

Appendix A: Case Studies

Ten Years of TLC

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

EastLake Streetscape Improvements

Oakland, Alameda County



AFTER



BEFORE

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

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

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

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

--Jose Macias, Local
Restaurant Owner and
President of ELMA

Project Funding Sources

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

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

Meeting TLC Goals

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

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

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



project as design and construction proceeded.

Organizing a low-income, diverse, immigrant population was challenging. Urban Ecology, EBALDC and the

City often struggled to

attract residents to planning workshops and community meetings.

However, as Public Works project manager Calvin Hao remembered, “Working with dedicated people [at EBALDC] who spoke the language established our credibility among a population that often distrusts government initiatives.”

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

Enhance a community’s sense of place and quality of life

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

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

“The streetscape project showed [the City] that something was already going on in the area. It was particularly helpful because it provided a pedestrian connection to the park.”

-Theresa Navarro-Lopez, Urban Analyst Redevelopment Division, City of Oakland Community and Economic Development Agency

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

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

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

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

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

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

Table 1. Project Area Sales Tax Revenues

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

Table 2. “Before” and “After” Pedestrian and Bike Counts

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

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

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

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

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

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

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

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

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

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

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

Table 3. AC Transit Ridership: System and EastLake Area

	2003-04	2006-07	Change between 03-04 and 06-07
AC Transit System Total Passengers	64,690,206	66,962,700	3.51%
EastLake Area Ons and Offs	4,277	4,193	-1.96%
EastLake Area Ons	2,123	2,222	4.66%
EastLake Area Offs	2,154	1,971	-8.50%
Systemwide data collected in fiscal years 2003-04 and 2006-07; EastLake data collected in summer and fall of 2003 and December 2006-June 2007			
Definitions:			
Total passengers: Total of all adult, youth and student, senior and disabled, inter-operator paid transfer, and non-revenue boarding.			
On: Total number of boarding passengers at the stop listed for the route in that direction for the day type indicated			
Off: Total number of alighting passengers at the stop listed for the route in that direction for the day type indicated			
EastLake Area: AC Transit stops on the following routes/locations: Routes 11, 40/40I, 43, 82/82L, and 801			
Sources: AC Transit and MTC			

Lessons Learned

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

EastLake Case Study: Data Collected

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

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



Monterey Street Streetscape Improvements

Gilroy, Santa Clara County

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

"The streetscape improvements were the first visible sign that something could be done downtown."

--Gregg Polubinsky,
Gilroy City Planner

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

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

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



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

Project Funding

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

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

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

Meeting TLC Goals

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

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

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



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

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

The TLC project has attracted new developers and encouraged existing property owners to touch up their storefronts.

“I tore down my old building and built a new one in support of the [streetscape] project. It’s a lot more pleasant to be downtown.”

-- Owner of Vacuum Center, Monterey Street between 5th and 6th Streets.

Developers have been surprised at the high prices that new buildings can command. Some

buildings are still vacant, in part because the older structures are unreinforced masonry, a historical legacy that Gilroy is addressing with a new incentive program for retrofitting buildings by 2009. Overall, however, downtown’s economic situation is on the upswing.

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

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

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



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

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

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

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

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

Enhance a community’s sense of place and quality of life

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

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

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

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

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

--Pedestrian on Monterey Street

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

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

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

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

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

Lessons Learned

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

Monterey Street Case Study: Data Collected

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

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

Caltrain Weekly Passenger Boardings

	Feb. '95	Mar. '96	Feb. '97	Feb. '98	Feb. '99	Feb. '00	Feb. '01	Feb. '02	Feb. '03	Feb. '04	Feb. '05	Feb. '06	Feb. '07
Gilroy Station	198	182	300	394	420	468	569	421	357*	226	210	141	144
Annual Change		-8.1%	65.1%	31.1%	6.7%	11.4%	21.6%	-26.0%	-15.2%	-36.6%	-7.3%	-32.7%	1.7%
Caltrain System	20062	21419	25197.8	27062.2	26634	30186.2	34220.4	29658.8	26107	24546.6	27331.4	30792.8	32540.6
Annual Change		6.8%	17.6%	7.4%	-1.6%	13.3%	13.4%	-13.3%	-12.0%	-6.0%	11.3%	12.7%	5.7%

**Highway 101 widening from two to four lanes completed*



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

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

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

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

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

Project Funding Sources

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

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

Meeting TLC Goals

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

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

The Richmond BART/Amtrak station is a hub not only for BART and Capital Corridor service, but also for AC Transit and Golden Gate Transit buses. The Intermodal Transit Station and Nevin Walkway/Plaza projects have improved the community’s access to bus and rail by making it easier and safer for pedestrians and bicyclists to access the station.

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

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

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

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

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

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

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

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

Source: BART

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

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

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

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



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

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

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

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



Pedestrians wait for the bus outside the Intermodal Transit Station

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

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

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

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

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

Lessons Learned

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

¹ WCCTAC, “Richmond MetroWalk Resident Survey Summary,” March 2006.

Richmond Case Study: Data Collected

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

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



Main Street Pedestrian Corridor and Transit Center Links

San Mateo, San Mateo County

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

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

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

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

Project Funding Sources

Funding awarded: FY 1999-2000 cycles

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

Meeting TLC Goals

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

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

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

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

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

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

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

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

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



Metropolitan condominiums

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

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

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

Table 1. Samtrans Daily Ridership

	May 1999	May 2007	Percent Change, 1999-2007
Route 250*	1,437	1,676	16.6%
System	64,452	50,176	-22.1%
*For Route as a whole. Previously Route 43N. Source: Samtrans			

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

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

Table 2. Caltrain Weekly Passenger Boardings

STATION	Feb. '02*	Feb. '03	Feb. '04	Feb. '05	Feb. '06	Feb. '07
San Mateo	1,302	1,084	1,004	1,062	1,238	1,300
Annual Change	-6.3%	-16.7%	-7.4%	5.8%	16.6%	5.0%
All Caltrain Stations	29,659	26,107	24,547	27,331	30,793	32,541
Annual Change	-13.3%	-12.0%	-6.0%	11.3%	12.7%	5.7%

*Construction completed in late 2002
Source: Caltrain

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

San Mateo’s downtown improvements also likely helped increase public transportation ridership. Daily ridership on Samtrans Route 250, which serves downtown San Mateo and Foster City, has increased slightly since the late 1990’s, while overall Samtrans ridership has decreased with the dot-com bust and other external events (Table 1). Since the project was

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

Enhance a community’s sense of place and quality of life

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



vibe, with more young people”

The area attracts thousands of additional residents and visitors for community- and city-sponsored events. Every year,

the Main Street area hosts the Downtown Merchant’s Association’s wine walk and non-profit Asian-American and Italian festivals. A few blocks away in Central Park, the City co-sponsors annual free Shakespeare festivals and a summer music series.

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

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

Initially, the project inspired some community opposition. In 1999 and 2000, several local merchants filed lawsuits about the environmental review process for the cinema and the use of Redevelopment Agency money to fund the new parking garage. The lawsuits were settled in the City’s favor, and once the project

was finished, most of those who had challenged it agreed that the changes had improved downtown. One of the initial opponents told MTC that he now thinks the project should have been more ambitious. “It’s better than it was, but not as good as it should have been,” the business owner said.

Lessons Learned

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

Downtown Santa Rosa Pedestrian Linkages

Santa Rosa, Sonoma County

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

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

"There are three competitive business entities [in Downtown Santa Rosa]: downtown, Railroad Square, and the mall. It's really hard to get everyone together. Anything that gets people from the east side to the west side is positive."

--David Sussman, Owner of Gado Gado International on 4th Street

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

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



Project Funding Sources

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

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

Meeting TLC Goals

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

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

“When you’re seeking private investment, people appreciate seeing evidence of public investment. It’s great to be able to show potential investors and developers that there is a public commitment to physical improvements.”
--Ken MacNab, Senior Planner, Santa Rosa Advance Planning & Public Policy

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

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

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

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

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



New Development in Railroad Square: 4th & Davis Offices

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

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

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

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

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

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

Enhance a community’s sense of place and quality of life



The Historic Railroad Square Association, a merchants’ association that co-sponsored the TLC grant applications with the City of Santa Rosa and CityVision, celebrated the opening of the improved Fourth Street undercrossing in 2001 by launching two annual events. The Association celebrates the district’s historic buildings in August with Heritage Days, and draws even more crowds with a

Halloween festival called Railroad Scare. According to Linda Angel, president of the Association, the events “started with the opening of the underpass because it made it easier for the public to get to the west side of town.”

“I think the benefits have been . . . intangible, but very positive. The . . . MTC improvements show that Railroad Square and the city care about the area and are willing to make investments to the infrastructure. This was a tremendous morale booster and has given us a sense of pride.”

--Dee Richardson, Secretary of Railroad Square Association, Past president of City Vision

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

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

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

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

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

Santa Rosa Case Study: Data Collected

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

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

Lessons Learned

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

