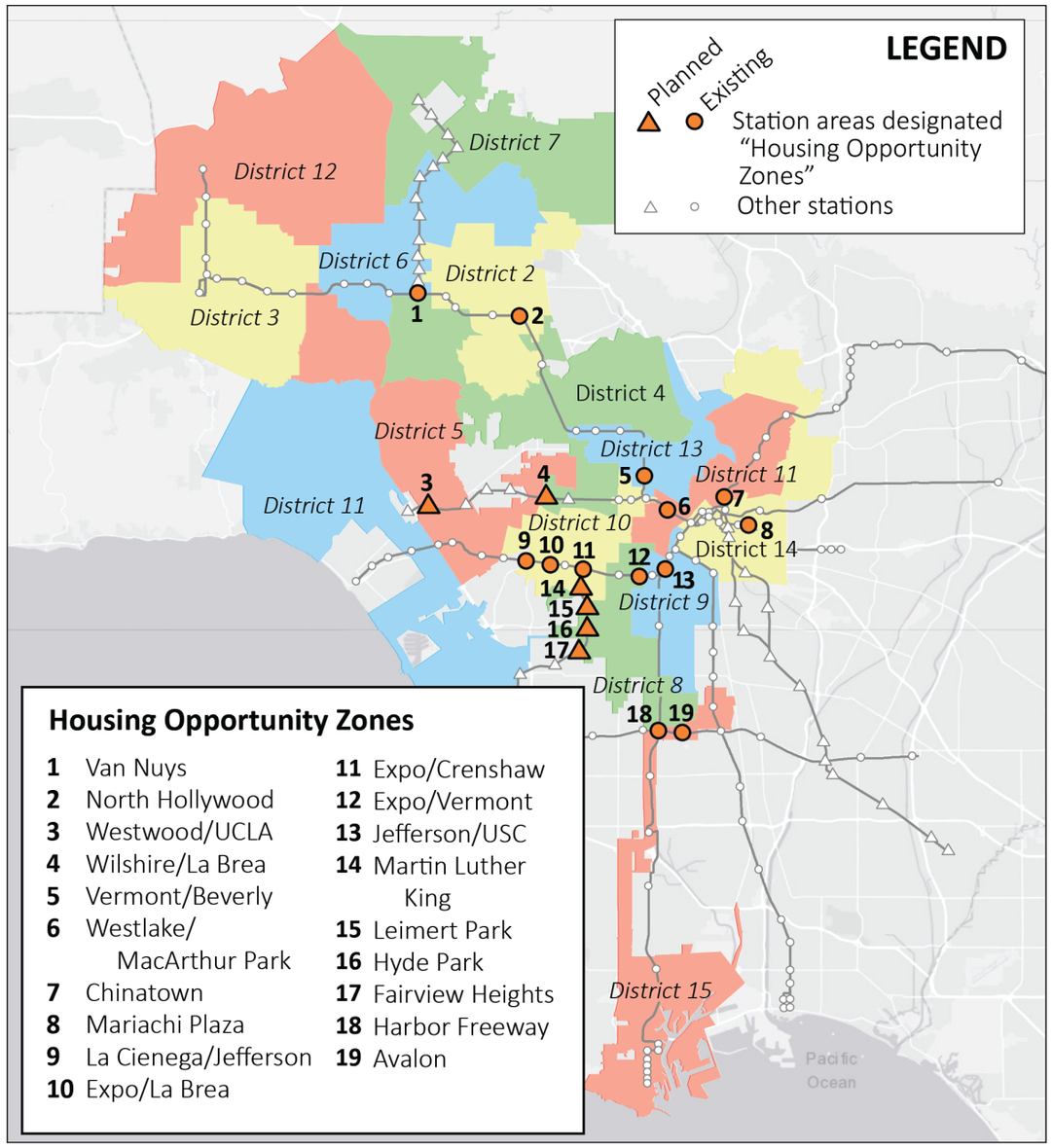
We developed a set of criteria for identifying potential HOZs that fulfill the requirements of either AB 73 or SB 540, and we offer a selection of potential sites. Metro can use this methodology to identify additional sites of interest and/or municipalities in its service network where HOZs could be designated.

While not required (for SB 540 zones), keeping HOZs within a half-mile of Metro stations is desirable for both transit rider convenience and makes HOZs eligible for AB 73 incentives, too. They must also have sufficient land available to merit forming a Specific Plan, and they must fulfill a need for more housing. According to our infill potential analysis, most station areas with at least 14 acres of infill potential can hold more than 1,000 units, which is a sufficient amount of new housing to justify the HOZ planning efforts municipalities need to undertake. In terms of housing need, station areas where residents spend more than half of household income on rent are considered severely rent burdened per HUD and California HCD standards, and thus in need of more housing.[32] Appendix B.2 provides greater detail on the criteria we established for selecting HOZs.

31 League, "Guide to New Housing Law," 6.

32 "Housing Needs Assessment - Overcrowding and Overpayment," California Department of Housing and Community Development, Accessed April 18, 2018, http://www.hcd.ca.gov/community-development/building-blocks/housing-needs/overpayment-overcrowding/docs/screen05sample1.pdf

Figure 2-4. Potential Housing Opportunity Zones in the City of Los Angeles by City Council District



We selected the potential HOZs by applying the criteria to the infill potential dataset. **Figure 2-4** shows potential HOZs in the City of Los Angeles, along with their City Council Districts.

Any effort to start HOZ planning would require support from the local City Councilmember. Some of the Council Districts have multiple potential HOZs. For example, Council Districts 8 (Marqueece Harris-Dawson) and 10 (Herb Wesson) have six and five respectively. Five of the potential HOZs straddle Council District borders, presenting a need for additional political coordination.

Table 2-5 shows the potential HOZs by Council District. Some HOZs span two Council Districts. A primary district contains the majority of parcels that qualify the station area as an HOZ and the secondary district partially contains the HOZ but not the majority of its qualifying parcels.

Table 2-5. Potential HOZs by City Council District

HOZ	Primary District	Secondary District
Van Nuys	6	4
North Hollywood	2	
Westwood/UCLA	5	
Wilshire/La Brea	4	
Vermont/Beverly	13	
Westlake/MacArthur Park	1	
Chinatown	1	14
Mariachi Plaza/Boyle Heights	14	
La Cienega/Jefferson	10	
Expo/La Brea	10	
Expo/Crenshaw	10	
Expo/Vermont	8	
Jefferson/USC	9	
Crenshaw/Martin Luther King	8	10
Crenshaw/Leimert Park	8	10
Crenshaw/Hyde Park	8	
Crenshaw/Fairview Heights	8	
Harbor Fwy/Century Fwy	8	15
Avalon	15	

2.5 PRESERVING EXISTING HOUSING

In addition to creating more housing, preserving the rent limits of existing affordable housing units is another important strategy for addressing displacement. AB 1521, signed into law in September 2017, helps preserve affordability protections for housing with rent ceiling covenants that are set to expire by requiring those units to first be offered to qualified affordable housing managers who agree to maintain their affordable status. Metro can become a stakeholder in affordable housing preservation by analyzing and presenting locations at which affordable housing currently exists adjacent to its service network.

This report provides a list of affordable rental properties in Metro station areas that are losing affordability protections by 2028. Metro can use the information on affordable housing to identify station areas where displacement is more likely to occur and notify community partners who can act to preserve that housing.

California Code 65583 requires every municipality to include in its General Plan Housing Element a list of affordable housing units and the dates that the affordability protections of those units expire.[33] We cataloged existing affordable housing properties in Metro's current and future station areas and found 53 properties that are scheduled for conversion to market rate rents in the next ten years.[34] The full catalog is available in Appendix B.3.

Under AB 1521, housing units whose subsidies or affordability protections are set to expire must be offered for sale to qualified preservation purchasers before going on the open market. Before a sale is approved, potential purchasers must demonstrate that they own and operate at least three comparable rent- and income-restricted affordable rental properties governed under a regulatory agreement with a department or agency of the State of California or the United States, and they must agree to extend affordability protections for at least 30 years.[35] HCD is scheduled to develop the list in late 2018.[36] By keeping units in rent ceiling covenants, AB 1521 helps residents continue to live in their communities even if new transit infrastructure or development raises nearby property values.

33 "California Code, Government Code - GOV § 65583.1," FindLaw, Accessed May 8, 2018, https://codes.findlaw.com/ca/government-code/gov-sect-65583-1.html

34 The housing elements analyzed were on average updated between 2013-2014 and will not be updated again until 2021-2023. Thus the catalog is based on reported numbers from up to five years ago.

35 The entities operate the properties either directly or by serving as the managing general partner of limited partnerships or managing member of limited liability corporations. "A 2018 Guide to New Housing Law in California," League of California Cities, Accessed May 10, 2018, http://www.cacities.org/Resources-Documents/Policy-Advocacy-Section/Hot-Issues/Housing/Housing-Brochure-Final-(1).aspx

36 "Projected Milestones." California Department of Housing and Community Development, Accessed April 18, 2018, http://www.hcd.ca.gov/policy-research/lhp.shtml#milestones

2.6 SUMMARY

Our research found that there is significant infill potential within Metro station areas. We recommend that Housing Opportunity Zones, now allowable by AB 73 and SB 540, be used to spur infill development within a half-mile of existing and future station areas. To help create HOZs within Los Angeles County, we recommend future rounds of Metro's Transit Oriented Development (TOD) Planning Grant include HOZ specific plans and EIRs as activities that are eligible to be funded by the grant. Chapter 4, which focuses on the Metro TOD Planning Grant, expands on this recommendation.

In addition to creating more affordable housing, the preservation of existing affordable housing stock is important as well. AB 1521 gives qualified affordable housing operators the right of first refusal to purchase properties scheduled to lose their affordability protections in the near future. A list of all such properties located within Metro station areas is located in Appendix B.3. Community Land Trusts (CLTs) that manage at least three properties are examples of eligible purchasers. The next chapter of the report focuses on CLTs as an approach to land ownership and a mechanism for providing and preserving affordable housing.

APPENDIX B: AFFORDABLE HOUSING GUIDE

APPENDIX B

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APPENDIX B

INTRODUCTION

The Affordable Housing Guide details the amount of housing that could be added to Metro station areas and provides guidance on ensuring new housing can be designated as affordable through the use of Housing Opportunity Zones. **Table B-1**, below, briefly explains the legal mechanisms that underpin our recommendations regarding affordable housing. The following section of the appendix details:

- The methodology used for determining how much housing can be added to Metro station areas.
- The criteria for Housing Opportunity Zones and methodology for how the Zones are selected.

In addition, the Affordable Housing Guide provides background information on AB 1521, a new California State Law that protects existing affordable housing from losing rent ceilings. Section B.3 of the appendix provides a catalog of properties in Metro station areas that are scheduled to lose affordability protections by 2028.

Table B-1. State Law Index

Law	Definition
AB 73	Gives local governments the authority to designate Housing Sustainability Districts on sites within a half-mile of public transportation stops and stations. Projects that qualify must reserve at least 20% of units as affordable housing and be in effect for 10 years to allow for development. Local governments that create Housing Sustainability Districts also become eligible for zoning incentive payments for compliant projects within the district.
SB 540	Eliminates the need for project-specific EIRs if developers provide the community with additional affordable housing units in a Workforce Housing Opportunity Zone. Unlike AB 73, SB 540 is not restricted to a half-mile radius, which makes it more geographically flexible. Projects in Workforce Housing Opportunity Zones must designate 50% of units as affordable housing.
AB 1521	Preserves affordability protections for housing with rent ceiling covenants that are set to expire by requiring those properties to first be offered to buyers that agree to maintain their affordable status.

B.1 INFILL POTENTIAL AND THE TOC PROGRAM

In order to understand how much housing could be added to Metro station areas, we developed an infill potential analysis. First, we determined how much housing could be added under current zoning. Since Measure JJJ, passed by Los Angeles City voters in 2016, created a density bonus program for promoting the development of affordable housing near rapid transit, we also analyzed how much affordable housing could be built in station areas in the City of Los Angeles. The housing infill inventory found in this appendix details the maximum amount of market rate and affordable housing that could be developed in Los Angeles City station areas if developers were to take full advantage of the TOC-related density bonuses.

The Los Angeles Department of City Planning (DCP) had previously developed a method for identifying parcels where multi-family housing could be built and published a list of potential sites for development in the 2013 Housing Element of the General Plan. DCP's methodology guided our calculations of the current zoned capacity of parcels in the city.

We included parcels if zoned for multi-family residential purposes. We excluded parcels that had one or more of the following characteristics:

- located in a historic preservation overlay zone (HPOZ),
- contains a historic cultural monument,
- area under 1,000 square feet,
- had site-specific conditions attached to the zoning designation (in the City of Los Angeles zoning code, these are called "Q" or "D" conditions, and they are special conditions that are specific to the parcel).
- contained a structure built within the last 20 years that has an irregular size.

Our justifications for omitting parcels that meet the above characteristics are:

- HPOZs and historic cultural monuments both protect local cultural artifacts and limit development potential by restricting the level of change that can be made to a property
- Small parcels were excluded because they will not host large developments.
- Q and D conditions impose strict development standards, which can make parcels with special zoning conditions poor candidates for multifamily dwellings.
- Parcels on which buildings were constructed after 1998 were excluded because newer structures are less likely to be redeveloped.
- Irregularly sized parcels, such as a long and narrow ones, were excluded because they typically cannot support multi-family developments.

After omitting parcels that met the exclusion characteristics we determined which of the remaining parcels were not developed to full capacity. In total, 8,105 parcels were identified as infill development sites.

Next, we determined the maximum number of residential units that could be developed on each of the 8,105 parcels under current zoning. A parcel's zoning designation and height district determine the allowable bulk of a building, referred to as the floor-area-ratio (FAR). We determined the FAR for each parcel and multiplied it by the lot area to reveal the gross buildable area. The buildable area of each parcel was divided by 1,406 square feet, the median square footage of a multi-family residential unit built in 2012 (following the methodology of the 2013 Housing Element update), to derive the maximum number of residential units that could be built on the site.[37]

Only parcels with a potential to build three times or more units than the existing number of units were included, a rate that is based on current development trends.[38] To determine whether or not a parcel was likely to be redeveloped, we divided the the number of potential units that could be built on a parcel by the number of existing units on that site.

If the ratio of potential to existing units was 3:1 or higher (e.g., a parcel might be zoned to house 70 units but currently only has 20), and the parcel could be home to more than five units, the parcel was deemed to have strong potential for redevelopment. A threshold is needed because if a parcel already hosts a building that nearly maximizes allowable density (e.g. a 10 unit building on a site that could support a 12 unit building) then that parcel is far less likely to be redeveloped.[39]

A great deal of the housing currently being developed in Los Angeles is on commercially-zoned land. We assume most commercially-zoned parcels will not be redeveloped exclusively for residential use. DCP had made a similar assumption when assembling the Housing Element and discounted parcels based on their height district. DCP assumed only 10% of land in Height District 1 (FAR 1.5:1) would be redeveloped for residential use. In areas having a 3:1 FAR, a 50% discount rate was used. This report follows the same procedure.

We excluded all parcels that currently have buildings over 75 feet in height. Large high-rise buildings, like the examples found in Century City, are primarily commercial and unlikely to be redeveloped into housing. We excluded those parcels to avoid inflating the infill estimates.

After completing analysis of infill potential under current zoning, we determined that Metro station areas can support 155,514 new units of housing. We then determined how much more housing could be added if developers utilize density bonus programs.

The TOC program allows for projects to increase the maximum allowable number of dwelling units based on their distance to transit, which are categorized by the four tiers described in Chapter 2. The number of units allowed by current zoning was multiplied by the percentage increase based on the tier designation of each parcel. The number of affordable units was calculated by the affordability requirements of each tier. For example, a Tier 1 project can provide either 8% of units to extremely low-income households (annual household income of less than $29,050), 11% to very low-income households (annual household income of less than $48,450), or 20% to low-income households (annual household income of less than $77,500). In the example of Warner Center, the station area could hold 1,462 extremely low-income units, 2,002 very low-income units, or 3,406 low-income units.

Table B-2 on the following pages, displays the results of the analysis. The table shows how much housing could be added in the half-mile radius around each Metro rail and Orange/Silver Line station in the City of Los Angeles. The total baseline units figure is the number of housing units that could be added under existing zoning. The table also shows how much total housing could be added in station areas if developers were to use the TOC bonuses. The total amount of units for extremely low- income, very low- income, and lower- income households is also shown.

37 Parcels with a Specific Plan zoning designation were calculated by analyzing the development requirements for each parcel under the unique Specific Plan requirements.

38 "Housing Element 2013- 2021," Los Angeles Department of City Planning, 186, Accessed May 8, 2018,https://planning.lacity.org/HousingInitiatives/HousingElement/Text/HousingElement_0140321_HR.pdf

39 We followed the Los Angeles Department of City Planning methodology for determining whether parcels are likely to be redeveloped.

Table B-2. Infill Potential in Metro Station Areas by Number of Units

Station	No. of Parcels	Total Baseline Units	Avg Units per Parcel	Units with TOC bonus	Affordable Housing Units			Avg. Miles to Station	Infill Parcels Total Acres
					Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units		
Arts District	2	11	6	18	2	2	4	0.24	2.2
Warner Center	66	15,013	227	24,780	1,462	2,002	3,406	0.27	181.0
Westlake/MacArthur Park	455	10,285	23	17,652	1,729	2,377	3,991	0.32	130.8
Pico	203	9,233	45	15,743	1,540	2,158	3,534	0.32	58.3
7th St/Metro Center	112	9,151	82	16,047	1,556	2,157	3,567	0.26	46.5
Wilshire/Vermont	297	7,766	26	13,437	1,373	1,908	3,169	0.33	102.5
Hollywood/Vine	285	7,326	26	12,584	1,274	1,780	2,946	0.31	91.5
Chinatown	245	6,674	27	11,328	1,122	1,558	2,561	0.28	68.9
Hollywood/Highland	265	6,450	24	11,032	1,107	1,572	2,579	0.29	75.0
Pershing Square	96	5,897	61	10,203	1,049	1,463	2,408	0.25	30.1
North Hollywood	431	5,695	13	9,563	926	1,336	2,199	0.32	98.1
De Soto	35	4,686	134	7,417	410	562	986	0.21	56.3
Wilshire/Normandie	217	4,520	21	7,799	800	1,116	1,847	0.35	52.4
Hyde Park	273	4,385	16	7,636	777	1,086	1,798	0.28	64.8
Wilshire/Western	232	3,542	15	6,146	625	858	1,442	0.3	63.7
Martin Luther King/Crenshaw	70	3,486	50	6,027	622	861	1,435	0.25	51.2
Canoga	10	2,877	288	4,426	240	329	587	0.17	33.8
Vermont/Beverly	304	2,576	8	4,400	404	601	1,001	0.34	67.8
Expo/La Brea	79	2,479	31	4,169	408	593	959	0.29	34.6
Expo/Crenshaw	157	2,298	15	3,977	398	577	957	0.27	47.3
Westwood/UCLA	95	2,273	24	3,951	408	571	929	0.24	24.5
Historic Broadway	33	1,899	58	3,387	368	506	835	0.17	9.2
Leimart Park/Crenshaw	106	1,760	17	3,033	301	421	701	0.23	26.1
Grand/LATTC	56	1,731	31	2,944	294	414	676	0.31	15.9
Century City	27	1,659	61	2,815	278	392	648	0.32	20.0
Hollywood/Western	192	1,602	8	2,659	249	380	605	0.33	70.8
La Cienega/Jefferson	63	1,483	24	2,508	246	361	584	0.33	25.0

Table B-2. Infill Potential in Metro Station Areas by Number of Units (Continued)

Station	No. of Parcels	Total Baseline Units	Avg Units per Parcel	Units with TOC bonus	Affordable Housing Units			Avg. Miles to Station	Infill Parcels Total Acres
					Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units		
Aviation Century	9	1,453	161	2,511	258	358	593	0.33	13.0
Little Tokyo/Arts District	56	1,407	25	2,390	237	333	549	0.3	13.1
Pacific/7th	126	1,374	11	2,182	194	254	442	0.19	26.0
Harbor Transitway/Manchester	288	1,352	5	2,205	227	263	476	0.33	47.0
Vermont/Sunset	202	1,275	6	2,112	187	298	486	0.3	70.1
Soto	221	1,136	5	1,848	164	253	398	0.3	41.2
Vermont/Santa Monica	227	1,087	5	1,736	147	261	387	0.3	51.9
Grand Av Arts/Bunker Hill	23	1,077	47	1,851	124	176	289	0.36	9.7
Fairview Heights	141	1,030	7	1,741	172	234	403	0.33	26.4
Palms	149	1,022	7	1,716	165	225	389	0.32	32.5
Culver City	56	917	16	1,547	150	216	353	0.34	17.7
Civic Center/Grand Park	15	860	57	1,513	160	221	366	0.4	4.1
Union Station	30	858	29	1,464	121	167	282	0.26	12.5
Sherman	48	841	18	1,289	103	140	264	0.18	31.9
Beacon/1st	6	689	115	1,050	85	118	213	0.24	6.2
Sylmar Metrolink	19	668	35	1,106	107	149	246	0.16	14.3
USC Medical Center	125	622	5	951	84	110	208	0.31	21.8
Pacific/1st	62	601	10	913	63	87	198	0.37	14.5
Avalon	98	592	6	987	99	132	224	0.32	16.1
San Pedro Street	84	592	7	976	88	137	222	0.34	14.0
Laurel Canyon	59	525	9	814	63	88	172	0.24	14.7
Lincoln Heights/Cypress Park	24	501	21	832	82	114	189	0.29	12.2
Expo/Vermont	126	497	4	743	52	137	167	0.35	26.5
Wilshire/La Brea	62	486	8	830	74	110	181	0.29	26.8
Farmdale	34	443	13	744	70	102	167	0.23	10.2
Mariachi Plaza/Boyle Heights	69	395	6	608	53	86	130	0.26	21.1
Harbor Transitway/Harbor Freeway	82	368	4	600	54	80	137	0.37	17.7

Table B-2. Infill Potential in Metro Station Areas by Number of Units (Continued)

Station	No. of Parcels	Total Baseline Units	Avg Units per Parcel	Units with TOC bonus	Affordable Housing Units			Avg. Miles to Station	Infill Parcels Total Acres
					Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units		
Panorama Mall	17	202	12	308	26	35	61	0.33	4.2
Pacific/11th	19	201	11	286	18	28	57	0.21	5.3
Van Nuys	53	195	4	334	23	37	68	0.19	19.8
Westwood/VA Medical Center	22	193	9	282	18	29	50	0.44	6.0
Westchester/Veterans	26	183	7	274	23	23	46	0.35	6.1
Roscoe	12	174	15	276	23	33	58	0.33	11.5
Pacific/15th	32	151	5	160	0	2	9	0.34	4.8
Washington	29	141	5	225	22	27	49	0.37	4.0
Reseda	14	138	10	223	19	25	49	0.15	9.8
Expo/Bundy	16	132	8	215	20	33	50	0.41	5.4
Vanowen	25	123	5	196	15	18	38	0.17	12.4
Slauson	2	120	60	169	17	23	38	0.35	5.6
Sherman Way	18	118	7	187	15	25	41	0.31	3.9
Soto	20	106	5	131	6	8	15	0.32	12.8
Indiana	54	99	2	158	9	18	24	0.32	10.1
Highland Park	20	86	4	123	13	23	25	0.43	5.1
Sepulveda	20	79	4	126	8	14	27	0.34	17.2
Westwood/Rancho Park	29	78	3	137	9	13	25	0.37	14.1
Nordhoff	7	75	11	113	8	12	24	0.31	32.7
Van Nuys Metrolink	15	72	5	111	6	11	22	0.21	6.9
Wilshire/La Cienega	17	72	4	123	9	15	25	0.34	6.2
Balboa	19	67	4	85	0	0	18	0.29	6.4
Victory	6	65	11	102	8	11	21	0.32	1.6
Expo/Western	25	64	3	109	7	16	22	0.27	6.7
Vernon	16	60	4	90	11	13	22	0.24	4.2
Woodman	8	60	8	90	7	12	20	0.28	1.6
Tampa	10	57	6	86	5	7	17	0.41	12.3

Table B-2. Infill Potential in Metro Station Areas by Number of Units (Continued)

Station	No. of Parcels	Total Baseline Units	Avg Units per Parcel	Units with TOC bonus	Affordable Housing Units			Avg. Miles to Station	Infill Parcels Total Acres
					Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units		
Willowbrook/Rosa Parks	15	47	3	73	7	9	14	0.27	3.7
Laurel Canyon	20	45	2	70	2	4	12	0.18	6.6
San Fernando	20	45	2	70	2	4	12	0.18	6.6
Vermont/Athens	12	45	4	79	6	12	17	0.25	5.9
Arleta	1	43	43	43	0	0	0	0.19	0.9
Firestone	6	36	6	62	5	10	15	0.43	0.9
Pacific/21st	9	34	4	44	3	3	8	0.27	1.8
Woodley	6	16	3	21	0	0	4	0.24	1.6
118 Freeway	6	11	2	17	0	0	4	0.2	1.7
Expo Park/USC	6	11	2	19	1	1	3	0.32	2.4
Harbor Transitway/Rosecrans	4	11	3	11	0	0	0	0.23	2.2
Pico/Aliso	3	3	1	6	0	0	0	0.17	0.6
Woodman	1	3	3	3	0	0	0	0.19	0.2
Pierce College	1	1	1	2	0	0	0	0.4	0.3
7th/Alameda	0	0	0	0	0	0	0		0.0
Southwest Museum	0	0	0	0	0	0	0		0.0

In addition to analyzing infill potential by station area, we also aggregated infill data into the 15 City of Los Angeles Council Districts to learn which Districts have the most potential development near transit. City Councilmembers in Los Angeles have discretion over large developments within their districts, so understanding not only which station areas have infill potential, but also the political jurisdiction stations fall into is important. **Table B-3** shows total Metro station area infill potential within each Council District, and is organized by the total amount of possible units (with TOC bonus utilization).

Table B-3. Development Potential by Council District (in descending order of infill units)

District No.	Council member	No. of Parcels	Baseline Units	Units with TOC	Affordable Housing Units			Acres
					Option 1 - Extremely Low Income Units	Option 2 - Very Low Income Units	Option 3 - Low Income Units	
14	Jose Huizar	1,028	30,348	52,169	5,268	7,368	12,129	270.9
1	Gilbert Cedillo	974	24,282	41,438	3,879	5,393	8,942	289.9
3	Bob Blumenfield	172	23,136	37,506	2,182	2,995	5,167	341.1
13	Mitch O'Farrell	1,323	19,518	33,253	3,268	4,698	7,720	393
10	Herb J. Wesson Jr.	904	19,447	33,545	3,399	4,799	7,927	296
8	Marqueece Harris-Dawson	909	11,374	19,485	1,942	2,740	4,529	213.5
2	Paul Krekorian	542	6,564	10,921	1,029	1,485	2,490	134.7
5	Paul Koretz	378	4,804	8,226	811	1,139	1,894	111.4
15	Joe Buscaino	451	4,177	6,499	539	750	1,354	105.1
4	David Ryu	424	3,212	5,364	483	744	1,211	126.6
9	Curren D. Price Jr.	441	2,517	3,991	365	522	882	108.3
11	Mike Bonin	86	1,808	3,024	292	408	679	32.8
6	Nury Martinez	168	1,703	2,610	197	272	524	83.3
7	Monica Rodriguez	41	680	1,132	105	148	252	21.3
12	Mitchell Englander	16	265	308	11	13	27	11

B.2 HOUSING OPPORTUNITY ZONES SELECTION METHODOLOGY

Chapter 2 highlights Housing Opportunity Zones (HOZ) as a strategy for providing affordable housing near transit. An HOZ is a designated area in which multi-family buildings can be developed without project-specific environmental reviews. Metro station areas are ideal locations for HOZs because of the access they provide to transportation, jobs, and other resources. A local government may form an HOZ by designating an area in which affordable housing developments can be sited, writing a specific plan, and preparing a Program Environmental Impact Report (PEIR) for the specific plan area. Developers may then receive ministerial approval from municipal land use authorities under the already-prepared EIR to construct multi-family developments within the zone in exchange for setting aside 20% to 50% of the units as affordable housing.

We developed a set of criteria for HOZs and applied each criterion to the dataset used for the infill potential analysis (**Table B-4**). Parcels smaller than 1,000 square feet had already been omitted, as had parcels occupied by buildings constructed after 1998. Station areas having fewer than 600,000 total square feet (approximately 14 acres) of developable land were also eliminated from the analysis. The most restrictive criterion is rent burden. Data on rent burden were retrieved from the American Community Survey, added to each census block group in the City of Los Angeles, and then census block groups falling within a half-mile of each station area were selected to be included in the analysis.

To select the HOZs, we applied the criteria to the dataset of parcels identified as having infill potential. The resulting list of 19 HOZs is found in **Table B-5.**

Table B-4. Housing Opportunity Zone Criteria

Criteria	Description
Contains at least 600,000 square feet (approximately 14 acres) worth of parcels that can be developed.	Developable parcels were identified using the infill potential analysis. The 600,000 square feet threshold was chosen as a baseline because drafting an EIR and specific plan represents a significant undertaking, making sufficient developable land available a crucial metric for ensuring developers can utilize the HOZ and because the infill potential analysis identified many Metro stations having at least that amount of land available in station areas. The 600,000 square foot (14 acre) minimum is not required by law. The threshold is tailored to Metro station areas since our analysis identified that the half-mile radius around stations with over 14 acres of infill potential can support over 1,000 new units.
Be located in a Tier 3 or Tier 4 TOC area.	The Tier 3 or Tier 4 areas are designated by the LA City Transit Oriented Communities Affordable Housing Incentive Program. This criterion is only relevant if identifying HOZs in the City of Los Angeles. If analyzing station areas outside the City of Los Angeles, this criterion should be omitted.
Existing renters in the HOZ are severely rent burdened.	While new housing would be beneficial in all station areas, locations where the cost of housing is very high proportional to household incomes need to be addressed first. The zone is located within a half-mile of a station area where there are at least 1,000 renters and of those renters, at least half of households are severely rent burdened (defined as spending more than 50% of household income on rent and utilities).[41] The minimum number of renters was selected as a lower limit because station areas without existing population density likely will not be viewed by developers as feasible sites for development.
Each parcel is at least 1,000 square feet. (Already accounted for in the infill potential analysis)	The LA City Housing Element uses 1,000 square feet as the minimum lot size for a parcel to be considered a potential housing site.
No dwelling units less than 20 years old. (Already accounted for in the infill potential analysis)	Any parcel that is included in the 600,000 square feet of developable land should not have a dwelling that was constructed in the last 20 years. Parcels with newer dwellings are less likely to be redeveloped in the near future.

Table B-5. Potential Housing Opportunity Zones in the City of Los Angeles

Station Area	Line
Fairview Heights	Crenshaw Line
Hyde Park	Crenshaw Line
Leimert Park / Crenshaw	Crenshaw Line
Martin Luther King Crenshaw	Crenshaw Line
Expo / Crenshaw Station	Expo Line
Expo / La Brea Station	Expo Line
Expo / Vermont Station	Expo Line
Jefferson / USC Station	Expo Line
La Cienega / Jefferson Station	Expo Line
Chinatown Station	Gold Line
Mariachi Plaza / Boyle Heights Station	Gold Line
Avalon Station	Green Line
Van Nuys	Orange Line
Westwood UCLA	Purple Line
Wilshire La Brea	Purple Line
Vermont / Beverly Station	Red Line
North Hollywood Station	Red Line/ Orange Line
Westlake / MacArthur Park Station	Red Line/ Purple Line
Harbor Fwy / Century Fwy	Silver Line

40 Traditionally, a family is considered rent-burdened if over 30% of income is spent on rent, but in Los Angeles County that describes a large percentage of households, so a higher standard was chosen. The higher threshold is also used by the United States Department of Housing and Urban Development and the California Department of Housing and Community Development.

B.3 CATALOG OF EXISTING AFFORDABLE HOUSING IN METRO STATION AREAS

Preserving existing affordable housing units is an equally important strategy for addressing displacement in addition to creating more housing. AB 1521, signed into law in September 2017, helps preserve affordability protections for housing with rent ceiling covenants that are set to expire by requiring those units to first be offered for sale to buyers that agree to maintain their affordable status.

California Code 65583 states that every city is required to include in its General Plan Housing Element a list of affordable housing units and the dates that the affordability protections on those units expire.[41] We cataloged existing affordable housing properties in Metro's current and future station areas that are scheduled for conversion to market rate rents in the next ten years and found 53 qualifying properties.[42] In some cases, the exact conversion date was available, and in some only the year was available.

Table B-6, on the following pages, show the location of each affordable property with affordability protections that are set to expire by 2028, their locations, number of units, Metro line and station, and a date of conversion to market rate housing as shown in the Housing Element published by each city. In some cases the city publishes an exact date while in others just the year of conversion. The catalog is organized alphabetically by city name.

Table B-6. Affordable Housing Conversion Catalog

Location	City	Total Units	Earliest Conversation Date	Metro Line	Station
8692 Washington Blvd	Culver City	20	2027	Expo	Culver City
3610 Helms Ave.	Culver City	1	2020	Expo	Culver City
1030 Olive St.	Long Beach	3	1/27/2021	Blue Line	Anaheim
240 W. 7th	Long Beach	29	12/23/2023	Blue Line	Pacific Ave.
814 Atlantic Ave.	Long Beach	13	12/23/2023	Blue Line	Anaheim
3333 Pacific Place	Long Beach	296	2024	Blue Line	Wardlow
621 North Cummings Street	Los Angeles	4	2018	Gold Line	Mariachi Plaza/Boyle Heights
1816 N. Wilton	Los Angeles	6	2018	Red Line	Hollywood/Western
417 E. 5th Street	Los Angeles	61	2018	Purple/Red Line	Pershing Square
512 S. Wall Street	Los Angeles	35	2018	Purple/Red Line	Pershing Square
452 S. Main St.	Los Angeles	33	8/11/2018	Purple/Red Line	Pershing Square
3881 S Western Ave	Los Angeles	14	10/14/2018	Expo	Expo/Western
1145 N. Madison Ave	Los Angeles	70	10/31/2018	Red Line	Vermont/Santa Monica
202 W. 6th St.	Los Angeles	525	11/1/2018	Purple/Red Line	Pershing Square
512 S. Wall St.	Los Angeles	75	6/5/2019	Purple/Red Line	Pershing Square
1720 E. Century Blvd.	Los Angeles	40	10/1/2019	Blue Line	103rd St/Watts Towers
1455 E. 23rd St	Los Angeles	2	10/17/2019	Blue Line	Washington
817 S. Burlington Ave	Los Angeles	54	12/21/2019	Purple Line	Westlake/McArthur Park
726 S. Bonnie Brae St.	Los Angeles	60	5/20/2020	Purple Line	Westlake/McArthur Park
2640 S. Dalton Ave.	Los Angeles	5	1/1/2021	Expo Line	Expo/Western
686 N Spring St.	Los Angeles	4	1/1/2021	Gold Line	Chinatown
3839 Wisconsin St	Los Angeles	12	1/11/2021	Expo Line	Expo/Vermont
1308 N. Lyman Pl	Los Angeles	8	6/27/2021	Red Line	Vermont/Sunset
1833 W. 5th Street	Los Angeles	70	12/20/2021	Purple Line	Westlake/McArthur Park
4965 Sunset Blvd	Los Angeles	42	12/21/2021	Red Line	Vermont/Sunset
450 Grand View St	Los Angeles	183	12/31/2021	Purple Line	Westlake/McArthur Park
516 S. Union Ave.	Los Angeles	30	7/31/2022	Purple Line	Westlake/McArthur Park
801 East 4th Place	Los Angeles	30	8/8/2022	Gold Line	Little Tokyo/Arts District
1725 N. Whitley Ave.	Los Angeles	74	9/27/2023	Red Line	Hollywood/Vine

41 "California Code, Government Code- GOV § 65583.1," FindLaw, Accessed May 8, 2018, https://codes.findlaw.com/ca/government-code/gov-sect-65583-1.html

42 The housing elements analyzed were updated between 2013-2014 and will not be updated again until 2021-2023. Thus the catalog is based on reported numbers from up to five years ago.

Table B-6. Affordable Housing Conversion Catalog (Continued)

Location	City	Total Units	Earliest Conversation Date	Metro Line	Station
2407 East 1st Street	Los Angeles	5	8/6/2018	Gold Line	Soto
207 N. Breed St.	Los Angeles	20	8/22/2018	Gold Line	Soto
219 E. Avenue 31	Los Angeles	1	1/15/2022	Gold Line	Heritage Square
9200 S. Maie Ave.	Los Angeles	130	12/15/2020	Blue Line	Firestone
6428 Whitsett Ave	Los Angeles	15	12/19/2020	Blue Line	Woodman
10305 S. Grandee	Los Angeles	60	9/1/2021	Blue Line	103rd St/Watts Towers
1639 E. 92nd Street	Los Angeles	11	9/30/2021	Blue Line	Firestone
5225 N. Blakeslee Ave.	Los Angeles	50	10/26/2020	Red Line	North Hollywood
6530 N. Winnetka Ave.	Los Angeles	24	12/12/2020	Orange Line	Pierce College
151 E. Holly St.	Pasadena	75	2026	Gold Line	Memorial Park
505 N. Marengo	Pasadena	6	2020	Gold Line	Memorial Park
440 N. Madison	Pasadena	157	2019	Gold Line	Lake
Geneva Plaza 1441 21st Street	Santa Monica	100	10/1/2019	Expo	26th St/Bergamont
Project New Hope 1637 Appian Way	Santa Monica	25	7/31/2019	Expo	Downtown Santa Monica
2625 Kansas Avenue	Santa Monica	16	7/5/2009 +10 yrs*	Expo	26th St/Bergamont
1959 Cloverfield	Santa Monica	62	11/30/2021 +10 yrs*	Expo	26th St/Bergamont
1843 17th Street	Santa Monica	8	12/20/2009 +10 yrs*	Expo	17th St/SMC
1629 Michigan	Santa Monica	4	2/28/2021 + 15yrs*	Expo	17th St/SMC
2020–30 Cloverfield	Santa Monica	32	45772	Expo	26th St/Bergamont
1430 7th Street	Santa Monica	28	2026	Expo	Downtown Santa Monica
1422 6th Street	Santa Monica	28	2026	Expo	Downtown Santa Monica
1423 6th Street	Santa Monica	28	2027	Expo	Downtown Santa Monica
1425 6th Street	Santa Monica	28	2027	Expo	Downtown Santa Monica
1544 9th Street	Santa Monica	3	2028	Expo	Downtown Santa Monica

* Affordability controls expire during a 10-year analysis period. Based on discussions with non-profit owner, affordable rents can be maintained.

COMMUNITY LAND TRUSTS

This chapter presents an overview of community land trusts (CLTs). We first define community land trusts and explain how they can preserve and expand affordable housing in Los Angeles. We provide lessons learned from case studies of successful CLTs, explain how a CLT can be formed, and examine the legal framework Metro would need to consider if it were to become involved in CLT formation.

CHAPTER 3

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3.1 INTRODUCTION

This chapter presents an overview of community land trusts (CLTs). We first define community land trusts and explain how they can preserve and expand affordable housing in Los Angeles. We provide lessons learned from case studies of successful CLTs, explain how a CLT can be formed, and examine the legal framework Metro would need to consider if it were to become involved in CLT formation.

Metro's role as a county agency allows it to have a regional focus. Staff within Metro can use their wide network of relationships to convene stakeholder groups, community organization, and public leaders. Thus, we recommend two approaches for Metro to catalyze CLT development in transit oriented communities.

Metro CLT Pilot Program

This program would 1) prioritize Metro-owned land for CLT development, 2) convene a CLT Working Group of philanthropic organizations, community-based organizations, and potential future stakeholders who would be critical to the creation and development of a CLT, and 3) ground-lease Metro-owned land for the formation of a CLT.

CLT Feasibility Study Grant

This grant would provide funding to cities to explore the feasibility of developing CLTs in their respective communities without the use of Metro-owned land or further Metro resources. Described in greater detail in Chapter 4, the grant is intended to allow cities themselves to catalyze CLT growth to enhance affordable housing outcomes within a half-mile of a station area.

3.2 DEFINING COMMUNITY LAND TRUSTS

Community land trusts are non-profit organizations that acquire and retain ownership of land to provide permanent public benefits, such as open space, commercial space for local businesses, and housing affordability. This report focuses on CLTs dedicated to preserving and producing affordable housing. By entrusting the ownership of the land on which housing is built to an entity other than the owner of that housing, a CLT removes land from the speculative market, which in turn removes the price of land from the cost of housing.[43] CLTs are land stewards at the behest of the residents, and the establishment of a CLT reflects a belief among those residents that land is a community asset rather than a capital asset.

Once it acquires land, a CLT may place deed-restrictions on housing, ensuring the long-term preservation of the property for affordable housing under the democratic control of its residents and an appointed governing board, which is organized at the stage of non-profit formation. While a CLT retains ownership of the underlying land, residents enter into a long-term ground lease on the land and own the units they live in. Upon resale, residents share in any profits generated by increases in property value. CLTs can incorporate both individual homeowners and multi-family rental apartment developments. Additionally, they can promote alternative ownership structures in apartment projects, such as limited equity housing cooperatives (LEHC). CLTs can support affordable rental housing by serving as the managing entity for apartment buildings or by seeking outside management by a community development corporation.[44] Appendix C.1 discusses alternative property ownership tools that may be employed on CLT-owned land.

In addition to preserving land for affordable housing, ground leases allow CLTs to assume the risk of foreclosure. Should a property owner default on a mortgage, a CLT can work with a lending institution to find an alternative to foreclosure or make interim payments on behalf of the resident. Lenders will typically partner with a CLT to help residents obtain first mortgages on their property. Residents work directly with these partner lending institutions to obtain a mortgage, but a CLT may guide residents through education and technical assistance. CLTs also retain the option to repurchase any structure located on their land should an owner decide to sell, either at a fixed rate, indexed to increase with

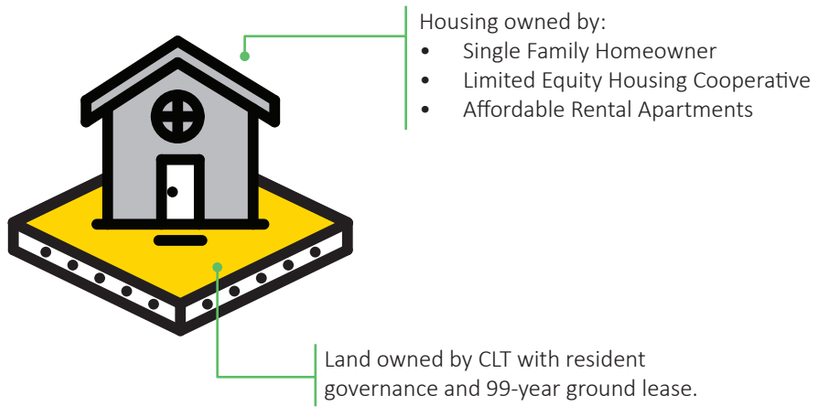
43 Joe Linton, "Community Land Trusts: An Overlooked Model for L.A. Housing Affordability," Streetsblog LA. August 3, 2017. https://la.streetsblog.org/2017/08/03/community-land-trusts-an-overlooked-model-for-l-a-housing-affordability/

44 ibid.

inflation, or through a formal appraisal.[45]

CLTs can be an important mechanism by which Metro can promote TOCs in Los Angeles. Writing for the Lincoln Institute of Land Policy, Robert Hickey finds that CLTs are a vital component of equitable development around transit. [46]Addressing the need for additional affordable housing in Los Angeles matches Metro's stated TOC objectives, including supporting equitable outcomes for low-income households.

The residents and governing boards of CLTs can actively support transit. With a governance structure that prioritizes community-driven planning and development, a CLT can catalyze transit-supportive developments that create complete neighborhoods.



45 "Resale Formula Overview." Grounded Solutions, Accessed March 1, 2018.

46 Robert Hickey, "The Role of Community Land Trusts in Fostering Equitable, Transit-Oriented Development: Case Studies from Atlanta, Denver, and the Twin Cities," Lincoln Institute of Land Policy (June 2013), https://www.lincolninst.edu/publications/working-papers/role-community-land-trusts-fostering-equitable-transit-oriented

3.3 CASE STUDIES & LESSONS LEARNED

Case studies revealed several themes that should guide Metro's involvement in CLT creation. Our case studies include T.R.U.S.T. South LA in Los Angeles; Anchorage Community Land Trust in Anchorage, Alaska; City of Lakes Community Land Trust in Minneapolis, Minnesota; Atlanta Land Trust Collaborative in Atlanta, Georgia; and Dudley Neighbors, Incorporated in Boston, Massachusetts. Detailed narratives of each case study appear in Appendix C.2.

- **CLTs are supported by ground-up organizations**. CLTs are community-driven organizations supported by, or affiliated with, larger community-based organizations. In Los Angeles, T.R.U.S.T. South LA is affiliated with Strategic Actions for a Just Community (SAJE), an organization dedicated to housing rights. These partnerships are important for creating community-based visions and goals. Residents living on CLT-owned land often comprise a large proportion of governing board members to ensure that the CLT remains responsive to community needs.
- **Forming a CLT with a top-down decision-making approach engenders distrust, but buy-in from municipalities and public agencies is important.** Prior to the formation of the Dudley Neighbors, Inc. CLT in Boston, residents felt excluded from the redevelopment planning process. The residents formed a community land trust and gained the support of the mayor and the Boston Redevelopment Authority to acquire land through eminent domain. Not all CLTs can access this powerful tool; more often, state and regional agencies provide funding to CLTs so they can purchase land on the private market. If Metro is to invest in CLT expansion in Los Angeles, it should commit to engaging and listening to residents — especially those wary of top-down decision making — to address development concerns.
- **The CLT model works in Los Angeles, but has not yet been widely adopted.** T.R.U.S.T. South LA and Beverly-Vermont Community Land Trust demonstrate that a transit-supportive CLT model can thrive in Los Angeles, and initiatives by the state, county, and cities can further support this model by making land more affordable for CLTs. The successes of T.R.U.S.T. South LA are further discussed in Appendix C.2. The City of Los Angeles recently created a centralized database of its land holdings and is considering actions to take on its surplus land. AB 2818's passage codifies CLTs in state law and could allow CLT land assessed at a lower taxable value (to be discussed further in Section 3.4). These are first steps to making CLTs more viable and widely understood as mechanisms to support permanent affordable housing. A Metro-supported CLT could motivate the county and cities to make land available for CLTs. Chapter 4 contains further explanation of how Metro can facilitate such conversations through a CLT Feasibility Study Grant Program.
- **Community land trusts are designed to provide long-term affordable housing.** Typically using 99-year ground leases, community land trusts ensure homeowners and renters that their homes will remain affordable. Appendix C.3 describes the resale formula concept CLTs use to keep a property affordable as it changes hands. As land stewards, CLTs dictate how land is used, and typically establish income maximums for potential residents determined by the governing board.
- **CLTs are an important anti-displacement tool.** In Atlanta, the CLT model acts as a "hedge against gentrification" and has helped prevent displacement in neighborhoods adjacent to the Atlanta BeltLine, including Pittsburgh and Reynoldstown.[47] Those communities have strong community development corporations (CDCs) in place, and the Atlanta Land Trust Collaborative (ALTC) has worked with those CDCs to provide technical assistance to build long-term affordable housing for residents to mitigate concerns of displacement. The ALTC also serves on the Board of the Atlanta TOD Collaborative, a partnership of municipal leaders and non-profit organizations that created the vision for equitable TOD in Atlanta.
- **CLTs can function as community institutions that offer programs for residents.** Many CLTs that provide permanent affordable housing also offer educational and community-building programs. The City of Lakes Community Land Trust in Minneapolis offered a grant in 2015 to CLT residents looking to start a business or pursue professional development opportunities.
- **A large organization like Metro can provide a crucial link for organizations ready to engage in CLT formation.** With the absence of the Community Redevelopment Agency, Metro's expansive capital project portfolio makes it the de facto regional development agency of Los Angeles. While there is not yet precedent of a transit agency taking an active role in the development of CLTs, Metro can play a vital role in housing outcomes without being at the forefront through facilitating discussions and bridging stakeholders. In the Atlanta Land Trust Collaborative, community leaders, public authorities, non-profit representatives, and private businesses formed a partnership to lead on the issue of housing affordability. This organization is an advocate, educator, and facilitator, but it does not operate a community land trust. Similar to Atlanta model, Metro's widespread network of foundations, nonprofits, community-based organizations, and CDCs make it an ideal leader in CLT development through financial support and technical assistance.

47 "GA Gives: Atlanta CLT Collaborative, INC," GA Gives, Accessed May 8, 2018, https://www.gagives.org/c/GGD/a/atlantaltc

3.4 EXISTING FRAMEWORKS IN LOS ANGELES

This section outlines Metro's authority and limitations when creating and sustaining affordable housing through its land and real estate assets under current law broadly before specifically focusing on CLT regulatory language in California code. We also report on federal and state guidance as to how transportation authorities can engage the issue of affordable housing, and how that guidance can be applied to CLT development.

3.4.1 ROADBLOCKS AND RECOMMENDATIONS FOR METRO'S INVOLVEMENT IN CLT & AFFORDABLE HOUSING DEVELOPMENT

Metro is not currently engaged in programs related to CLT formation or growth. We find that CLTs are an eligible TOC activity under the recently approved TOC Policy. By using CLTs, Metro's affordable housing strategy can include permanent affordable housing, providing affordability protections in perpetuity. Appendices C.4- C.6 explain these limitations in greater depth. We recommend:

- **Proportional Discounting**: Under the Joint Development program, Metro currently has the authority to discount the value of its land up to 30% of the fair market value on sites accommodating affordable housing. To enter into a Joint Development agreement with a CLT, which generally partners with a community-based organization with limited resources to fund such development, we recommend Metro consider a greater discount than has previously been approved by the Metro Board. Creating a pilot program that allows for greater discounting without Board approval or codifying its authority to allow for increased discounting through formal Board approval are potential avenues to address this issue. We recommend the former course in the near term. More information on Proportional Discounting can be found in Appendix C.4.
- **Fiscal Responsibility**: Under Metro's Joint Development program, the agency must seek to maximize revenue by generating value to Metro based on "maximizing ground rent revenues received, or equivalent benefits negotiated, for the use of Metro property." This responsibility conflicts with the CLT objective of minimizing land cost. A Metro pilot program must reconcile these responsibilities, or explicitly recognize that a CLT's goals do not coincide with maximum revenue generation. However, CLTs do provide Metro with an opportunity to offer a one-time subsidy in the form of Metro's creation of a below-market ground lease to community members who reside in station areas that desperately need more permanently affordable housing. This one-time subsidy could be considered the fiscally responsible way for Metro to support permanent affordable housing, lend support to efforts to return housing policy back to communities, and give residents who are part of Metro's disadvantaged and underrepresented ridership the opportunity to reside close to transit.
- **Federal Policy Adherence**: Any land or property acquired in a project that received assistance from the Federal Transit Administration (FTA) is subject to FTA joint development policies. FTA criteria are outlined in Appendix C.5, and may run counter to the goals of CLTs. Consequently, Metro would potentially be prohibited from offering or selling land acquired using FTA funds to CLTs, who would then be bound to meeting FTA guidance. Metro can ground-lease such land at below market rates without violating FTA requirements.

3.4.2 LOS ANGELES COUNTY AFFORDABLE HOUSING ACTION PLAN

The Los Angeles County Affordable Housing Action Plan recommends community land trusts to address housing affordability.[48] While the report describes the difficulty of finding and acquiring land as challenges, it nonetheless rates CLTs as more effective than affordable housing linkage fees, adopted by the City of Los Angeles in 2017, which are fees assessed per square foot on new residential developments to fund affordable housing projects. The report identifies partnerships between local jurisdictions, community organizations and philanthropic organizations as one way to allow CLT formation to become a more widespread practice. These partnerships would include funding, contributing in-kind staff time, and expanded access to foreclosed properties and County-owned surplus land. The Los Angeles County Department of Regional Planning would be a valuable partner as Metro coordinates its efforts in the development of CLTs.

3.4.3 CLT LEGAL FRAMEWORK

Community land trusts in California may receive property tax relief following the 2016 passage of AB 2818, titled "Property taxation: community land trust." The law requires county assessors to *consider* a 99-year ground lease and affordable housing covenants when assessing the value of the land, allowing assessors to assess land at a lower value, but not explicitly directing them to do so. The assessor has the authority to determine both the land and property improvement value in order to determine its appropriate tax basis. Property value growth must be kept below that of market rate land to avoid excessively burdening CLT residents. If a CLT allows residents to own their homes or apartments, residents cannot expect to receive the full market value of their home when it is sold because the land value would not be considered to be part of the property valuation assessment. An additional consideration is that cities may be less inclined to support CLT formation if it were to lose valuable tax revenues as a result of land being removed from the taxable value of property.

48 "Los Angeles County Affordable Housing Action Plan," Los Angeles County Department of Regional Planning, accessed may 18, 2018, http://planning.lacounty.gov/assets/upl/project/housing_la_ahap_action-plan-full.pdf

AB 2818[49] codifies a limited definition of a CLT in California. The law excludes CLTs that develop rental properties and does not apply to properties sold before September 27, 2016. Further discussion of this state law and applicable federal law governing CLTs can be found in Appendix C.6.

Table 3-1. Definition of CLT, from AB 2818

A community land trust is a 501(c)(3) organization that satisfies all the following:	
	Permanent affordability (I) Has as its primary purposes the creation and maintenance of permanently affordable single-family or multi-family residences.
	Income requirements (II) All dwelling units located on the land owned by the nonprofit corporation are sold to a qualified owner to be occupied as the qualified owner's primary residence or rented to persons and families of low or moderate income.
	Land Steward (III) The land owned by the nonprofit corporation, on which a dwelling or unit sold to a qualified owner is situated, is leased by the nonprofit corporation to the qualified owner for the convenient occupation and use of that dwelling or unit for a renewable term of 99 years.
	Homeownership CLTs with owner-occupied single-family homes or units in a limited equity housing cooperative qualify. Rental apartment buildings do not qualify.

49 "AB-2818 Property Taxation: Community Land Trust," California Legislative Information, Last Modified September 27, 2016, https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB2818

3.5 CLT PILOT PROGRAM

We recommend Metro pursue a CLT Pilot Program to launch one CLT project on Metro-owned land. The steps involved are explained in Section 3.5.2. A transit-oriented CLT would create the opportunity for Metro to implement existing programs that connect people to transit, such as:

- Metro Bike Share
- Metro Bike Hub
- Group-rate TAP cards
- Metro Art Moves tours

In a CLT Pilot Program, Metro would not operate or oversee the CLT. Rather, it would support the development of a CLT through three actions:

- Prioritize land for CLT development by taking an inventory of all Metro-owned land
- Convene a CLT Working Group of philanthropic organizations, community-based organizations, and potential future stakeholders who would be critical to the creation and development of a CLT
- Ground lease land for the formation of a CLT

The pilot program structure allows Metro to develop the terms of a long-term ground-lease, including the discount and the length of the lease, that would not conflict with the establishment of a CLT

This section enumerates organizations involved with CLTs in Los Angeles as well as those who potentially can be involved with CLTs, and discusses the steps necessary to form a CLT Pilot Program.

3.5.1 CLT STAKEHOLDERS IN LOS ANGELES

The table in Appendix C.7 lists stakeholders either currently engaged in CLTs in the Los Angeles region or identified as potential future partners for new CLTs. The table divides stakeholders into four categories: (1) grassroots organizations, (2) public institutions, (3) funders and foundations, and (4) affordable housing developers. An example of the relationship between stakeholders is illustrated in a graphic that depicts the T.R.U.S.T. South LA project, Rolland Curtis Gardens:

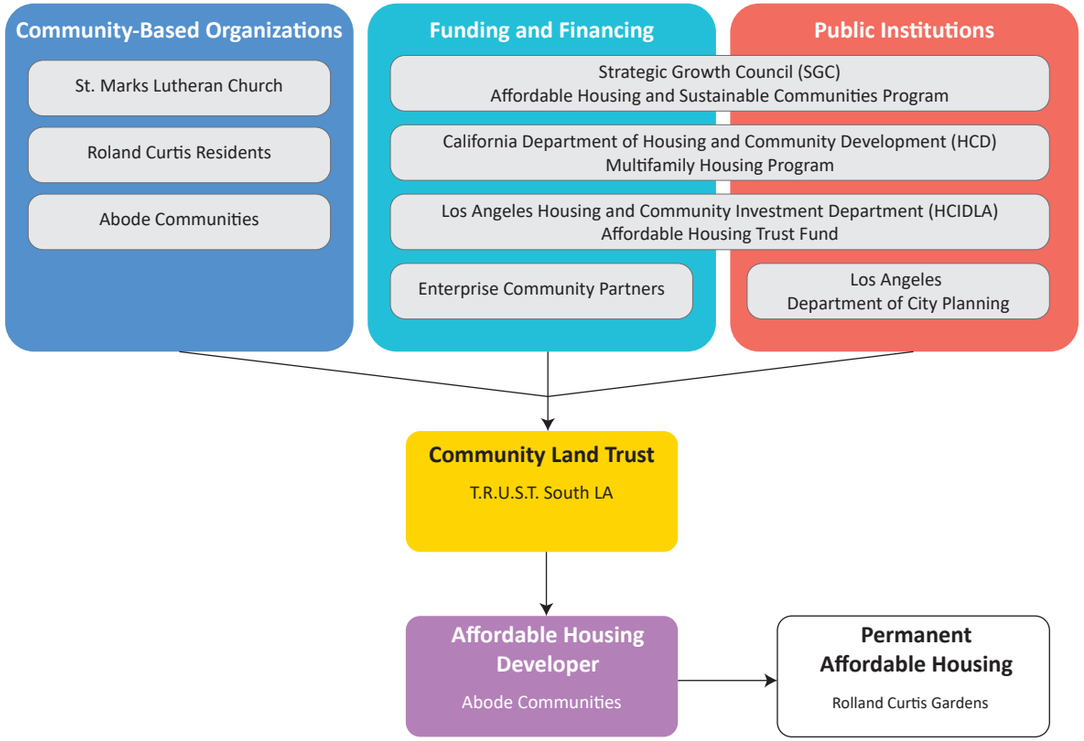
For the community-driven planning process, meetings were held at St. Mark's Lutheran Church, walking distance from the project.[50]

The project received funding from state and local agencies, including the Strategic Growth Council,

50 Giulia Pasciuto, et al. "A Guide to Community-Driven Transit Oriented Development Planning," T.R.U.S.T. South LA, Accessed February 4, 2018,

the California Department of Housing and Community Development, and the Los Angeles Housing and Community Investment Department.[51] Public institution support is essential for the success of CLTs, and these institutions can fund future CLT projects.

Figure 3-1. CLT Stakeholders in Rolland Curtis Gardens Project



51 "Rolland Curtis Apartments Project Summary," New Generation Fund LLC, Accessed February 23, 2018, http://newgenerationfund.com/newconstruction/

3.5.2 STAGES IN FORMING A CLT AND GUIDING CONSIDERATIONS FOR METRO'S CLT PILOT PROGRAM

While community land trusts respond to the particular needs of the communities they serve, their formation follows a common set of steps. The stages in forming a CLT outlined in Table 3-1 were developed from the National CLT Network's "Your Roadmap to Creating a CLT,"[52] an analysis of the Rolland Curtis Gardens project by T.R.U.S.T. South LA and Abode Communities, and the CLT case studies.

52 "Your Roadmap to Creating a CLT," National Community Land Trust Network, Accessed February 13, 2018, http://cltnetwork.org/wp-content/uploads/2016/03/CLT-Roadmap-Internal-Decision-Making.pdf

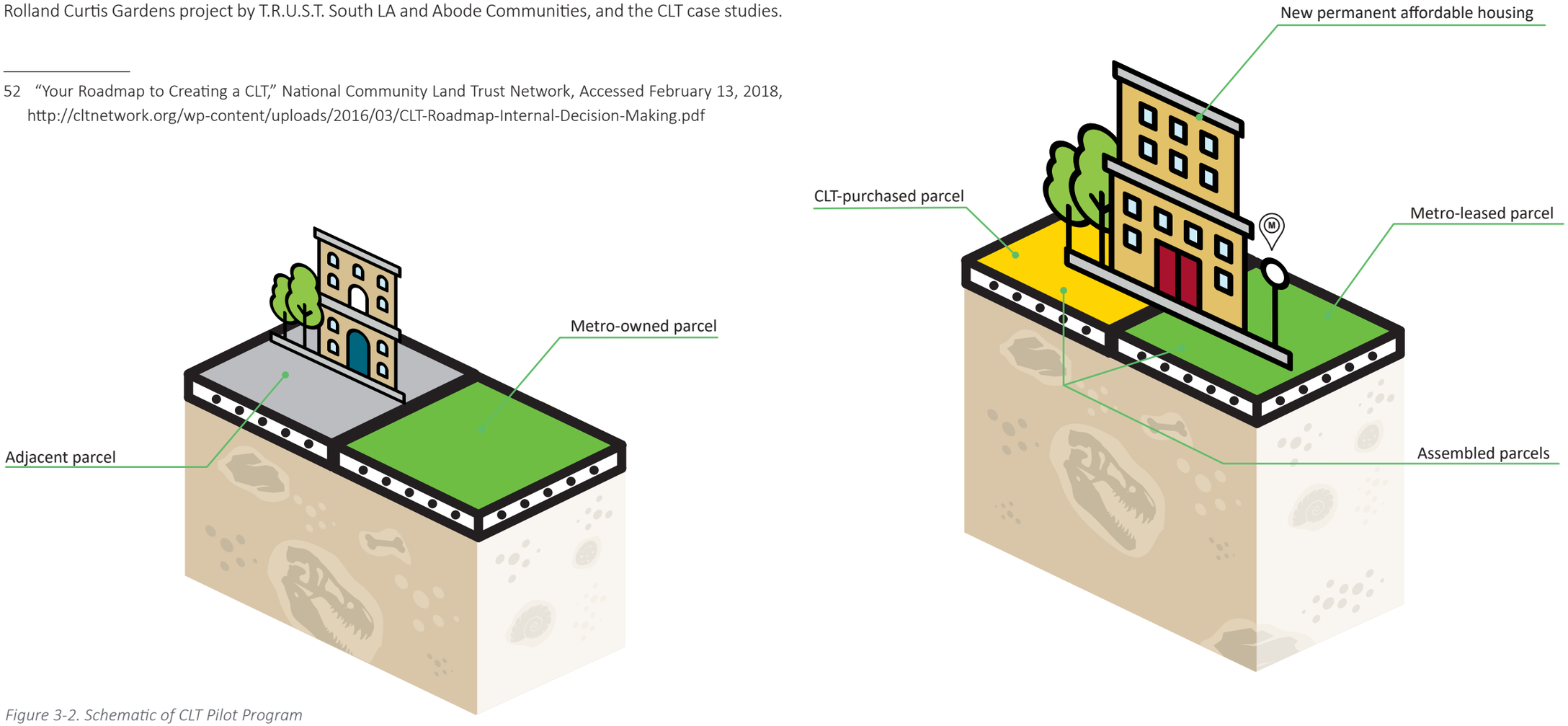


Figure 3-2. Schematic of CLT Pilot Program

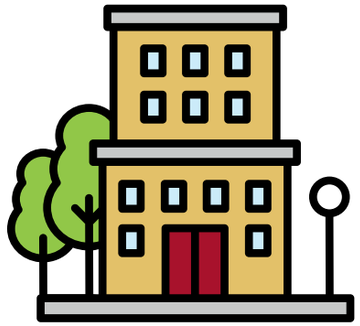
Table 3-2. Stages in Forming a CLT and Guiding Considerations for Metro

Stage	Considerations for Metro	Metro Actions	Outcome
1. Create inventory of Metro-owned land Identify parcels where Metro can implement Pilot Program	By evaluating its land holdings, Metro can determine if there are parcels available for the CLT Pilot Program. This includes but is not exclusive to parcels used as construction staging areas and parcels that are too small or oddly-shaped for conventional development projects.	Take inventory of Metro-owned land that can be converted to CLT use	Inventory list and/or map
2. Convene community and identify a need Residents organize to create a shared vision and goals	CLTs require deep and long-term engagement with local residents, and what residents of one block support may be opposed by residents on the next block. We recommend that Metro convene a working group comprised of CLT Stakeholders identified in Appendix C.7 to be charged with the responsibility to define the goals of the CLT Pilot Program and potential CLT partners. Potential considerations can be found in Table 3-3.	Convene CLT Pilot Program Working Group	Working Group proposes location of CLT Pilot Program
3. Develop shared goals Residents discuss what purpose CLT serves and prioritize needs	Communities working on CLTs should know how their efforts fit into Metro's broader affordable housing and TOC strategy, and the neighbors of a nascent CLT should learn about this tool. We recommend that Metro partner with a community-based organization to initiate a dialogue with communities that discuss the role a CLT can play in the agency's TOC policy.	Initiate community dialogues via partner organization	Partner organization forms a CLT Coalition of CBOs and residents. Metro and coalition formalize the partnership with a memorandum of understanding
3. Create governance structure Community residents form a governance structure and bylaws. Residents can choose to partner with other experienced and resourced community organizations	CLTs function best as grassroots organizations, where residents govern CLT decision-making and determine the governance structure and bylaws. The ground lease will establish the parameters for the development of a CLT on Metro-owned land. Metro must consider how much authority it would concede to the grassroots organizations it seeks to empower with a CLT. We do not recommend that Metro seek a representation on a CLT board to maintain operational autonomy of the CLT. Rather, it should build its priorities into the ground lease agreement, discussed in stage 7.	Metro should provide technical assistance to ensure the CLT governance does not conflict with Metro goals	CLT Coalition creates governance structure of CLT
4. Form a 501(c)(3) Community residents seek legal counsel to apply for tax-exempt status	A newly-established CLT will require legal assistance establishing tax exempt status. Public Counsel, a pro bono firm based in Los Angeles, offers services for organizations seeking to form nonprofits serving low-income communities.	No actions required at this stage	CLT is formally established as a 501(c)(3)
5. Create a business plan Community residents create a short-, mid-, and long-term action plan	The newly-formed CLT coalition should take guidance from the Urban Land Conservancy Feasibility Study and Business Plan for a CLT serving three neighborhoods in Denver. The plan outlines an ambitious goal of making 50% of all rental housing and 30% of all owner-occupied housing in the designated area permanently affordable in a 10-year timeframe. That plan proposes a 5-year pilot program that creates 150 affordable housing units.*	If possible, allow community-based organizations to qualify for Planning Grants	CLT develops business plan

*"Creating Permanent Affordable Housing for Globeville, Elyria and Swansea," Urban Land Conservancy, Accessed February 18, 2018, https://www.urbanlandc.org/wp-content/uploads/2017/10/GES-Business-Plan-Feasibility-Study-10-7-17-ENGLISH-FINAL.pdf

Table 3-2. Stages in Forming a CLT and Guiding Considerations for Metro

Stage	Considerations for Metro	Metro Actions	Outcome
6. Fundraise Newly-formed nonprofit seeks funding to acquire land and develop property	Establishing a CLT in a CalEnviroScreen disadvantaged community will qualify the organization for Affordable Housing Sustainable Communities funds. Additionally, the Table of CLT Stakeholders in Appendix 3.8 identifies funding sources that have already participated in CLTs in Los Angeles or could be approached in the future.	No actions required at this stage	CLT creates a development strategy to secure funding
7. Ground lease land Along with any partner organizations, CLT acquires land	At this stage, Metro enters into a ground lease with the 501(c)(3). This agreement should establish the limitations of the development project (i.e., the development must not conflict with station design standards).	Metro and CLT enter into ground lease agreement	Ground lease is established
8. Address current resident needs Once a CLT purchases existent housing, it must invest in maintenance of the property and work with residents on a relocation strategy	This step is applicable in housing preservation projects; not applicable to the development of a CLT on Metro-owned land.	No actions required at this stage	No outcomes at this stage
9. For a new project, seek entitlements CLT and project developer evaluate the zone change, development incentives such as density bonuses, and street changes required based on development site plan	This step would fall on the responsibility of the housing developer.	No actions required at this stage	Entitlement process is initiated
10. Build project Project developer pursues required actions for the demolition and construction required for project	This step would fall on the responsibility of the housing developer.	No actions required at this stage	Project is built



3.6 HOW THE CLT PILOT PROGRAM COMPLEMENTS THE CLT FEASIBILITY STUDY

Metro can play a role in CLT expansion in the region through multiple strategies. The CLT Pilot Program outlined above allows Metro to play an active, participatory role in forming a CLT by ground-leasing Metro-owned land to a CLT to make the preservation or production of affordable housing possible. Metro can also play a significant, yet less direct, role in encouraging municipalities to create CLTs in their own communities through a CLT Feasibility Study Grant, described in greater detail in Section 4.3.1. By creating a discretionary grant program that provides funding for cities to study the viability of CLTs near Metro stations, Metro can facilitate a discussion without directly offering land or playing an active role in CLT formation. Together the Pilot Program and Feasibility Study Grant will encourage a sustainable system of CLTs in Los Angeles County that preserves and produces permanent affordable housing, in turn fostering more equitable communities around transit stations.

Table 3-3. Potential Considerations for CLT Pilot Program Working Group

Local Considerations	
Availability of land within a half-mile radius of transit stations for development	In addition to Metro-owned land, this includes land the local municipality owns and the developments available for acquisition through AB 1521.
Number of property owners within a half-mile radius of the station area	CLTs can provide for more permanent affordable housing if parcel assemblage is streamlined. It would be difficult to negotiate with a large amount of property owners around the station area for jurisdictions interested in incorporating affordable housing.
Amount of existing affordable housing in a station area	Affordable housing preservation is as important a goal as creating new housing in a station area. Land designated for CLTs may qualify for a lower assessment valuation under AB 2818.
Amount of accessible affordable housing developers	It is important to know how many affordable housing developers are available and willing to partner with a CLT in the potential location.
Quantity of community facilities in or near the station area	Facilities such as schools, churches, and recreational centers can provide free meeting spaces for the community planning process.
Policy and Planning Considerations	
Funding applicability	If land is located in a disadvantaged census tract, it may qualify for Affordable Housing and Sustainable Communities (AHSC) Program funding.
Number of existing affordable housing policies	Incorporating affordable housing is made easier when jurisdictions already have policies in place that would make concessions for new affordable housing development and density.

3.7 SUMMARY

In addition to rental and owner-occupied permanently affordable housing, CLTs provide communities with an opportunity to contribute to equitable development patterns consistent with goals outlined in Metro's TOC Policy and Equity Platform. Metro is committed to collaborating with historically underserved communities and community-based organizations to address issues of gentrification, displacement, and affordable housing. If implemented effectively, CLTs can achieve the goal of empowering residents of all races and income levels to maintain access to safe, secure permanently affordable housing.

Given the lessons learned in the case study analysis and an examination of the legal considerations of CLTs generally and potential Metro involvement in CLTs specifically, we recommend a CLT Pilot Program that establishes a CLT on Metro-owned land. This program would be exploratory in nature and would allow Metro to be more flexible in its involvement than would otherwise be allowable under other forms of affordable housing production such as Joint Development. This program would require a large resource commitment, including land and staff time at the outset. Metro would have to work diligently to ascertain exactly how to structure its relationship with a new or existing CLT. Metro must also determine its role in choosing development goals while giving space for the bottom-up structure necessary for a successful CLT. This is an admittedly difficult balancing act; a pilot program is the perfect avenue to determine the viability of the CLT as a tool for advancing Metro's vision of TOCs.

Over the next five years, Metro should also facilitate a wider conversation about CLTs and motivate cities to consider this creative approach to addressing concerns about providing additional affordable housing that could have decades-long implications. A detailed recommendation for a CLT feasibility study through Metro's discretionary grant program is outlined in the following chapter.

**These considerations also appear in the proposed CLT Feasibility Study Grant in Chapter 4*

APPENDIX C: COMMUNITY LAND TRUSTS

APPENDIX C

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APPENDIX C

INTRODUCTION

The appendices included here elaborate on research that informs recommendations offered in Chapter 3. Community land trusts split the ownership of property into communally- or corporately-owned land and privately-owned improvements on the land, which provides permanently affordable housing and often empowers local communities to share in land use decision-making. CLTs can be utilized to allow for land and property ownership outside of the realm of traditional real estate speculation. Appendix C.1 considers additional alternative land and property ownership structures that are available, outside of CLTs but can be paired with the CLT model. Appendix C.2 offers successes, challenges and lessons learned from recognized CLTs in other U.S. cities and contextualize our CLT Pilot Program recommendation. Appendix C.3 explains the CLT resale formula and how being a homeowner on CLT land can be profitable both for the individual seller and the CLT.

If Metro undertakes the CLT Pilot Program, Appendices C.4- C.6 offer further explanation of legal and policy considerations that Metro may have to address. These include the language tied to proportional discounting of land (Appendix C.4), FTA guidance for land that Metro acquired using federal funds (Appendix C.5), and a deeper discussion language codified in state (AB 2818) and federal (Cranston-Gonzales National Affordable Housing Act) law (Appendix C.6).

Appendix C.7 provides a table of past, present, and future stakeholders in CLT development in Los Angeles. This table includes four major types of stakeholders: (1) grassroots organizations operating in Los Angeles; (2) public institutions that could, or already, support CLT growth; (3) funders and foundations; and (4) affordable housing developers active in Los Angeles.

C.1 OVERVIEW OF ALTERNATIVE LAND AND PROPERTY OWNERSHIP STRUCTURES

Land and property are generally bought and sold by individuals or corporate entities through fee simple or leasehold transactions. Perhaps most common, fee simple ownership means a title is transferred from one individual or entity to another, free of any restrictions. The buyer can then possess, use, or sell the land, subject to land use and regulatory limitations. Leasehold ownership constitutes a seller entering into a contractual agreement (i.e. ground lease) with the seller allowing the buyer to use the land for a predetermined amount of time without allowing the buyer to actually own it. However, alternative ownership structures exist beyond individuals or corporate entities that can buy and sell land. A list and explanation of how each structure functions appears below.

C.1.1 LAND OWNERSHIP ALTERNATIVES

Land Banks: Land Banks are independent or privately managed, government supported quasi-government organizations that acquire vacant and/or foreclosed properties in order to fulfill land use goals. Land banks can grant, lease, or sell land to community land trusts. The responsibility for forming a land bank falls on the City as the land use authority. While no land banks currently exist in Los Angeles, publicly-owned surface parking lots that are developed into other uses provide a similar function.

C.1.2 PROPERTY OWNERSHIP STRUCTURES[52]

Community Development Corporations (CDC): CDC's are community-based, most often, non-profit organizations that can have many purposes, such as economic development, neighborhood revitalization, and community empowerment. In addition to acting as affordable housing developer, CDCs also implement educational programming about homeownership and business development. Depending on their respective missions, service areas and target populations CDC's may address financial literacy, job training, or public health and sanitation, instead of affordable housing development.[53]

CDCs in Los Angeles have in the past engaged in Metro's Joint Development process. However, increasing land prices and development costs, along with potential lack of CDC staffing capacity, may be barriers to forming future partnerships with Metro.

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52 Property is defined as both commercial property and housing in the context of this report.

53 "Community Development Corporations," Community-Wealth.org, Accessed March 18, 2018, https://community-wealth.org/strategies/panel/cdcs/index.html

Limited Equity Housing Cooperatives (LEHC): Limited Equity Housing Cooperatives are one of many forms of co-ops; however, LEHCs offer a model of home ownership that allows residents to create wealth through reduced monthly housing costs, while also building equity over time. Co-ops are most often seen within multi-family dwellings. In this structure people become homeowners through buying shares in the co-op. Their shares give them the right to occupy an apartment, townhouse, or dwelling within the property. The cooperative corporation itself owns the property. Co-ops can exist as for- or non-profit entities In Los Angeles, the Urban Soil/Tierra Urbana Limited Equity Housing Co-op purchased housing to remove the property from the speculative market while the land the property is under the stewardship of the Beverly Vermont Community Land Trust.[54] The LEHC can be paired with the community land trust model, where CLT owns the land and a co-op owns the buildings.

Deed-Restricted Housing (DRH): Deed restrictions can be used by the CLT in lieu of a long-term ground lease. The Atlanta Land Trust Collaborative (ALTC) used deed restrictions for affordable condominiums for Atlanta Police officers and Atlanta Public School teachers. Ground leases separate land ownership from homeownership, while holders of restricted deeds own both the land and home. As opposed to a ground lease, Deed holders are susceptible to mortgage default. The preference of deeds with restrictions over ground leases can be dependent on the lender in each context. Deed restrictions can be used in contexts where most properties are single family homes, rather than condos, or rental units.

Shared Appreciation Loans (SAL): SAL are affordable housing subsidies that allow homeowners to take out a second mortgage from a government or nonprofit SAL program for 0% interest. The home is sold at its fair market value, but the homeowner agrees to share appreciated value so that a larger subsidy can be provided to the next low-income buyer to maintain affordability even if the market price rises. SALs are governed in California by Civil Code §1917.

Mortgages without Land Ownership: Community Land Trusts (CLTs) often successfully negotiate mortgage agreements with lenders for their residents. These agreements prioritize the long-term interest of the CLT in the property. The CLT can take actions to prevent the foreclosure or sale of the property on CLT land on the open market. Referred to as leasehold agreements, these types of mortgages give the lender a claim on the property itself and the interest left on the lease. For example Fannie Mae purchases or securitizes first mortgage loans secured by a leasehold estate on land owned by a community land trust and the improvements on the property as long as the property is acceptable

as security for the mortgage. The agreement separates improvements that lead to an increase in value such as renovations or additions to the existing property from the land value increase.[55]

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54 "Urban Soil/Tierra Urban: Los Angeles Eco-Village," LA Eco-Village, Accessed February 20, 2018, http://laecovillage.org/urban-soil-tierra-urbana/

55 ""Selling Guide," What We Do, Fannie Mae, Accessed May 4, 2018, https://www.fanniemae.com/content/guide/selling/b5/5.1/04.html.

C.2 CLT CASE STUDIES

The CLT Case Studies provide on overview and a discussion on the successes and challenges of the following CLTs:

- C.2.1 T.R.U.S.T. South LA in Los Angeles
- C.2.2 Anchorage Community Land Trust in Anchorage, Alaska
- C.2.3 City of Lakes Community Land Trust in Minneapolis, Minnesota
- C.2.4 Atlanta Land Trust Collaborative in Atlanta, Georgia
- C.2.5 Dudley Neighbors, Incorporated in Boston, Massachusetts

C.2.1 T.R.U.S.T. SOUTH LA

Abstract

The primary objective of T.R.U.S.T. South LA is to prevent displacement and maintain neighborhoods south of downtown Los Angeles for long-time residents. T.R.U.S.T. South LA strives to empower communities by promoting community land ownership and home ownership opportunities for residents. In collaboration with community development organizations, community advocates and grassroots resident support, T.R.U.S.T. South LA has executed projects such as the Rolland Curtis Gardens, and Community Mosaic Project.

Overview

Tenemos que Reclamar y Unidos Salvar la Tierra (T.R.U.S.T) South LA, from hereon referred to as T.R.U.S.T., is a community land trust established by a community driven neighborhood stabilization initiative. T.R.U.S.T. recognized that land is a valuable resource and in 2005 founded a non-profit organization in which founding "partners Esperanza Community Housing Corporation, Strategic Actions of a Just Economy, and Abode Communities formulated an initial business plan, secured startup funds and equity for land acquisitions, and established a founding board."[56] Part of T.R.U.S.T.'s mission is to build community control of land. They also advocate for, and provide, "opportunities for working-class people to remain in their community."[57]

Maintaining access to, and control of, locally controlled land for people who have lived in T.R.U.S.T. communities for decades is an essential mission of the CLT. As a result T.R.U.S.T. "began recruiting a membership base and growing grassroots leadership capacity in 2007."[58] T.R.U.S.T. is governed by a tripartite board: one third of the board is residents on community-owned land, one third is at-large community members, and one third of whom are public officials or private stakeholders who have a stake in the community. With governance led by the people living in and around these communities, many coming from limited means, T.R.U.S.T. works to educate these leaders in political and community activism within their CLT model. As described by former T.R.U.S.T. staff member Sheila Nem, educating for the purpose of empowerment "is an ongoing art that needs to be practiced and refined."[59]

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56 "Organization History and Description," T.R.U.S.T. South LA – Tenemos Que Reclamar Y Unidos Salvar La Tierra, T.R.U.S.T. South LA, Accessed February 11, 2018, https://trustsouthla.org/

57 T.R.U.S.T. South LA, "Organization."

58 Ibid.

59 Sheila Nem, interview with author, February 12, 2018.

Successes

T.R.U.S.T. is rooted in helping residents stay in their communities. T.R.U.S.T. works with affordable housing developer and policy advocacy agency Abode Communities, purchasing the land and ground leasing it to Abode, which develops and rents affordable units to community members. T.R.U.S.T. also is affiliated with Strategic Action towards a Just Economy (SAJE), a tenants advocacy and community development organization. T.R.U.S.T. and SAJE work in complementary fashion. A harmonious relationship between the CLT and organizations rooted in community development is essential to the long-term viability and success of empowerment through land ownership at the community level.

T.R.U.S.T. also creates opportunities for ownership through cooperative ownership structures. One example is T.R.U.S.T's ongoing Community Mosaic project is which T.R.U.S.T. purchases small multi-family buildings and reinvests the profits received from rental income back into them. The reinvestment delivers affordable housing units at significantly lower costs per unit than tax credit-financed new construction.[60] Ultimately, the goal is for property management decisions to transition to residents. Eventually, the sites will be converted into co-ops, with T.R.U.S.T. serving as the land steward. T.R.U.S.T. has raised over $5 million of public and private equity for land acquisition, and its two current projects will preserve affordable housing units for 260 families across 9.3 acres.[61]

T.R.U.S.T. also has organized around the concept of transit oriented development. In partnership with Abode Communities, T.R.U.S.T. led a community-planning process in preparation for the Rolland Curtis Apartments project. The goal of the process was to "implement temporary rehabilitation measures while developing a community-based plan to redevelop Rolland Curtis Gardens," leading to a development that includes "affordable housing units and community-serving commercial uses located near transit hubs."[62]

Challenges

While operating within a small geographic area means supporting a very targeted constituency, it also means that it has a limited supply of land on which it can develop housing. When land does become available, another challenge is quickly securing the resources required to acquire those parcels. Ms. Nem noted that the its two current projects T.R.U.S.T. acquired were bought at market rates; land donations or land banking would certainly help future development, but T.R.U.S.T. has yet to find a partner willing to donate land.

60 "Land Stewardship," T.R.U.S.T. South LA – Tenemos Que Reclamar Y Unidos Salvar La Tierra, T.R.U.S.T. South LA, Accessed February 11,2018, https://trustsouthla.org/

61 T.R.U.S.T. South LA, "Land Stewardship."

62 "A Guide to Community-Driven Transit Oriented Development Planning," T.R.U.S.T. South LA, , Accessed February 11, 2018, http://trustsouthla.org/~trust/todguide/uploads/images/TOD_130929.pdf.

C.2.2 ANCHORAGE COMMUNITY LAND TRUST. ANCHORAGE, ALASKA

Overview

The Anchorage Community Land Trust (ACLT) was established to create greater economic opportunity in the Mountain View neighborhood. As a "hybrid of a community land trust and community development corporation, ACLT has brought vital services to the neighborhood, including a health center and credit union, and has led community members through a community planning process.

The Anchorage Community Land Trust formed in 2003 with a seed grant from the Rasmuson Foundation, an organization whose mission is "to promote a better life for Alaskans" by funding catalytic projects.[63] ACLT serves the Mountain View neighborhood of Anchorage through projects that focus on economic and community development. The organization bills itself as a "hybrid" of a land trust and a community development corporation. The eight-member board includes business leaders and funders. Neighborhood residents do not have a large presence on the board, likely due to ACLT's focus on commercial development.

ACLT facilitated the creation of the Mountain View Targeted Neighborhood Plan, which was adopted by the Anchorage Assembly in 2016. This Plan outlines a vision, goals, and action items for the neighborhood. The vision comprises six categories: Community and Resident Leadership and Engagement, Community Safety, Business Development and a Vibrant Business District, Transportation and Green Spaces, Real Estate Development and Housing, Building Successful Family Resources.

According to the Plan, Anchorage up-zoned the neighborhood in 1965, making way for multi-family housing developments. In the 1970s the area saw a population boom from the Alaska Oil Pipeline construction. The Plan notes that during this time the area transitioned "from a stable, relatively healthy neighborhood on the edge of Anchorage to one in social distress." [64]The demand for affordable housing increased while poverty also increased. This impacted commercial development in the neighborhood.

63 "Overview," Rasmuson Foundation, 201, Accessed April 20, 2018, https://www.rasmuson.org/about/overview/

64 "Neighborhood Profile: A. The Evolution of Mountain View," Anchorage Land Trust, Accessed February 7, 2018,

Successes

ACLT acquires underutilized properties for development projects that fill crucial gaps in the neighborhood. The first property purchase was a former warehouse in 2004 which was developed into the Mountain View Service Center, the home to seven non-profit organizations including ACLT. Other efforts led to the creation of the first financial institution in the neighborhood, a credit union, and of a health clinic.[65] ACLT also provides microloans to small businesses.[66]

Challenges

ACLT and its partner funders seek to establish a residential and commercial core to revitalize the neighborhood and to lower the unemployment rate of the area. However, current zoning areas inhibit some redevelopment projects. The Mountain View Targeted Neighborhood Plan finds that much of the neighborhood is zoned for high density, but requirements of the current zoning law actually limits development possibility.

C.2.3 CITY OF LAKES COMMUNITY LAND TRUST. MINNEAPOLIS, MINNESOTA

Abstract

In addition to serving South Minneapolis as a land steward, the City of Lakes Community Land Trust supports homeownership through educational opportunities and grants. The Opportunity Fund provides CLCLT homeowners funds to pursue personal and professional development opportunities that promote economic advances for themselves, their families, and their community. The Homebuyer Initiated Program (HIP) helps low- to moderate-income families and individuals achieve homeownership. The grant allows the recipient to choose any home within Minneapolis as a way of keeping residents within their preferred neighborhood. Through this program CLCLT would purchase and retain ownership of the land.

Overview

The organization was incorporated in 2002 by the Minneapolis Community Land Trust Initiative, a group of community development corporations and neighborhood associations representing the Powderhorn Park and Lyndale neighborhoods.

The CLCLT supports homeownership by helping homebuyers through grants and educational workshops, and the trust keeps homes affordable for future homeowners if a current homeowner decides to sell. To be eligible to purchase a home on CLCLT land, a family must earn 80 percent of the Minneapolis median family income or less.[67] In 2017, CLCLT facilitated over 50 resales of properties.[68]

The CLCLT offers funding to new and current homeowners through its Opportunity Fund and the Homebuyer Initiated Program.

In 2015, CLCLT re-launched an Opportunity Fund for CLCLT homeowners, their spouses/partners, and their children/dependents to be put towards "trainings, conferences, study materials and business development to assist the recipient in working towards a goal that would further their ability to create wealth or build assets for their family or better the community." The grants were up for amounts of $500, and up to three grants were awarded for each quarter of 2015.[69] One recipient used the fund towards obtaining a business license and developing a website for that business.[70]

The Homebuyer Initiated Program (HIP) comprises two grant programs to help low- to moderate-income families and individuals achieve homeownership, and the grant allows the recipient to choose non-CLCLT homes within Minneapolis. The Affordability Grant gives more purchasing power to households by reducing the amount of mortgage financing needed to purchase a home for sale on the open market. The Rehab Grant provides households funds to fix homes purchased through HIP. Through HIP, CLCLT does not need to purchase and rehabilitate homes before opening them up for sale; the resident takes on that responsibility. CLCLT then adds the land to its holdings. The funds helped create 38 permanently affordable homes in Minneapolis.

65 Tegan Hanlon, "Mountain View Health Clinic Opens, Filling a Void in the Anchorage Neighborhood," Anchorage Daily News, December 16, 2016, https://www.adn.com/alaska-news/health/2016/12/16/mountain-view-health-clinic-opens-filling-a-void-in-the-anchorage-neighborhood/

66 Suzanna Caldwell, "With Microloan Help, Mountain View Gets an Espresso Shop," Anchorage Daily News, December 18, 2016. https://www.adn.com/business-economy/2016/12/18/with-microloan-help-mountain-view-gets-an-espresso-shop/

67 Peter Callaghan, "Developers want to offer 'approachable pricing' as part of proposed Minneapolis condo project," Minn Post, June 26, 2017, https://www.minnpost.com/politics-policy/2017/06/developers-want-offer-approachable-pricing-part-proposed-minneapolis-condo-p

68 "Report to Our Members," City of Lakes Community Land Trust, Accessed March 9, 2018, http://www.clclt.org/wp-content/uploads/2017/12/CLCLT-2017-Annual-Report_web.pdf

69 "Untitled," City of Lakes Community Land Trust, Accessed March 9, 2018. http://www.clclt.org/for-homeowners/resources/

70 "Protecting Your Household in Winter," The CLT Homeowner Connector, Accessed May 20, 2018, http://www.clclt.org/for-homeowners/resources/

CLCLT endorses the Homes for All initiative in Minnesota, a coalition of housing rights organization seeking housing stability across the state. The 2018 agenda of this initiative calls for a $150 million request to the Minnesota state legislature that would allocate some funds for community land trusts.[71]

Successes

CLCLT leverages regional resources to fund its direct impact programs HIP receives funding from the Metropolitan Council, the regional planning agency serving the Twin Cities region, through the Local Housing Incentives Account (LHIA) program. The Local Housing Incentives program intends to cover financial gaps in land acquisition, property acquisition, and other structural work in order to expand and preserve affordable housing.

Challenges

The organization does not identify performance metrics for its programs, which makes some of its success stories difficult to evaluate. A small organization can lack the money and staff resources to undertake a thorough assessment of programs, but this investment is crucial to build political support and to secure additional funding. For example, over 50 home purchases were facilitated by CLCLT in 2017. This may seem like a small number but these sales would provide a catalytic impact if they were all sold in the same neighborhood. CLCLT must define success in a manner appropriate to Minneapolis.

The Affordability Grant and Rehab Grant were not recommended by the Community Development Committee for the LHIA grant in November 2017.[72]

C.2.4 ATLANTA LAND TRUST COLLABORATIVE. ATLANTA, GEORGIA

Abstract

The Atlanta Land Trust Collaborative (ALTC)'s "central server" model benefited the region by effectively balancing the unique abilities of both the central and neighborhood organizations. The model could be adopted in other cities where small CLTs struggle to handle administrative needs and costs of land stewardship, including building maintenance, preventing foreclosures and preserving affordability.[73] A central server is a source of expertise and technical assistance that aids communities who look to form localized CLTs. Additionally, this organization allows what can feel like fractured goals across differing communities to have some semblance of communal organization and a common voice.

Overview

ALTC formed as a reaction to the Atlanta BeltLine, a comprehensive revitalization and redevelopment effort undertaken around the city's core. The BeltLine project sought to redevelop 22 miles of unused railroad line and the land that surrounded it into a comprehensive network of trails and light rail that would connect housing and commercial areas in 45 neighborhoods. The project included more than 1,100 acres of brownfield remediation and more than 1,300 acres of planned parkland. While BeltLine efforts would include the development of 5,600 affordable housing units, studies such as Immergluck and Balan's 2017 "An Analysis of Home Price Trends Near the Atlanta Beltline" showed that the effort would lead to steep overall increases in housing prices in low-income BeltLine neighborhoods as property values and property taxes rose.[74]

To help address housing concerns, ALTC formed through a partnership between community leaders, public authorities, non-profit representatives and private businesses. It was incorporated in 2009 to support the development of permanently affordable housing initiatives across the city. Serving as a "central server" for independent CLTs, ALTC advocates for CLT development through "public policy work, community engagement, and fundraising, while taking on the stewardship function of a CLT in neighborhoods lacking the capacity to do so."[75] The result was 13 independent CLTs formed, more than $4 million raised, and the acquisition of more than 30 properties for permanently affordable housing and a mortgage project to facilitate CLT development.

71 "Homes for All," Homes for All, Accessed march 16, 2018, http://homesforallmn.org/

72 "Community Development Committee November 20, 2017 Meeting," Metropolitan Council, last modified November 20, 2017, https://metrocouncil.org/Council-Meetings/Committees/Community-Development-Committee/2017/November-20,-2017/2017-265.aspx

73 "Community Land Trusts in Atlanta, Georgia: A Central Server Model," PD&R EDGE, Accessed February 18, 2018, https://www.huduser.gov/portal/pdredge/pdr_edge_inpractice_112312.html

74 Dan Immergluck and Tharunya Balan. "An Analysis of Home Price Trends Near the Atlanta Beltline, 2011 to 2015," Georgia Institute of Technology School of City and Regional Planning, February 9, 2017. http://www.atlantaregionalhousing.org/wp-content/uploads/2017/02/Immergluck_Balan_Beltline_Affordability.pdf

75 "Atlanta Land Trust Collaborative," Community-Wealth.org, Last Modified March 21, 2017, https://community-wealth.org/content/atlanta-land-trust-collaborative

ALTC has raised capital from sources including Home Depot, NCB Capital and the United Way of Metropolitan Atlanta. The ALTC Board of Directors is made up of community leaders, public authorities, non-profit representatives and private business. More than 30 organizations helped in the formation of ALTC. Partners include the Atlanta Development Authority, the City of Atlanta's Bureau of Planning and Community Development, the Concerned Black Clergy, the Fulton County/City of Atlanta Land Bank Authority, and Wachovia.[76]

Successes

The idea of a "central server" organization serves as an advocate, educator, and facilitator for individual CLTs. ALTC undertook a rigorous study to define typical CLT activities in other cities. The resulting division of functions was: "(1) those that are inherently detailed and grass-roots, responding to particular neighborhood context and politics; (2) those that are common to all CLTs and broader in scope; (3) those that are a combination of both."[77] This breakdown allowed ALTC leadership to build consensus around which roles were best performed by individual CLTs, and which would be assigned to the central server. ALTC supports CDCs, community needs, or other organizations that express a desire to create their own CLTs. Simultaneously, it can serve as a CLT for areas that want a trust but do not have the capability to create one.

Former ALTC Director Tony Pickett noted that local partners were eager to pursue the CLT model, understanding the need to create long-term affordable housing. ALTC also played an active role in creating and serves on the Board of the Atlanta TOD Collaborative, a thirteen-member partnership of municipal leaders and non-profit organizations targeting "outcomes that transform the Atlanta region by changing its traditional growth practices, targeting under-utilized transit infrastructure, and educating leaders and the public on the merits of Equitable TOD as a competitive advantage, environmental imperative and foundation for future prosperity."[78],[79]

In Atlanta, the CLT model is acting as a "hedge against gentrification" and has helped prevent displacement in BeltLine neighborhoods like Pittsburgh and Reynoldstown.[80] Those communities have strong CDCs in place, and ALTC has worked hand-in-hand with them to provide technical assistance to build long-term affordable housing. In these areas, ALTC has developed stewardship policies and procedures that help local homeowners, such as monitoring and supporting homeowners throughout their tenure in the homes, from pre-purchase to ownership and maintenance to future resales.[81] The organizational goal remains to serve in a complementary role when community organizations are already in place and hold the community's trust. This lesson could be valuable in other cities where such organizations already exist.

Pickett noted that ALTC was very proactive early in its existence by buying land strategically around the BeltLine, but he wishes ALTC could have formed even before the BeltLine project came to the fore. He recommends that land purchases should occur before a light rail line or redevelopment begins.[82]While this may be considered a recommendation to speculate on land, it is only doing so as a means to achieve better outcomes on that land than simply maximizing profit.

Challenges

While many stakeholders were eager to work with ALTC, Pickett noted that the mortgage lending environment was difficult to navigate, because many Atlanta banks and lenders were reluctant to make loans based on CLT ground leases. The sprawling BeltLine project also led to the creation of the BeltLine Affordable Housing Trust Fund (BAHTF). The Fund is estimated to have access to $240 million over the course of 25 years as the BeltLine project comes to fruition. BAHTF funding will create more affordable units, but it cannot guarantee those units will remain permanently affordable.[83] Creating a harmonious relationship amid the continuous and competitive need for funding between the two is an ongoing challenge.

76 "Atlanta Land Trust Collaborative Summary," Beltline.org, Accessed February 7, 2018, https://beltline.org/wp-content/uploads/2012/03/Atlanta-Land-Trust-Collaborative.pdf

77 Andy Schneggenburger. "Bringing CLTs to Scale in Atlanta," Shelterforce, January 16, 2018, https://shelterforce.org/2011/02/08/bringing_clts_to_scale_in_atlanta/4/

78 "January Highlight: Atlanta Land Trust Collaborative," Cornerstone Partnership, Last Modified April 30, 2015, http://www.affordableownership.org/january-highlight-atlanta-land-trust-collaborative/

79 "Creative Partnerships to Implement TOD in the Atlanta Region," Icma.org, Accessed March 19, 2018 https://icma.org/articles/article/creative-partnerships-implement-tod-atlanta-region

80 "Atlanta CLT Collaborative," GA Gives, Accessed May 8, 2018, https://www.gagives.org/c/GGD/a/atlantaltc

81 GA Gives, "Atlanta CLT Collaborative."

82 Craig Beebe, "Advancing 'in-placement': 4 Housing and Development Lessons from Denver, Atlanta and Tony Pickett," Oregon Metro, March 27, 2017, https://www.oregonmetro.gov/news/advancing-placement-4-housing-and-development-lessons-denver-atlanta-and-tony-pickett

83 Eve Bower, "What's 'The Country's Best Smart Growth Project?' You'll Be Surprised," Nation Swell, December 12, 2013, http://nationswell.com/whats-countrys-best-smart-growth-project-youll-surprised/

C.2.5 DUDLEY NEIGHBORS, INC. BOSTON, MASSACHUSETTS

Abstract

Dudley Neighbors, Inc. is the showcase example of Community Land Trusts. The organization emphasizes how crucial a grassroots, community-driven approach is to CLTs. The Dudley Street neighborhood of Boston had been a site of disinvestment, illegal dumping, and fires. It was also a site susceptible to displacement from urban renewal. The residents took active roles in the redevelopment of their neighborhood, organizing to take a majority control of the Dudley Street Neighborhood Initiative in 1985 and to form Dudley Neighbors, Inc. in 1988, a Massachusetts 121A Corporation with powers of eminent domain.

Prior to community activism in the Dudley Street Neighborhood Initiative, the Boston Redevelopment Authority drafted the "Dudley Square Plan," a neighborhood revitalization strategy that proposed $750 million in development investments. This project, what BRA called the "New Town" strategy, cleared out existent housing and weakly defined "citizen participation."[84] Dissatisfied by the long history of disinvestment in the Dudley Street neighborhood, residents saw outside investment as a cause of displacement. The residents demanded the ability to determine the development of their own community, which required outside stakeholders — Riley Foundation, Boston Redevelopment Authority, and Boston Mayor Raymond Flynn — to cede key mechanisms of control: governance, the ability to acquire land through eminent domain, and ownership of land.

Overview

The Dudley Street neighborhood of Boston was a site of historical disinvestment. The African-American, Latino, and Cape Verdean residents lived in a dilapidated urban environment where vacant lots and illegal trash dumps were common. In 1985, a group of service organizations that called themselves the Dudley Advisory Group organized to address the needs of the community. These organizations included Nuestra Comunidad Development Corporation, Roxbury Multi-Service Center, Cape Verdean Community House, St. Patrick's Church, and WAITT (We're All In This Together) House.[85] With the intention of bringing in the neighborhood community into the organization, the group adopted the name Dudley Street Neighborhood Initiative (DSNI).

However, the governance of DSNI gave residents of the Dudley Street neighborhood a minority stake on the Board. The community members demanded a greater role in the group, insisting on a bottom-up approach to revitalizing their neighborhood. They took a majority on the DSNI board and ensured that each ethnic group in the neighborhood had equal representation on the board.

Within the control of neighborhood residents, DSNI petitioned for eminent domain power, reasoning that current land owners refused to develop land until they turned a profit. DSNI had a vision of an urban village for their neighborhood, and a community mandate for "development without displacement." [86]

In Fall 1988, the Boston Redevelopment Authority (BRA) approved Dudley Neighbors, Inc. request to become a Massachusetts 121A Corporation, "a single-purpose, project-specific, private Urban Redevelopment Corporation for undertaking residential, commercial, civic, recreational, historic or industrial projects in areas which are considered to be decadent, substandard or blighted open space." These corporations can be taxed at a reduced rate and are granted the power of eminent domain. This way, municipalities get some tax revenue from properties that would otherwise go undeveloped.

DSNI formed the community land trust, Dudley Neighbors, Inc. (DNI), as its land acquisition entity. DNI addresses affordability and family stability. The DNI is governed by a 11-member board. The DSNI appoints 6 members, a majority. The other members are from key stakeholders: 1 appointee of the Roxbury Neighborhood Council, 1 appointee of the Mayor of Boston, one appointee of the City Councilor of the 7th District. The 1 appointee of the State Senator of the 2nd Suffolk District and the 1 appointee of the State Representative of the 5th Suffolk House District are non-voting members. Members of the Dudley community, including residents and representative from businesses, churches, and other organizations of the neighborhood, elect the DSNI Board of Directors, which in turn appoints the 6 members of the DNI Board.

New homeowners must attend at least two 2-hour trainings about land trust structure and ground lease. DNI organizes quarterly workshops on different topics.

84 Peter Medoff and Holly Sklar. Streets of Hope: The Fall and Rise of an Urban Neighborhood, (Boston: South End Press, 1994).

85 Medoff and Sklar, "Streets of Hope."

86 "Organizational History," Dudley Street Neighborhood Initiative, Accessed February 19, 2018, https://www.dsni.org/dsni-historic-timeline/

Successes

Dudley Neighbors, Inc. has created 225 affordable homes as well as other community amenities, including a 10,000 square foot community greenhouse, an urban farm, a playground, and gardens.[87] The organization's eminent domain powers surely factored into this impact.

Recently DNI's work Boston has been supported by the state and local government initiatives. Through the state, Governor Deval Patrick signed the Community Investment Tax Credit (CITC) into law in 2012, which offers tax credits to individuals, corporations, and nonprofits who donate to certified community development corporations. These organizations create opportunities for low-income communities in Massachusetts. Dudley Neighbors, Inc. is certified through this program.[88]

Through the local government, Boston has written community land trusts into its Housing Boston 2030 Plan. The plan specifically identifies community land trusts as one tool to mitigate impacts of gentrification.

Challenges

The Dudley Street Neighborhood Initiative (DSNI) demonstrates the challenge of pursuing community-driven redevelopment process. The initial organizers of the Dudley Advisory Group were well-intentioned in their effort to organize neighborhood residents, but they largely excluded the community from the decision-making process.

Despite creating a suitable governance structure for the DSNI, the community experienced a learning curve in using the CLT model to effectively preserve affordable housing and mitigate displacement. Upon its introduction in the 1980s the CLT model was a new idea for the neighborhood. For residents, this required an education campaign throughout the community. The local authorities were apprehensive about endowing a local community with land use authority.

87 "History of DNI," Dudley Neighbors Incorporated,Accessed February 29, 2018

88 "Housing a Changing City: Boston 2030," Office of Mayor Martin J. Walsh, Accessed May 11, 2018, https://www.boston.gov/sites/default/files/housing_a_changing_city-boston_2030_full_plan.pdf

C.3 CLT RESALE FORMULA

If a CLT's mission is to help first-time homeowners to build equity, they may select a resale formula to grant 20% of the profit to the property owner in the sale of the home. If a homeowner bought a home on CLT land for $100,000 and gross sales proceeds were to beare $150,000, the homeowner would y receive the original $100,000 purchase price plus 20% of the $50,000 profit from appreciated value. The seller can choose to sell their property back to the CLT or to another income-qualified buyer (income qualifications are set by the CLT). They receive $110,000 for the home, while the CLT keeps $40,000 to reinvest into its affordable housing properties. Because the CLT land is governed by its own set of bylaws, sales are conducted differently than the traditional real estate market, where a seller would be responsible for costs upon sale such as broker commissions, title transfer and appraisal costs.

C.4 PROPORTIONAL DISCOUNTING

As described in Section 3.1 of the report, Metro's Joint Development process limits how deeply it can discount land values on Metro-owned land. This is a potential hindrance as Metro considers entering into a ground lease with a future CLT. When considering how Metro can structure a ground lease to allow for further discounting, or even potentially offer its land without costfor free forto a CLT use, we looked to the California code to understand Metro's exact limitations.

Under California Public Utilities Code, Section 30600:

"[Metro] may take by grant, purchase, gift, devise, or lease, or by condemnation, or otherwise acquire, and hold and enjoy, real and personal property of every kind within or without the district necessary or incidental to the full or convenient exercise of its powers. That property includes, but is not limited to, property necessary for, incidental to, or convenient for joint development and property physically or functionally related to rapid transit service or facilities. The Board may lease, sell, jointly develop, or otherwise dispose of any real or personal property within or without the district when, in its judgment, it is for the best interests of the district to do so."[89]

The phrase "otherwise dispose" leaves room for judgment and it could be judged that Metro already does retain the authority to give away its land.

89 California Public Utilities Code §30600. Amended by Stats. 1983, Ch. 497, Sec. 7.

C.5 FEDERAL FTA POLICY ADHERENCE

If Metro chooses to enter into a CLT Pilot Program, it will first and foremost have to determine if parcels of Metro-owned land are available for such use. If the parcel(s) it chooses, or any part of the proposed Pilot Program, utilized FTA funds, Metro must reconcile FTA criteria with CLT and community needs.

FTA criteria include: (1) Economic Benefit – project must enhance economic benefit or incorporate private investment; (2) Public Transportation Benefit – project must provide physical transit improvement or enhanced connection between modes; (3) Revenue – generally, project must generate a fair share of revenue (at least equal to the amount of original federal investment) and be used for public transportation purposes; and (4) Tenant Contributions – tenants pay a fair share of the costs through rental payments or other means.[90]

These criteria may run counter to the goals of preserving or producing affordable housing on CLT land. However, a CLT may create or preserve other income-producing property such as neighborhood small businesses or new retail offerings. Metro would potentially be limited from offering or selling land acquired using FTA funds to CLTs that exclusively aim to preserve or produce affordable housing, who would then be bound to meeting FTA guidance. There is no FTA Circular related to CLTs.

90 "Metro Joint Development Program: Policies and Process," Los Angeles County Metropolitan Transportation Authority, Accessed May 7, 2018, http://media.metro.net/projects_studies/joint_development/images/JDP_policies_process_2015-07.pdf

C.6 CLT LANGUAGE IN STATE AND FEDERAL LAW

A CLT functions outside of the conventional private land market by creating long-term affordability restrictions through its perpetual ownership of the land, and AB 2818 changes the Revenue and Taxation Code to require county assessors to recognize this distinction. A county assessor cannot consider the sales of comparable, non-CLT land when assessing a CLT. However, the law does not mandate lower assessment; it only requires additional considerations. It leaves open the possibility that an assessor could ultimately decide not to assess the land at a lower value.

The requirements of AB 2818 have not yet fully impacted the CLT landscape in California, and in the State Board of Equalization is currently drafting a Letter to Assessors to provide guidance to regarding the assessment of CLT housing. According to this guidance, only properties sold after September 27, 2016 would qualify for the requirements of AB 2818. Additionally, the law excludes rental properties from consideration.[91] While CLTs have been a tool to helped low-income individuals attain homeownership, CLTs can support affordable rental housing, especially in large rental markets like Los Angeles. Renters account for 72% of residents living within a half-mile radius of Metro stations.

The Cranston-Gonzales National Affordable Housing Act, enacted by the federal government and amended by the Housing and Community Act of 1992, allows CLTs "to gain organizational support, technical assistance, education, training and community support from the government in fulfilling their housing mission." The law establishes that CLTs, in addition to acquiring parcels of land to be held in perpetuity under long-term ground leases, must "transfer ownership of any structural improvements located on the leased parcels to lessees."[92] Thus, it is an important note for Metro, if Metro were to contribute land to a CLT or in order to facilitate the formation of a CLT, it would forego ownership in the improvements made on the land even if it still technically owned the land itself. The CLT would "own" the improvements, such as rehabilitation or upkeep of property, and Metro would not receive any compensation for such improvements. If producing affordable rental housing, the CLT, not the renters, would own improvements made. However, if a CLT produces single family homes for ownership or creates co-op structures in apartment buildings, the owners of those homes would own any improvements made to their property.

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91 "AB-2818 Property Taxation: Community Land Trust," California Legislative Information, Last Modified September 27, 2016, https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB2818

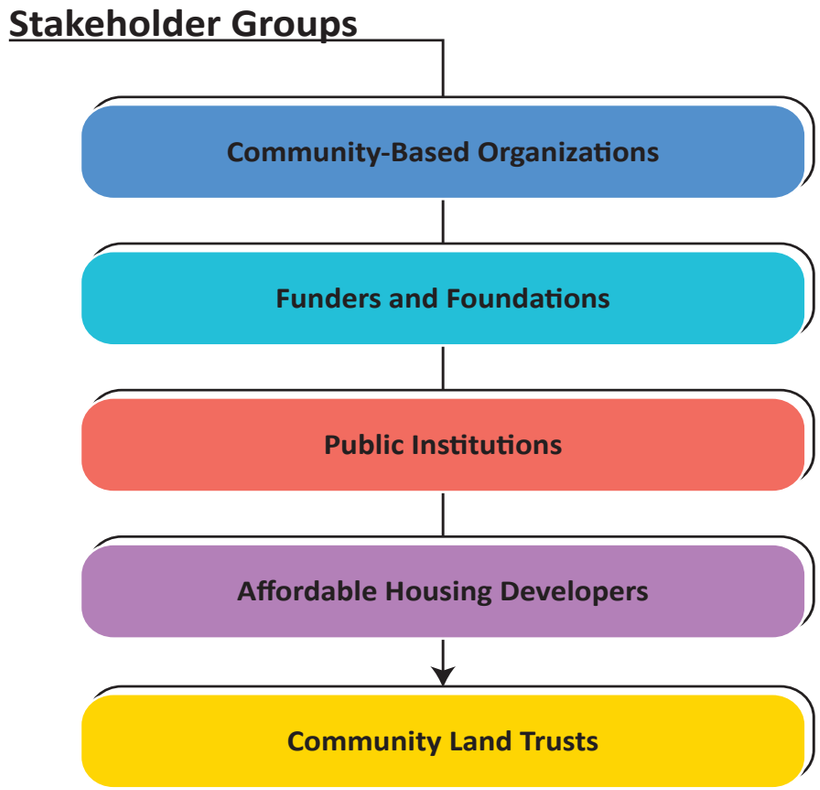
92 "Cranston-Gonzalez National Affordable Housing Act of 1990," 101st Congress, Accessed February 15, 2018, https://www.hud.gov/sites/documents/TITLEI_CRAN_GON.PDF

C.7 CLT STAKEHOLDERS

Table C-1 is a compilation of key players that could be, or are currently, involved in CLTs in the Los Angeles Region. To create the table we studied readily available 990 Tax Forms for two current Los Angeles CLTs. Next, we sought out resource material on governance, financing and growth provided by regional and national CLT networks. Published papers on community land trusts, redevelopment, and affordable housing such as, "Reconsidering Redevelopment: A Closer Look at Neighborhood-Based Economic Development in Los Angeles" provided further context into the Los Angeles landscape. [93] Lastly, we held conversations with past and current employees of the following organizations:

1. T.R.U.S.T South LA
2. Los Angeles Department of City Planning
3. David Bohnett Foundation
4. Skid Row Housing Trust
5. Watt Companies
6. UCLA Luskin School of Public Affairs

This table presents Grassroots Organizations, Funders and Foundations, Public Institutions, and Affordable Housing Developers Metro can partner with as they explore our recommendation of a CLT Pilot Program. Metro can also use this table to identify key stakeholders and partners that can champion CLTs, should Metro choose to further expand their approach to CLTs as a tool in achieving Metro's TOC goals. All sources are cited in the bibliography.



93 "Reconsidering Redevelopment: A Closer Look at Neighborhood-Based Economic Development in Los Angeles," Public Counsel, Accessed April 21, 2018 www.publiccounsel.org/tools/publications/files/Reconsidering-Redevelopment-2012-FINAL.pdf.

Los Angeles Grassroots Organizations

Name	Organizational Description	Previous CLT Involvement
Recognized Involvement with Los Angeles CLTs		
T.R.U.S.T. South LA	Established in 2005 to serve as a permanent land steward in neighborhoods south of Downtown Los Angeles	An existing CLT
Beverly Vermont Community Land Trust	Land steward focusing on creating pedestrian-friendly neighborhoods emphasizing affordable housing for low- and moderate-income populations in/around Koreatown	An existing CLT
Strategic Actions for a Just Economy (SAJE)	Organization focusing on economic justice through promoting tenant rights, healthy housing and equitable development	Sister community-based organization to T.R.U.S.T. South LA
Urban Soil-Tierra Urbana	Resident-organized limited equity housing cooperative that acquired two buildings from the Cooperative Resources and Services Project, which initially developed the LA EcoVillage plan	Buildings on Beverly Vermont CLT land now owned by residents in this cooperative.
Los Angeles Eco-Village	Organization striving to achieve lower environmental impact lifestyles in Koreatown and East Hollywood	Neighborhood organization served by Beverly Vermont CLT and Urban Soil-Tierra Urbana
California CLT Network	Regional group of Community Land Trusts based in California that provides a peer-to-peer forum for CLTs to share best practices. Also in the process of developing a state-wide small site housing acquisition fund / endowment for the creation of permanently affordable housing that uses the CLT model	Existing CLT advocate organization
National CLT Network	National organization that connects CLTs to one another to share best practices, legal and organizational questions, and capacity building and grant programs.	Existing CLT advocate organization
Los Angeles Neighborhood Land Trust	Organization focused on providing parks and open space for communities of color in Los Angeles, serving 195,000 residents annually	Provide housing and open space through land trust development; not housing, but equity is a core value
St. Marks Lutheran Church	A multicultural church in South LA	Provided meeting space for the community planning process tied to the T.R.U.S.T. South LA Rolland Curtis Gardens project
Identified for Future Involvement with CLTs		
Alliance for Community Transit LA	Advocate for equitable transit opportunities across Los Angeles, including working for housing and tenants rights, as well as economic development and affordable housing opportunities	Already focused on TOC and the role affordable housing plays in equitable outcomes

Los Angeles Grassroots Organizations

Name	Organizational Description	Previous CLT Involvement
Korean Resource Center	A non-profit community organization empowering low-income, immigrants, Asian American and Pacific Islander, and people of color communities in Southern California	Co-authored paper on reconsidering redevelopment in wake of CRA dissolution in 2012
Korean Immigrant Workers Alliance	Community group that organizes both Korean and Latino workers around issues of workers' rights, equitable development, and immigrants' justice	Co-authored paper on reconsidering redevelopment in wake of CRA dissolution in 2012
Koreantown Youth and Community Center	Koreatown-based organization supporting children and their families in the areas of education, health, housing, and finances	Co-authored paper on reconsidering redevelopment in wake of CRA dissolution in 2012
Little Tokyo Service Center	Organization providing an array of social welfare and community development services to assist low income individuals and other persons in need, contributing to community revitalization and cWultural preservation in Little Tokyo	Co-authored paper on reconsidering redevelopment in wake of CRA dissolution in 2012
Southeast Asian Community Alliance	Leadership development organization focusing on issues of social, economic and racial justice that has recently expanded to include community building through urban gardening and other healthy initiatives	Co-authored paper on reconsidering redevelopment in wake of CRA dissolution in 2012
Skid Row Housing Trust*	Provider of permanent supportive housing, committed to preventing and ending homelessness in Los Angeles	Housing developer and service provider acutely aware of affordable housing shortage issues in Los Angeles. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
Community Build, Inc.	A non-profit community development corporation established in 1992 in response to the conditions that led to the Los Angeles Civil Unrest of 1992. Its youth outreach prioritizes comprehensive and wrap-around services for at-risk youth, out-of-school youth, foster youth, youth offenders, gang-involved youth, and first-generation college bound youth	Affiliated in South Los Angeles, could be a partner for financial literacy for youth in the area

*Note: those stakeholders starred in the above list would qualify under AB 1521 as affordable housing owners/operators who would have the right of first refusal to preserve affordable housing projects where affordability covenants are due to expire.

Funders and Foundations

Name	Organizational Description	Previous CLT Involvement
Recognized Involvement with Los Angeles CLTs		
California Endowment	Grant maker whose mission is to expand access to affordable, quality health care for underserved individuals and communities across California	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990
Weingart Foundation	A private, nonprofit grantmaking foundation that provides grants and other support designed to improve the capacity and effectiveness of nonprofit organizations delivering quality services in the areas of health, human services, and education for underserved people and communities	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990
California Community Foundation	Grantmaking organization prioritizing: health, civic engagement, housing and economic opportunity, youth empowerment, arts and smart community growth	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990
The Rosalinde and Arthur Gilbert Foundation	Grantmaking organization prioritizing: college access, health, Israel and Jewish life, and arts education	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990
Liberty Hill Foundation	Social justice organization that supports grassroots groups like worker centers, advocacy groups, tenant and homeowner rights groups, and student led advocacy campaigns	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990
IOBY	Crowdfunding platform that helps organizations regardless of incorporation status that trains groups in online fundraising, helps disburse the funds and plans for next steps	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing
Ahmanson Foundation	Grantmaking organization that funds cultural projects in the arts and humanities, education at all levels, health care, programs related to homelessness and underserved populations as well as a wide range of human services	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing

Funders and Foundations

Name	Organizational Description	Previous CLT Involvement
Rose Hills Foundation	Foundation created out of proceeds from sale of The Rose Hills Memorial Park	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing
Surdna Foundation	National charitable foundation seeking to foster sustainable communities that are guided by principles of social justice	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing
Moinian Group	National real estate development company with properties in New York, Chicago, Dallas, and Los Angeles	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing
Anschutz Entertainment Group	Worldwide sporting and music entertainment presenter and owner; has a charitable foundation arm that focuses on children and youth in the areas of education, the arts and health and wellness	Provided funding to T.R.U.S.T South LA, as shown in Weingart Foundation press release, http://www.weingartfnd.org/Creating-community-&-affordable-housing
Rampart Village Neighborhood Council	A neighborhood council in central Los Angeles whose mission is to preserve and improve the physical, social, and economic health of district residents	Provided funding to Eco-Village event, EcoMaya Festival, as shown in Beverly-Vermont CLT Board Meeting minutes from October 13, 2010
Identified for Future Involvement with CLTs		
Home Depot Foundation: Veteran Housing Projects	Awards grants to nonprofit organizations for the development and repair of veterans housing	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Center for Community Progress: Technical Assistance Scholarship Program	Serves communities in need of technical assistance to assess, reform, develop and/or implement systems to address large-scale vacancy and abandonment in their respective communities	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs

Funders and Foundations

Name	Organizational Description	Previous CLT Involvement
Catholic Campaign for Human Development: Economic Development Grants	These grants fund programs that empower low-income people to develop economic structures that effect equitable access to income and a just balance of individual- and community-held assets (like CLTs)	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
The Office of Community Services (OCS)	The Administration for Children & Families (ACF) is a division of the U.S. Department of Health & Human Services (HHS) that promotes the economic and social well-being of families, children, individuals and communities. They provide several grants that can be relevant to community land trusts and permanently affordable housing programs	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
TD Bank: "Housing for Everyone" Grant	The TD Charitable Foundation makes available annually through its themed Housing for Everyone grant competition dedicated funds to support affordable housing	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Bank of America Charitable Foundation: Community Development Funding	Bank of America's Community Development funding prioritizes preserving neighborhoods to "address the housing continuum by helping distressed individuals stay in their homes and move toward financial stability; preparing future homeowners; and increasing access to affordable housing"	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Wells Fargo's Neighborhood Implementation Grants	Grants vary in size from $100,000 to $750,000, and are disbursed over three to five years. This grant program supports comprehensive community development projects that target specific neighborhoods. The community development project must be based on a current resident-driven neighborhood plan	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Wells Fargo's Homeownership Grant Program	The objective of this grant program is to create sustainable home-ownership opportunities for low-to moderate-income people. Eligible activities include rehab or construction, project subsidies, and homebuyer or foreclosure counseling	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Bank of the West's Charitable Investments	The mission of this grant program is to help meet the needs of the communities served by Bank of the West (which includes 19 states) by supporting nonprofit organizations dedicated to improving quality of life, particularly for low- and moderate-income individuals and communities	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs

Funders and Foundations

Name	Organizational Description	Previous CLT Involvement
JPMorgan Chase & Co. Corporate Responsibility Initiative	JPMorgan Chase invests in affordable housing opportunities that connect low- and-moderate-income people to economic opportunity. The firm supports program models that focus on reducing the cost of housing, improving the quality and safety of homes, preparing families for the costs and responsibilities of homeownership, and helping communities thrive	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
U.S. Bank Foundation	U.S.Bank funds affordable housing initiatives that support the preservation, rehabilitation and construction of quality affordable housing that assists low- and moderate-income populations and provide home buyer counseling and related financial education to low- and moderate-income individuals and families	Identified by the CLT Network as funder of CLTs and other permanent affordable housing programs
Low Income Investment Fund (LIIF)	Through its Revolving Loan Fund (RLF), LIIF provides predevelopment, acquisition, construction and term financing to nonprofit and for-profit affordable housing developers	Already providing funding for affordable housing projects, could be open to CLT model or fund developers that CLT partners with
Century Housing	A nonprofit corporation working as a financial intermediary for affordable housing and infill developers throughout California to provide quality, affordable and attractive housing. Century has developed or financed more than 21,000 affordable homes	This Community Development Financial Institution (CDFI) has the scale and means to explore new affordable housing projects
Clearinghouse CDFI	A CDFI that bridges the financing gap between conventional lending standards and the needs of low-income and distressed communities through nonprofit loans, commercial loans/facilities, educational facilities, faith-based lending, small business loans, and economic development/ community revitalization	This Community Development Financial Institution (CDFI) has the scale and means to explore new affordable housing projects
Genesis LA	A non-profit real estate lender and investor that brings capital and capacity to low-income communities in Los Angeles County	Already providing funding for affordable housing projects, could be open to CLT model or fund developers that CLT partners with
City of Los Angeles Neighborhood Councils	Los Angeles Neighborhood Councils receive $37,000 from the Department of Neighborhood Empowerment to fund community-focused initiatives	The Rampart Village Neighborhood Council has previously supported CLT activities

Public Institutions

Name	Organizational Description	Previous CLT Involvement
Recognized Involvement with Los Angeles CLTs		
Los Angeles County Assessor	Property tax assessments established by the Assessor 's Office serve as the foundation for the property tax system, resulting in local taxes to fund essential public services	Identified in AB 2818 as legally having to recognize that CLTs diminish the long-term speculative value of land
Identified for Future Involvement with CLTs		
Community Development Commission of the County of Los Angeles	The county's affordable housing, and community and economic development agency. Wide-ranging programs aim to benefit residents and business owners in the unincorporated LA County areas and in various incorporated cities	Affordable housing authority that could promote CLT growth
Local Planning Departments	Los Angeles Department of City Planning or planning departments of other incorporated cities in LA County, among other things, guide land use and future development within their jurisdictions	Can providing zoning and land use authority
Federal Transit Authority	Federal government's transit agency housed within the Department of Transportation that administers funds and programs related to transit	Must be consulted if Metro contributes land acquired with FTA funds towards CLT growth

Affordable Housing Developers

Name	Organizational Description	Previous CLT Involvement
Recognized Involvement with Los Angeles CLTs		
Enterprise Community Partners, Inc.	National nonprofit affordable housing developer	Provided funding to T.R.U.S.T South LA, as shown in 2016 Form 990; provided funds in New York to launch the Community Land Trusts Capacity Building Initiative
Abode Communities	Nonprofit social enterprise focusing on affordable housing development and socially-beneficial community services	Founding partner of T.R.U.S.T. South LA; developed Slauson & Wall project on T.R.U.S.T. land
Esperanza Community Housing Corporation	Community organization that works primarily in Figueroa Corridor in South Los Angeles	Founding partner of T.R.U.S.T. South LA

Identified for Future Involvement with CLTs		
Name	Organizational Description	Why Organization is Identified
East Los Angeles Community Corporation*	Community development organization that also works in affordable housing development, in Boyle Heights and East Los Angeles	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
Coalition for Responsible Community Development*	Community development organization that also develops and operates rental housing for youth and young adults, families, seniors, individuals with special needs, and other low-income households	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
Hollywood Community Housing Corporation*	Develops and manages more than 21 properties (over 700 units) across Hollywood and surrounding communities, providing safe and affordable housing options	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring

Affordable Housing Developers

Name	Organizational Description	Previous CLT Involvement
SRO Housing Corporation*	The largest provider of affordable single-room-occupancy in the Western United States, assisting more than 2,300 formerly homeless and low-income men and women in our emergency housing, transitional housing, and permanent supportive housing comprised of 30 sites with 400 housing units currently in development	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
WARD Economic Development Corporation*	Established in 1987 as one of the first and leading faith-centered development corporations in Los Angeles, Ward is a California not-for-profit organization who engages on housing development, identifies economic development and job creation opportunities, and educates residents in building their neighborhoods	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
West Angeles Community Development Corporation*	Community development organization that also built multifamily rental and senior living properties in South Los Angeles	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
Women Organizing Resources Knowledge & Services (WORKS)*	Affordable housing developer that builds affordable multifamily and senior housing, as well as permanent supportive housing, that encourages resident self-determination in South Los Angeles	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
A Community of Friends*	Organization that offer supportive and service-enriched affordable housing for homeless individuals and families living with mental illness in Los Angeles County, aiming to serve those who have 30% of area median income or less	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring
Thomas Safran & Associates*	Developer that has developed over 6,000 units of luxury, affordable and mixed-use rental housing in Southern California	Focused on providing outcomes that match CLT goals. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring

Affordable Housing Developers

Name	Organizational Description	Previous CLT Involvement
Watt Companies	Primarily market-rate real estate development company with projects across Los Angeles	Partnering with Metro to provide housing around the Expo/Crenshaw station, could be open to additional partnerships
Urban Partners	Real estate planning, investment, development and management firm. Products and services include land development, mixed use development, apartment and condominium homes, transit-oriented development, student housing, financial restructurings, build-to-suit development and the adaptive reuse of historic structure	Partnered with Metro to provide housing (some affordable) around the Wilshire/ Vermont station, could be open to additional partnerships
McCormack Baron Salazar*	McCormack Baron Salazar now includes the development and support of neighborhood schools, early childhood education, youth and senior activities, resident job training and self-sufficiency, economic development, access to quality health services, environmental stewardship and energy efficiency and a long-term commitment to the community as core activities in comprehensive neighborhood revitalization	Partnered with Metro to provide mixed-use developement, including affordable housing around the Westlake/McArthur Park station, could be open to additional partnerships. Would qualify under AB 1521 as CLT partner to help preserve affordable housing units where affordability covenants are expiring

*Note: those stakeholders starred in the above list would qualify under AB 1521 as affordable housing owners/operators who would have the right of first refusal to preserve affordable housing projects where affordability covenants are due to expire.

DISCRETIONARY GRANT OPPORTUNITIES

Discretionary grants are one of the most important tools Metro has to influence land use in Los Angeles County without having direct land use authority. Metro's transit projects help shape the geography of employment and housing, which can lead to decreased affordable housing stock and displacement. Thus, Metro should continue to take an active role in mitigating the externalities of development driven by transit investments. Strengthening the integration of Metro's TOC Policy with its Transportation Oriented Development (TOD) Planning Grant Program will encourage affordable housing production and preservation and incentivize a more equitable distribution of benefits from transit investments.

CHAPTER 4

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4.1 INTRODUCTION

Discretionary grants are one of the most important tools Metro has to influence land use in Los Angeles County without having direct land use authority. Metro's transit projects shape the geography of employment and housing, which can lead to decreased affordable housing stock and displacement. Thus, Metro should continue to take an active role in mitigating the externalities of development driven by transit investments. Strengthening the integration of Metro's TOC Policy with its Transportation Oriented Development (TOD) Planning Grant Program will encourage affordable housing production and preservation, and incentivize a more equitable distribution of benefits from transit investments.

Our recommendations amplify the guidelines of the fifth round of the TOD Planning Grant Program. We assessed the eligibility requirements and evaluation criteria for the regulatory document activity category, and propose modifications to the existing grant program that align with Metro's goal of promoting equity in transit oriented communities.

The grant program's requirements and evaluation criteria could be used to catalyze anti-displacement or affordable housing regulations in cities seeking funding. Metro could stimulate policy that protects communities and promotes sustainable development by making the implementation of specific regulatory structures a condition of grant funding and expanding the list of grant-eligible activities.

We also propose two trial grant programs: a Community Land Trust (CLT) Feasibility Study Grant and a Technical Assistance Grant. The former would provide Metro with valuable knowledge about CLT viability in Metro station areas and cultivate awareness about the ability of CLTs to support affordable housing goals. The latter would provide a stream of funding for municipalities needing additional assistance for grant applications or for innovative TOC-building projects.

4.2 RECOMMENDATIONS

4.2.1 EXPANDING THE DEFINITION OF TOCS

To encourage integrated planning and a comprehensive scope of TOC activities, Metro should expand the grant program's eligible project boundaries. Funding for transit-supportive regulatory documents, such as specific plans or EIRs, is available to the County of Los Angeles and all incorporated cities that control land use regulations if the project site is, as the TOD Planning Grant Program Guidelines dictate: "within a half-mile of Metro light rail, Metrolink stations and/or transitway/bus rapid transit stations and adjacent transit corridors in Los Angeles County"; and "within a half-mile of the existing, funded, planned (priority will be given to station area planning efforts that are nearer-term) Metro rail or bus rapid transit stations and/or adjacent transit corridors."[94] In our evaluation of the TOD Planning Grant and throughout our class-wide examination of TOCs, we find that a firm half-mile radius from a Metro station does not provide for fully-connected communities. Certain TOC activities, such as housing, should be concentrated within a half-mile of stations while other activities, such as first-last mile connections and complete streets, should be integrated throughout communities. If the TOD Planning Grant is to fund specific plans for TOCs, limiting those plans to a half-mile area may create silos, which ultimately do not align with the goals of TOCs. Metro will foster TOCs that are better integrated into the urban fabric by expanding the eligible project boundary from a half-mile to one mile.

4.2.2 GRANT GUIDELINE LANGUAGE

Metro's grant program's effectiveness is curtailed somewhat by insufficient information in the guidelines. For example, in the fifth round of the TOD Planning Grant in 2018, Metro required applicants to incorporate the ten characteristics identified in its Transit-Supportive Planning Toolkit as a resource (Appendix D.1). However, there is no information in the guidelines to inform applicants of how vital each characteristic is to transit-supportive planning. Affordable housing, for example, is marked as an important characteristic in the Transit-Supportive Planning Toolkit, but the grant guidelines do not specify the extent to which affordable housing should be incorporated into the grantee's project. In order to further incentivize affordable housing, the guidelines should support this priority with language that elucidates the agency's expectations and values.

Metro's program would be more effective if it contained improved and clarified language in its guidelines. Grantees are permitted to use grant funds for community outreach as well as third-party consultants and internal staffing costs. This allows cities that have limited planning resources to earmark grant funding for staffing to ensure that the grant-funded project is executed successfully. Although Metro lists staffing for grant administration as an eligible cost, the language in the guidelines lacks clarity. To ensure that smaller planning departments use this allowance, the guidelines should emphasize the importance of including sufficient administrative costs in the grant application.

94 "Transit Oriented Development Planning Grant Program Guidelines," Los Angeles County Metropolitan Transportation Authority, last modified March 1, 2018, https://media.metro.net/projects_studies/joint_development/images/Round_5_Guidelines.pdf

4.2.3 ANTI-DISPLACEMENT POLICIES

We propose adding "Screening Criteria" to the grant program, which differs from the Evaluation Criteria in that they are prerequisites for an applicant to be considered for the grant. We recommend that Metro include in the Screening Criteria the following two anti-displacement policies: [95,96]

- **Just Cause Eviction:** Under California's "no-fault" rental laws, landlords can end a renter's tenancy without reason by providing a 30 to 60 day notice. Just Cause Eviction Ordinance require landlords to prove a legally-identified reason for the eviction of tenants. Such ordinances typically provide a list of "just causes" or conditions under which tenants can be evicted, and outline how landlords are required to communicate with tenants and conduct evictions. The City of Los Angeles' Rent Stabilization Ordinance (RSO) has a just cause provision but this only applies to units that fall under the RSO.
- **Rent Stabilization:** These ordinances protect tenants from excessive rent increases, only permitting landlords to increase prices by a certain percentage annually. Rent stabilization only applies while a unit is occupied. Once a tenant vacates the unit, the landlord can raise the rent to market rate. Customarily, such ordinances only apply to buildings that received their certificates of occupancy before a specific date. In the City of Los Angeles, the RSO applies to units built before October 1978.

Mandating these policies ensures that municipalities that have existing or planned transit stations have a foundation of regulatory mechanisms that protects against displacement of low-income populations. However, requiring municipalities to have these policies in place can influence grant funding accessibility for different communities. For instance, the City of Los Angeles has made multiple efforts to improve housing affordability and supply, and foster transit oriented communities through policies such as Measure JJJ, rent stabilization, affordable housing linkage fees, and the proposed Home-Sharing Ordinance. Smaller municipalities, such as those in southeast Los Angeles County, may not have regulations that support affordable housing or guard against displacement.

Modifications to grant conditions must balance the need to incentivize effective regulations and the responsibility to avoid prohibiting certain communities from applying. Just Cause Eviction and Rent Stabilization Ordinances are two fundamental mechanisms of defense against displacement and they are comparatively more politically feasible than other policies. When these are paired, tenants are protected from unjust evictions by landlords wishing to inflate rents.

95 "Policy Tools Map," Urban Displacement Project, Accessed May 10, 2018, http://www.urbandisplacement.org/policy-tools-2

96 "Technical Memorandum: Housing Data and Policies to Guide PDA Investment and Growth Strategy Updates," Bay Area Metropolitan Transportation Commission, last modified October 7, 2016, https://mtc.ca.gov/sites/default/files/OBAG2_Housing_Policies_Guidance_October_2016.pdf

Metro should also consider providing further space in the evaluation criteria in which cities can describe their additional local regulations that protect low-income populations or support affordable housing. Applicants with more regulatory protections than the screening criteria require should be given additional consideration for grant awards. However, this section should be optional since these types of policies are often politically and technically difficult to implement. Such policies would include, but need not be limited to:

- **Affordable Housing Linkage Fees:** These are fees levied on a developer and placed in a fund used to support affordable housing. In order to establish linkage fees, cities must conduct a nexus study that finds the relationship between new commercial and market rate residential development and the need to increase supply of affordable housing.
- **Inclusionary Zoning:** This type of policy can require developers to set aside a percentage of housing units in new projects for low or moderate income tenants. Often these policies permit developers to build the affordable units on-or off-site, or pay an in-lieu fee into a local housing fund.

4.2.4 HOUSING OPPORTUNITY ZONES

We recommend adding the preparation of Housing Opportunity Zone (HOZ) plans and HOZ environmental documents to the list of eligible activities for grant funding. Metro may also consider stipulating that grant-funded HOZ plans require a specific percentage of affordable units to be set-aside to ensure that municipalities implement effective HOZ plans. SB 540 requires 50% and AB 73 requires 20% of units developed in HOZs to be affordable. Metro could implement a similar benchmark to its Joint Development goal of 35% affordable units. However, setting a minimum set-aside of affordable units may result in unintended outcomes. For example, a proposed 300-unit development with 30% affordable units would not meet the Joint Development threshold, but would add 90 affordable units to the station area. We recommend that Metro set an affordability threshold of not less than the 20% minimum required by AB 73, but allow sufficient flexibility in the HOZ planning requirements to support the largest possible addition of affordable housing within the HOZ. For more information on HOZs, please refer to Chapter 2.

4.3 RECOMMENDED TRIAL GRANT PROGRAMS

In addition to modifications to the existing TOD Planning Grant Program, we recommend that Metro initiate:

- A Community Land Trust (CLT) Feasibility Study Grant program for local jurisdictions
- A Technical Assistance Grant program

4.3.1 CLT FEASIBILITY STUDY GRANT PROGRAM

Forming and operating a CLT requires a strong community network and expansive knowledge of neighborhood dynamics and real estate conditions. We thus propose offering a temporary CLT research grant that provides cities with funding to study the feasibility of creating community land trusts near transit stations. This program would supply Metro and the awarded cities with a wealth of information regarding the viability of CLTs as a mechanism for providing permanent affordable housing within a station area. Program funding should be awarded to jurisdictions that demonstrate willingness and ability to work with community-based organizations to incorporate community land trusts and expand affordable housing in station areas. The following conditions in Table 4-1 may affect the feasibility of CLTs in a station area and thus are important considerations for municipalities to explore.

Table 4-1. Considerations Explored in a CLT Feasibility Study

Local Considerations	
Availability of land within a half-mile radius of transit stations for development	It would be important to research the stock of land available within a station area. In addition to city-owned land, this consideration includes Metro-owned land and developments available for acquisition through AB 1521. This information would be helpful to understand where to best incorporate CLTs and initiate development agreements with 501(c)(3) organizations.
Number of property owners within a half-mile radius of the station area	CLTs can provide more permanent affordable housing if parcel assemblage is streamlined. It would be difficult to negotiate with a large amount of property owners around the station area for jurisdictions interested in incorporating affordable housing.
Amount of existing affordable housing in a station area	Affordable housing preservation is as important a goal as creating new housing in a station area. Land designated for CLTs may qualify for a lower assessment valuation under AB 2818. This could help cities preserve affordable housing.
Amount of accessible affordable housing developers	It is important to understand how many developers would be willing to partner with a CLT to assess the difficulty of building affordable housing.
Quantity of Community Facilities in or near the station area	Facilities such as schools, churches, and recreational centers can provide free meeting spaces for the community planning process.
Policy and Planning Considerations	
Funding applicability	If land is located in a disadvantaged census tract, it may qualify for Affordable Housing and Sustainable Communities (AHSC) Program funding.
Number of existing affordable housing policies	Incorporating affordable housing is made easier when jurisdictions already have policies in place that would make concessions for new affordable housing development and density.

4.3.2 TECHNICAL ASSISTANCE GRANT

As Metro expands its service network, communities with incoming transit lines may need help preparing the regulatory structures needed to guide the growth of their station areas. Some of these communities, such as those along the proposed West Santa Ana Branch Transit Cooridor Project, may not have sufficient staffing to complete effective grant applications while managing their core tasks. Metro should thus offer funding for technical assistance in preparing grant applications. Crafting a successful grant application can be time-consuming, and the cumbersome process can prevent jurisdictions with smaller planning departments from applying for and obtaining funding. Providing resources for technical assistance would ease this burden and make TOD Grant funding more accessible to these municipalities.

In addition to grant application assistance, the proposed Technical Assistance Grant could also provide funding for TOD Planning Grant projects with large scopes of work, or for consulting contracts for other projects that support the goals of TOC, as defined by Metro. The Metropolitan Transportation Commission (MTC) in the San Francisco Bay Area offers both Planning Grants and Technical Assistance Grants to cities that have designated "priority development areas."[97] MTC's Planning Grants typically fund planning processes and EIRs, whereas the Technical Assistance Grants fund consultant work, contracted under MTC, to assist with a project. If Metro were to implement a similar program, it could ensure that critical TOC projects across Los Angeles County had the funds to be completed.

Although the TOD Planning Grant currently permits grant funding to be used for third-party consulting work or internal staff time, providing a separate funding stream would help smaller planning departments in particular, or offer additional assistance for large-scale, innovative projects. MTC's Technical Assistance Grant Program requires that "proposed projects must advance implementation of the relevant [specific] plan, or serve to initiate a new or updated planning process."[98] Since Metro already funds planning processes through its TOD Planning Grant, a Technical Assistance Grant program could be reserved for implementation of TOC plans or policies.

4.4 ALIGNMENT WITH THE EQUITY PLATFORM FRAMEWORK

The recommendations in this chapter conform to Metro's recently-adopted Equity Platform Framework (EPF), particularly with the third "pillar," which addresses gentrification, displacement, and affordable housing through the agency's Long Range Transportation Plan. By implementing these recommendations, Metro would encourage municipalities to produce better housing outcomes along transit routes for the agency's disadvantaged, underrepresented riders. Through the CLT Feasibility Study, Metro would also partner with these jurisdictions to explore an alternative method of preserving and creating affordable housing in station areas, which is part of the third pillar of the EPF.[99]

97 "PDA Technical Assistance Program," Bay Area Metropolitan Transportation Commission, Accessed April 21, 2018 2018, https://mtc.ca.gov/sites/default/files/PDA_Technical_Assistance_Application_Cycle_7.pdf

98 Metropolitan Transportation Commission, "PDA."

99 "Agenda Item 33: Metro Equity Platform Framework," Los Angeles County Metropolitan Transportation Authority, February 15, 2018, https://boardagendas.metro.net/board-report/2017-0912/

4.5 SUMMARY

As one of Metro's most powerful tools to shape land use, discretionary grants can help Los Angeles County jurisdictions create transit-supportive regulations and prevent displacement. With its TOC Policy and newly-approved Equity Platform Framework, making anti-displacement policies a condition of funding further establishes Metro's commitment to equitable development and land use practices. Other recommendations included in this chapter expand incentives for affordable housing within station areas, and provide financial and technical assistance to jurisdictions that otherwise would not have the means to apply for grant funding and/or take procedural steps to foster TOCs.

Metro lacks authority to demand that cities build affordable housing or establish community land trusts. However, the county's transit investments and commitment to transit-oriented land use, demonstrated by Measure M and JJJ, encourages communities to shape themselves around existing and emerging transit stations. Metro's discretionary grants can guide this development and growth by incentivizing diverse housing options and protecting households vulnerable to displacement.


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APPENDIX D: DISCRETIONARY GRANT OPPORTUNITIES

D.1 TRANSIT-SUPPORTIVE PLANNING TOOLKIT CHARACTERISTICS

Table D-1 includes the characteristics from the Transit-Supportive Planning Toolkit mentioned in the Grant Guideline Language section of Chapter 4. The following characteristics are necessary to understand what Metro would require from grant applicants.

Table D-1. Transit-Supportive Toolkit Characteristics

Characteristic	Description
Compact Design	Reduces travel distances, improves mobility, and creates more automobile-independent environments within a quarter or half a mile from a transit facility.
Complete Neighborhoods	Engender access from housing to neighborhood amenities such as retail and commercial destinations.
Street and Network Connectivity	Creation of well-connected streets to bring destinations closer together, reduce travel distances, and improve access to active transportation users.
Site Layout, Parking Placement, and Building Design	Creation of street walls make for better walkable environments and more pedestrian access by reducing curb cuts, driveways, and service entrances.
Affordable Housing	Improves accessibility to employment, health care, and education opportunities while reducing commuting costs for low-income households. Would require partnerships with developers and local government.
Commercial Stabilization, Business Retention and Expansion	Protects and encourages existing small local businesses that serve transit riders and local residents by increasing access to neighborhoods.
Transit Prioritization, Accessibility, and Area Design	Prioritizes transit and non-motorized transportation modes. Improvements make travel more comfortable and convenient.
Parking Management	Can improve urban form through reducing needed parking supply, thus increasing sidewalk width and bicycle networks.
Transit Demand Management	Makes transit use more efficient by introducing programs that would increase ridership, land use, and reduce road and parking congestion.
Pedestrian and Bicycle Circulation	Improving the safety and experience for active transportation users in communities.

CONCLUSION

Metro is expanding transit service across Los Angeles County. Metro helps shape the communities it serves -- adoption of Metro's Transit Oriented Communities (TOC) Policy signals that the agency's scope goes beyond providing transportation. This report recommends policies to make Metro station areas more transit-supportive and to increase the amount of affordable housing within station areas.

After analyzing Metro Rail and Busway station areas, we develop a typology of station areas based on characteristics including density and built form. Each station area type may be made more transit-supportive through infrastructure and land use policy interventions, which we recommend for each station type.

In addition, the production and preservation of affordable housing within station areas is a key component of equitable TOCs. Housing Opportunity Zones (HOZs) and Community Land Trusts (CLTs) can create long term and permanent affordable housing opportunities for disadvantaged and vulnerable populations near transit. New state legislation empowers Metro to collaborate with land use authorities to increase the production of affordable housing within station areas through HOZs. Metro can also play an important role in developing CLTs, which emphasize property ownership through community governance. A CLT Pilot Program presents an opportunity for Metro to engage residents, stakeholders, and key partners to create and foster transit oriented communities within its station areas.

Furthermore, Metro can align its TOC goals with the TOD Planning Grant Program by incentivizing local municipalities to adopt land use policies that enable TOCs within their jurisdictions. Our recommendations position Metro to encourage municipalities to adopt equitable housing policies by adding additional screening criteria to the grant application. Metro can also collaborate with small municipalities and aid them in creating their vision of TOCs, through the introduction of a Technical Assistance Grant program. Through a CLT Feasibility Study Grant program, Metro can support municipal exploration of CLTs as a strategy to increase affordable housing and innovate equity driven transportation, land use, and housing policies throughout the region.

The findings in this report demonstrate promising opportunities to increase TOC in all types of Metro station areas. We hope Metro considers the recommendations in this report as the agency works with partners across the region to foster TOCs within Los Angeles County.

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Comprehensive
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June 2018

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