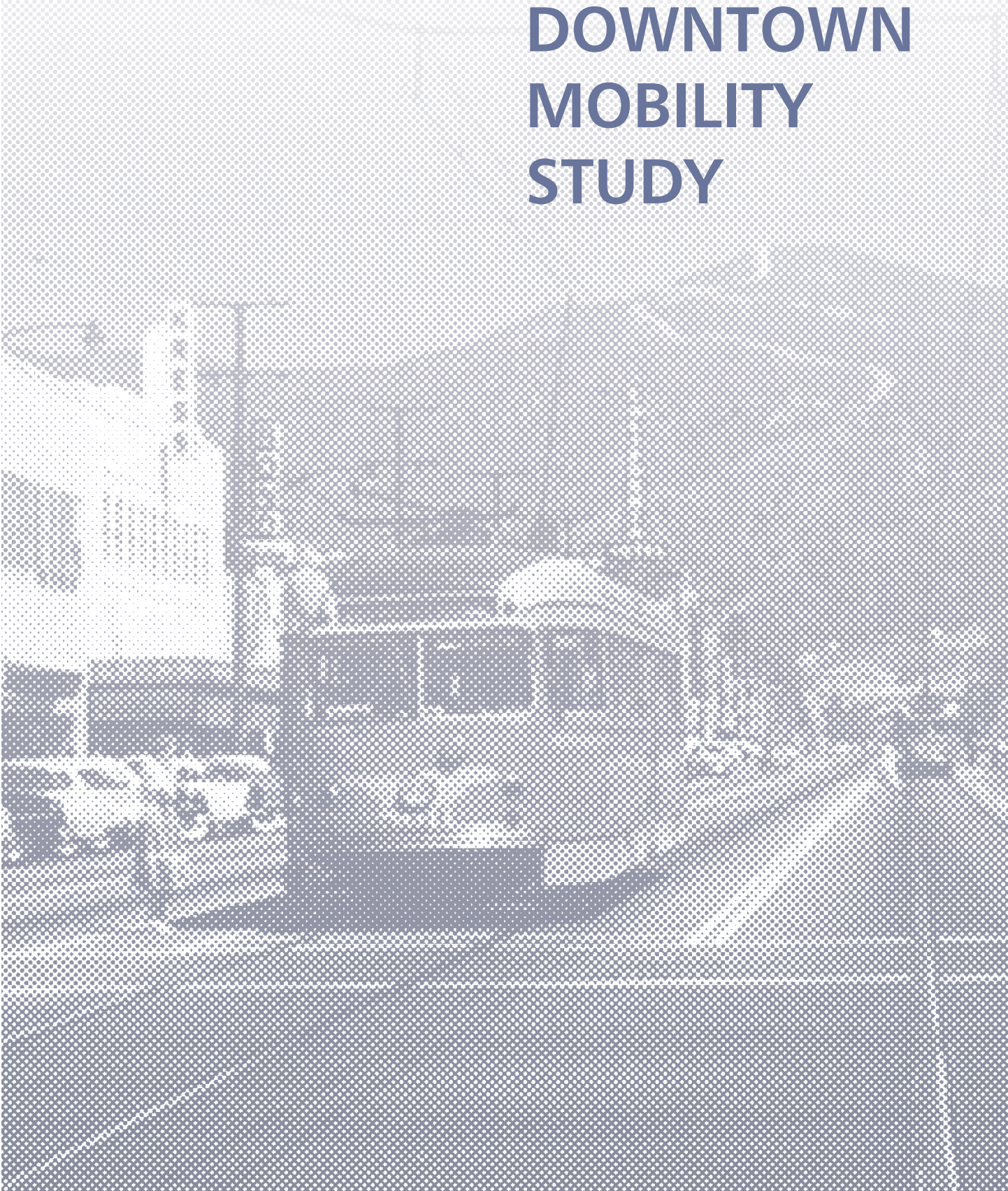


GLENDALE DOWNTOWN MOBILITY STUDY



GLENDALE
DOWNTOWN
MOBILITY
STUDY

CITY OF GLENDALE, CALIFORNIA



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TRANSPORTATION AND PARKING COMMISSION

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Carvel Gay
Onnik Mehrabian
Aram Sahakian
Ruby Sulayan

GLENDALE DOWNTOWN MOBILITY STUDY TIMELINE

- 03.06.2007** City Council adopts *Downtown Mobility Study*
- 02.21.2007** Draft Final Recommendations presented to Joint Planning Commission and Transportation and Parking Commission
- 02.13.2007** Draft Final Recommendations presented to City Council
- 01.16.2007** Draft Final Recommendations presented to City Council
- 01.11.2007** Draft Recommendations presented to Downtown Merchants Association Board Members
- 09.28.2006** Draft Recommendations presented to Glendale Chamber of Commerce
- 09.28.2006** Draft Recommendations presented to Glendale Transportation Management Associates
- 09.12.2006** Draft Recommendations presented to City Council
- 08.08.2006** Draft Recommendations presented to City Council
- 06.27.2006** Draft Recommendations presented to Glendale Transportation Management Associates
- 06.26.2006** Draft Recommendations presented to Transportation and Parking Commission and Downtown Specific Plan Advisory Group
- 06.07.2006** Presentation to Northwest Homeowners Association (DSP and *Downtown Mobility Study*)
- 06.05.2006** Presentation to Glendale Homeowners Coordinating Council (DSP and *Downtown Mobility Study*)
- 06.05.2006** Workshop with Downtown Specific Plan Advisory Group (preliminary concepts)
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- 04.20.2006** Presentation to Brokers Roundtable (existing conditions and concerns)
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INTRODUCTION

A growing, vibrant downtown is critical for any city's economic vitality and high quality of life. However, it is often assumed that growth will be accompanied by increased traffic and parking demand that impacts the quality of life of the whole community. This *Downtown Mobility Study* challenges that assumption. The recommendations made here are designed to manage traffic congestion, to encourage the use of alternative modes, and to support the *Downtown Specific Plan* (DSP) goal to create a multi-modal and pedestrian-oriented district.

This *Downtown Mobility Study* fulfills the requirement of the *Downtown Specific Plan* (adopted by City Council on 11/7/06) for a comprehensive Mobility Program. As required by Council, this study includes:

- ◆ A program for adjusting the local and regional transit services to meet the street typology outlined in the DSP;
- ◆ A parking management program to maximize the efficiency of downtown public parking amenities;
- ◆ A capacity enhancement and freeway access improvement program for designated "auto streets;" and
- ◆ A funding and implementation schedule.



1.1 VISION AND GOALS

1.1.1 VISION STATEMENT

The *Downtown Mobility Study* will enable Glendale to realize the vision outlined in the *Downtown Specific Plan*. It aims to create an efficient, pleasant, multi-modal downtown transportation system that supports economic vitality, decreases traffic congestion, and creates a vibrant pedestrian-friendly environment.



Glendale is moving towards a mixed use, multi-modal downtown.

1.1.2 DOWNTOWN MOBILITY STUDY GOALS

The *Downtown Specific Plan* provides a unique opportunity to control traffic impacts of new development by concentrating development in the downtown area and implementing policies and infrastructure improvements that manage travel demand. The *Downtown Mobility Study* builds on this by providing a toolbox of strategies for minimizing the impact of downtown development on the accessibility, mobility, and livability of Glendale.

Key goals of the *Downtown Mobility Study* include:

1. Manage traffic congestion and parking demand downtown through a combination of infrastructure improvements and policies that encourage the use of alternative modes for travel to and within downtown.
2. Increase the percentage of trips made on transit by improving the quantity and quality of transit service: making transit a fast, reliable, and attractive option.
3. Manage parking supply and demand downtown to ensure that a growing downtown does not impact residential neighborhoods and to generate revenue for downtown area improvements.
4. Improve the coordination of Glendale's on-street and off-street parking policies with its transportation demand management strategies.
5. Increase the percentage of trips made by walking and biking through infrastructure improvement and new programs and policies that make walking and biking downtown easy, safe, and enjoyable.
6. Manage right of way to improve movement of people rather than just moving vehicles.
7. Develop financing strategies that allocate the cost of improvements appropriately to new and existing development and to the people who live, work, and visit downtown.

1.2 DOWNTOWN MOBILITY STUDY HISTORY AND CONTEXT

1.2.1 THE DOWNTOWN SPECIFIC PLAN (DSP)

The planning process for the *Downtown Specific Plan* began in 2004 with the goal of accommodating anticipated growth in Glendale's population while maintaining and enhancing the character and livability of existing downtown "districts" and other neighborhoods.

Glendale must meet regional housing allocations of the Southern California Association of Governments (SCAG) in order to receive its regional transportation allocations. If SCAG's projected growth and required residential units are not accommodated downtown via the DSP, they will have to be built elsewhere in the City, in existing neighborhoods. Developing downtown puts density where it can be managed. If accompanied by effective transportation policies, this strategy will best protect quality of life in growth areas and the rest of Glendale.

Based on the *Downtown Specific Plan*, it is projected that approximately 3,980 new residential units and up to a total of 1.7 million square feet of retail/office use will be developed, and that approximately 3,390 jobs will be generated in the DSP area.¹

The *Downtown Specific Plan* (DSP) establishes a clear vision for the future of downtown:

Downtown Glendale will be an exciting, vibrant urban center which provides a wide array of excellent shopping, dining, working, living, entertainment, and cultural opportunities within a short walking distance.

The DSP envisions downtown Glendale as a vibrant, mixed-use, 24-hour place that is increasingly a unique and attractive destination to work, live, and visit. The *Downtown Mobility Study* was initiated in 2005 in recognition of the intrinsic relationship between transportation and land use planning.

Downtown Mobility Study: Supporting the Implementation of the DSP

The *Downtown Mobility Study* works synergistically with the *Downtown Specific Plan*. Not only will the *Downtown Mobility Study* help downtown grow without significantly increased congestion, the growth envisioned by the DSP will create an ideal environment to implement a coordinated multi-modal transportation system with higher use of alternative modes. For example, transit thrives in a dense environment which means Glendale's existing transit network will be in a good position to expand and

¹ Glendale *Downtown Specific Plan* Program EIR, adopted by Glendale City Council in November 2006, p. 1-1.

grow stronger in a new downtown that is more dense. Such places have lower car ownership and higher density housing near jobs and entertainment and can result in up to 50% fewer auto trips than suburban housing. The *Downtown Mobility Study* will support the DSP, and the DSP will enable the *Downtown Mobility Study* to succeed.

The *Downtown Mobility Study* supports the enactment of the *Downtown Specific Plan* specifically by:

1. Supporting and promoting programs and projects that enhance downtown's access via regional transit.
2. Providing guidance for a downtown streetscape plan, to guide improvements such as enhanced lighting, street landscaping, crosswalks, and signage.
3. Providing guidance for an integrated way-finding system that addresses pedestrian and vehicular orientation to particular locations within the downtown, as well as to/from the downtown.
4. Providing direction for establishing one or more than one specialized funding mechanisms that appropriately allocate the cost of improvements to new and existing development downtown.

1.2.2 RELATIONSHIP TO OTHER PLANS

The *Downtown Mobility Study* coordinates and integrates with other current and upcoming studies, such as:

- ◆ The *Downtown Specific Plan* and the *Downtown Specific Plan EIR*, as discussed above.
- ◆ The *Beeline Short Range Transit Plan (SRTP)* which has been developed simultaneously with the *Downtown Mobility Study*. The two plans are designed to coordinate their transit operations recommendations. Implementation of the *Downtown Mobility Study's* transit recommendations are dependant on implementation of the *Citywide Short Range Transit Plan*.
- ◆ The *East-West Connector Study* which will examine the options for adapting Glendale's MTA service to connect with Burbank and Pasadena to simultaneously serve as the primary cross-town connector for local Glendale trips.
- ◆ The next *General Plan* Circulation Element update should be informed by this *Downtown Mobility Study*. The recommendations made here are for downtown only, however many of the concepts have applicability citywide and therefore should be considered when the City undertakes the next update of its Circulation Element.
- ◆ Future studies that will be needed to finalize freeway access improvements that will require coordination with Caltrans.
- ◆ Other studies needed to implement some of the *Downtown Mobility Study* recommendations, as discussed in Chapter 8 (Implementation Plan).

Public Outreach and Community Involvement

Throughout the planning process, the City and consultant project team sought to hear which transportation and parking issues were most pressing from the perspective of Glendale's City Council, downtown stakeholders, merchants, community leaders, residents and the general public. As noted below, the project team made 14 presentations to solicit feedback from these stakeholders:

04.19.2006 – Presentation to Developers Roundtable (existing conditions and concerns)

04.19.2006 – Presentation to Downtown Merchants Association (existing conditions and concerns)

04.20.2006 – Presentation to Brokers Roundtable (existing conditions and concerns)

05.22.2006 – Parking workshop with Downtown Specific Plan Advisory Group

06.05.2006 – Presentation to Glendale Homeowners Coordinating Council (*DSP* and *Downtown Mobility Study*)

06.05.2006 – Workshop with Downtown Specific Plan Advisory Group (preliminary concepts)

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09.28.2006 - Draft Recommendations presented to Glendale Transportation Management Associates

01.11.2007 – Draft Recommendations presented to Downtown Merchants Association Board Members

1.3 EXISTING AND FUTURE CONDITIONS

The *Downtown Mobility Study* recommendations are based on a thorough review of existing conditions in downtown Glendale, as well as pending and proposed downtown development projects. In addition, the recommendations were developed after a comprehensive review of transportation and parking management best practices, technology, and surveys of cities comparable to Glendale. Finally, all recommendations were tailored to Glendale's unique needs based on a review of adopted community goals and stakeholder input. The recommendations are designed not only to support the DSP, but also to address existing needs for improved access and circulation within downtown Glendale. Key influences on this *Study* are described here.

1.3.1 TRANSPORTATION CONTEXT AND TRAFFIC CONDITIONS

Glendale's Position in the Region

A critical factor in the design of the study was Glendale's position as a regional shopping and employment destination in the heart of the L.A. basin. Bound on three sides by major regional freeways, its downtown streets are already affected by regional traffic congestion. Identifying strategies to improve freeway access and regional connectivity played a critical role in the *Downtown Mobility Study*, particularly identifying actions the City alone can take as well as steps that necessitate regional advocacy and funding.

Traffic Conditions

Based on the City's traffic model, Figure 1-1 shows current estimated PM peak hour traffic volumes on key streets in downtown Glendale. (See text box on next page for explanation of how to read these maps). As might be expected, streets connecting directly to the freeways (such as Pacific Avenue, Brand Boulevard, Glendale Avenue, and Central Avenue) carry the heaviest volumes of traffic. On these streets, such as Brand Boulevard, traffic volumes also climb significantly in the blocks closest to the freeway.

These few streets that cross the freeways must provide both access to freeways and cross-town transit routes. This means that motorists and transit riders on cross-town trips, with no wish to use the freeway, may nonetheless find themselves caught up in congestion at these spots.

Traffic is projected to deteriorate significantly in the future if the City takes no action. Projected traffic volumes for the year 2030 are shown in Figure 1-2. Poor traffic conditions (LOS E or F) are predicted to occur throughout downtown, rather than being isolated around the freeway access points.

The *Downtown Specific Plan* is projected to improve future conditions on some street segments, as shown in Figure 1-3. The DSP concentrates new residents in compact, mixed-use development downtown. Residents will be within walking distance of many destinations which decreases the need to drive, and the pedestrian-friendly environment the DSP creates further encourages the use of alternative modes.

To address the remaining congestion, the City has planned some limited street capacity enhancements. Future conditions with capacity enhancements, as predicted by the City's traffic model, are shown in Figure 1-4. (These enhancements are fully described in Chapter 3.)

The capacity enhancements are projected to help relieve congestion on some downtown streets; however, future traffic conditions are still projected to be poor, with many streets still severely congested (Level of Service E or F). The purpose of this *Downtown Mobility Study* is to begin to address this remaining congestion. Implemented together, the recommendations in the *Downtown Mobility Study* are expected to reduce drive alone traffic in the downtown area by up to 15% below projected future traffic without implementation of these programs. This conservative estimate is based on results in other cities, scaled to the conditions in Glendale (see Figures 1-5 through 1-9).

Downtown Mobility Study **Approach to Managing Traffic**

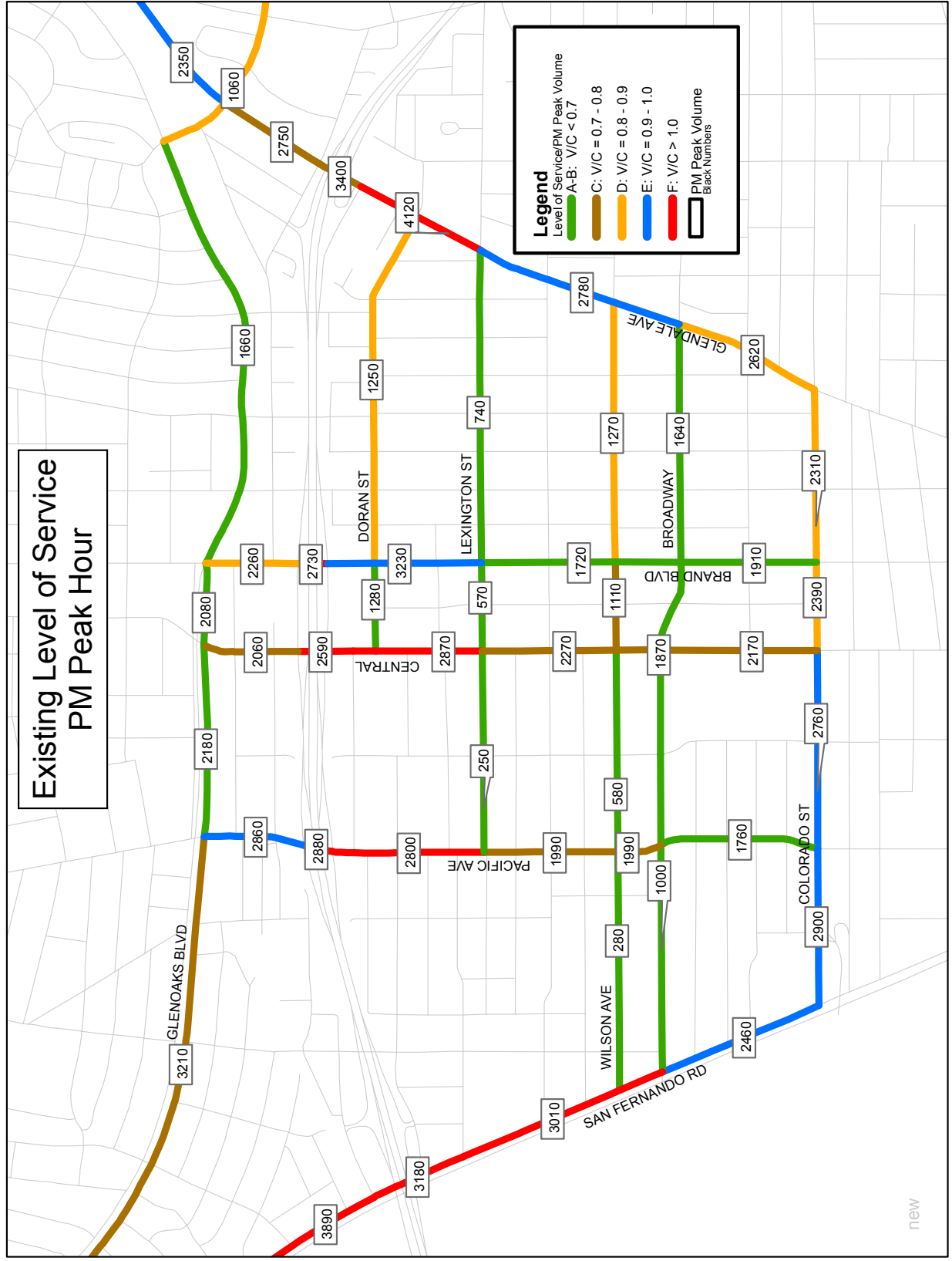
Distinct from traditional traffic accommodation strategies, which envision ever widening roadways as a means to accommodate demand, the *Downtown Mobility Study* aims to manage traffic primarily by reducing car trips. There is little room left in Glendale for widening streets without taking steps that would have a significant negative impact on existing businesses and residents. In addition, widening roads to improve traffic flow can undermine the use of other modes, by reducing space for sidewalks, making the walking environment less pleasant, eliminating street parking, and decreasing the pedestrian- and bike-friendliness of the downtown. Eventually, this path will lead to a "freeway environment" downtown, useful only to people "passing through." Further, the high cost of many roadway enhancements, especially freeway access improvements makes their short term implementation unlikely.

For these reasons, capacity enhancements are recommended only where policy changes alone will not be enough to influence congestion and are applied in places where demand is concentrated, and opportunities exist for improving capacity without significant

How to Read the LOS Maps (Figures 1-1 to 1-4)

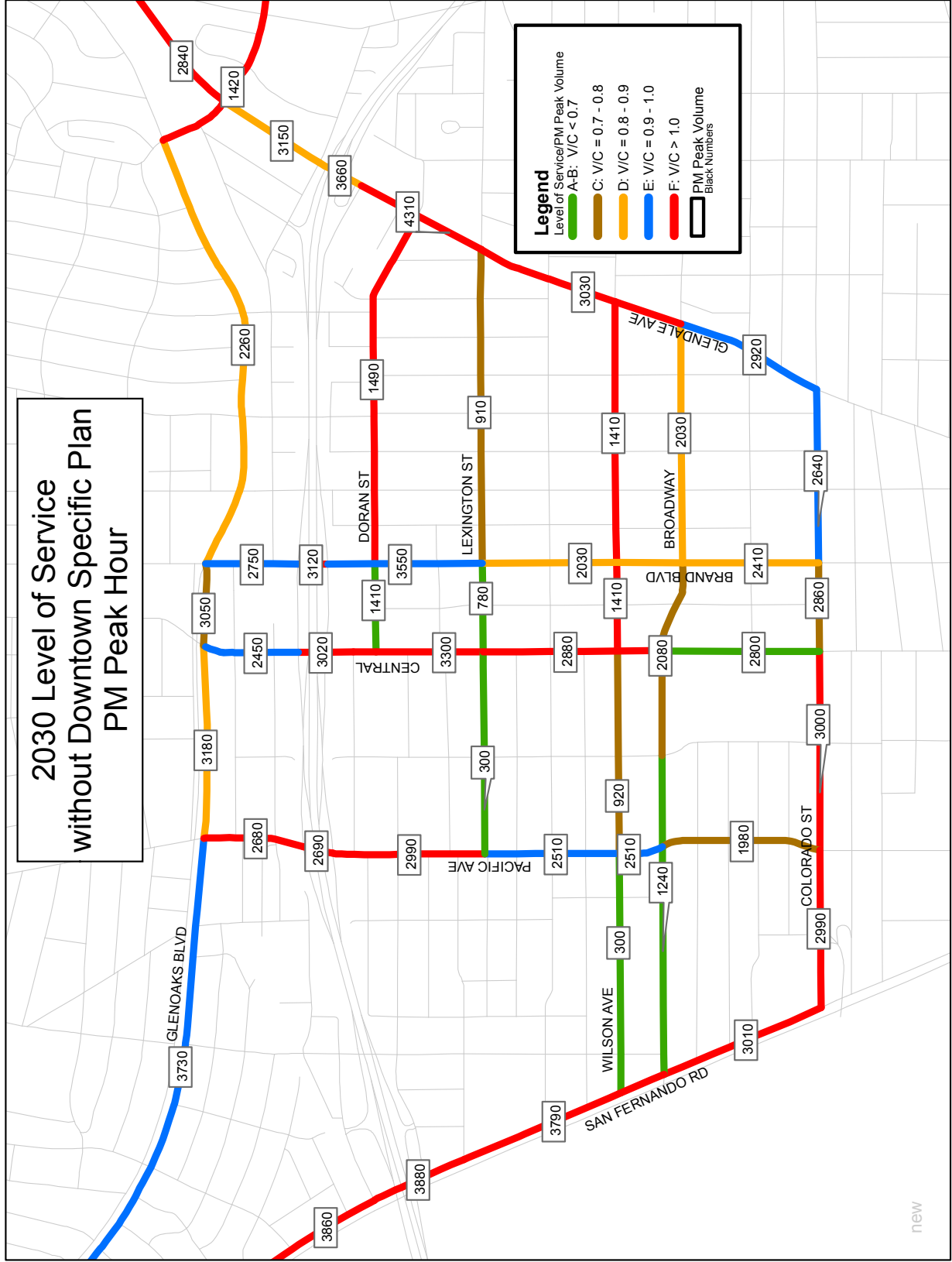
The following series of maps illustrate estimated current and future traffic conditions. They were created by the City of Glendale through the use of a traffic model which predicts how many cars travel down that street segment during the PM peak hour. The actual volume of cars on each street is indicated by a black number in a box. Based on how this volume of cars compares to the capacity of that street segment, each street segment is assigned a Level of Service (LOS) "grade" of "A" (best) through "F" (worst). Each "grade" is assigned a color as shown in the maps: A is green and F is red. The legend of each map shows the grade, its color, and corresponding volume/capacity (or "V/C") ratio.

Figure 1-1 Existing Level of Service (LOS) - PM Peak Hour



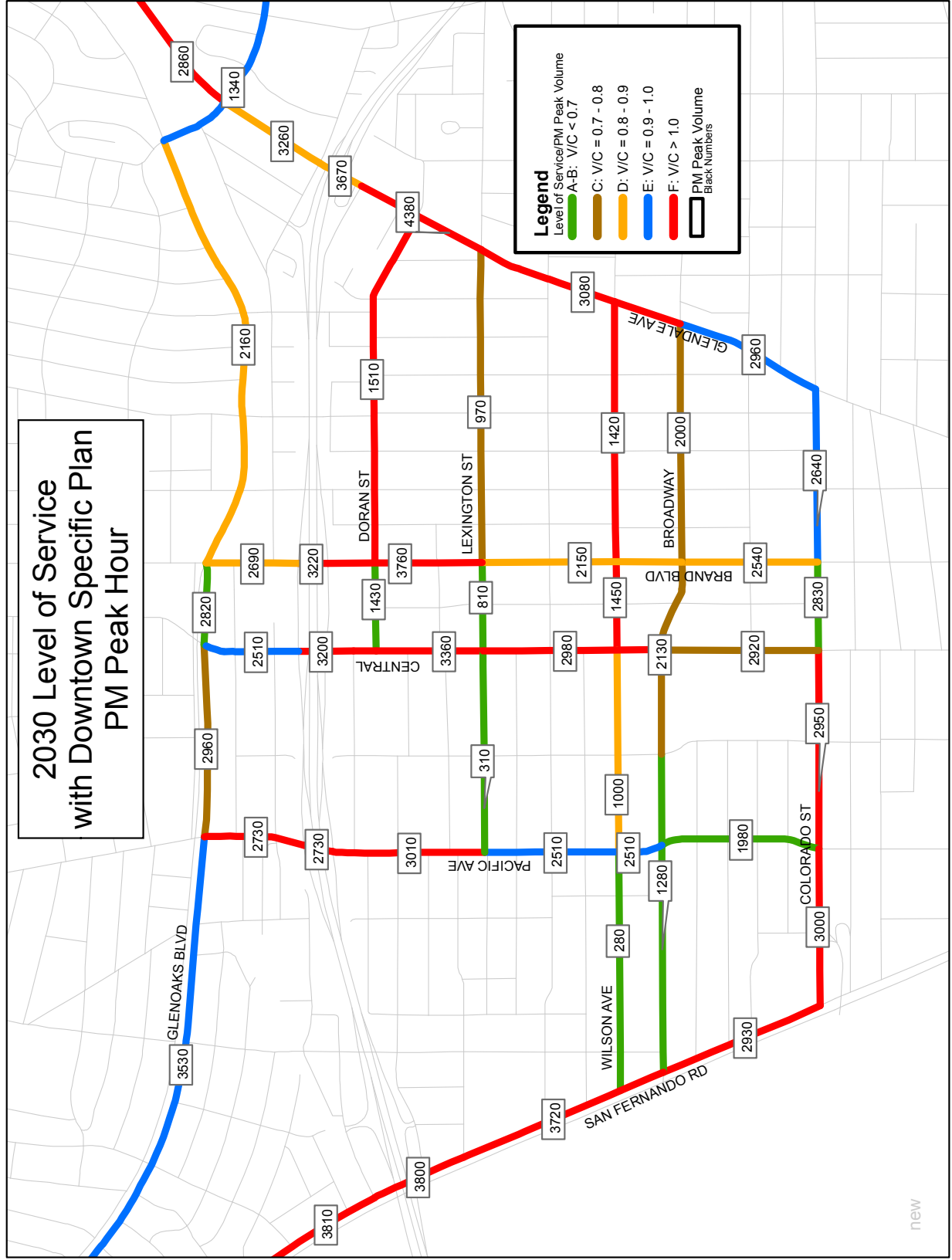
Source: City of Glendale, Department of Public Works, Traffic & Transportation Division (1/18/07)

Figure 1-2 2030 Level of Service (LOS) without Downtown Specific Plan (DSP) - PM Peak Hour



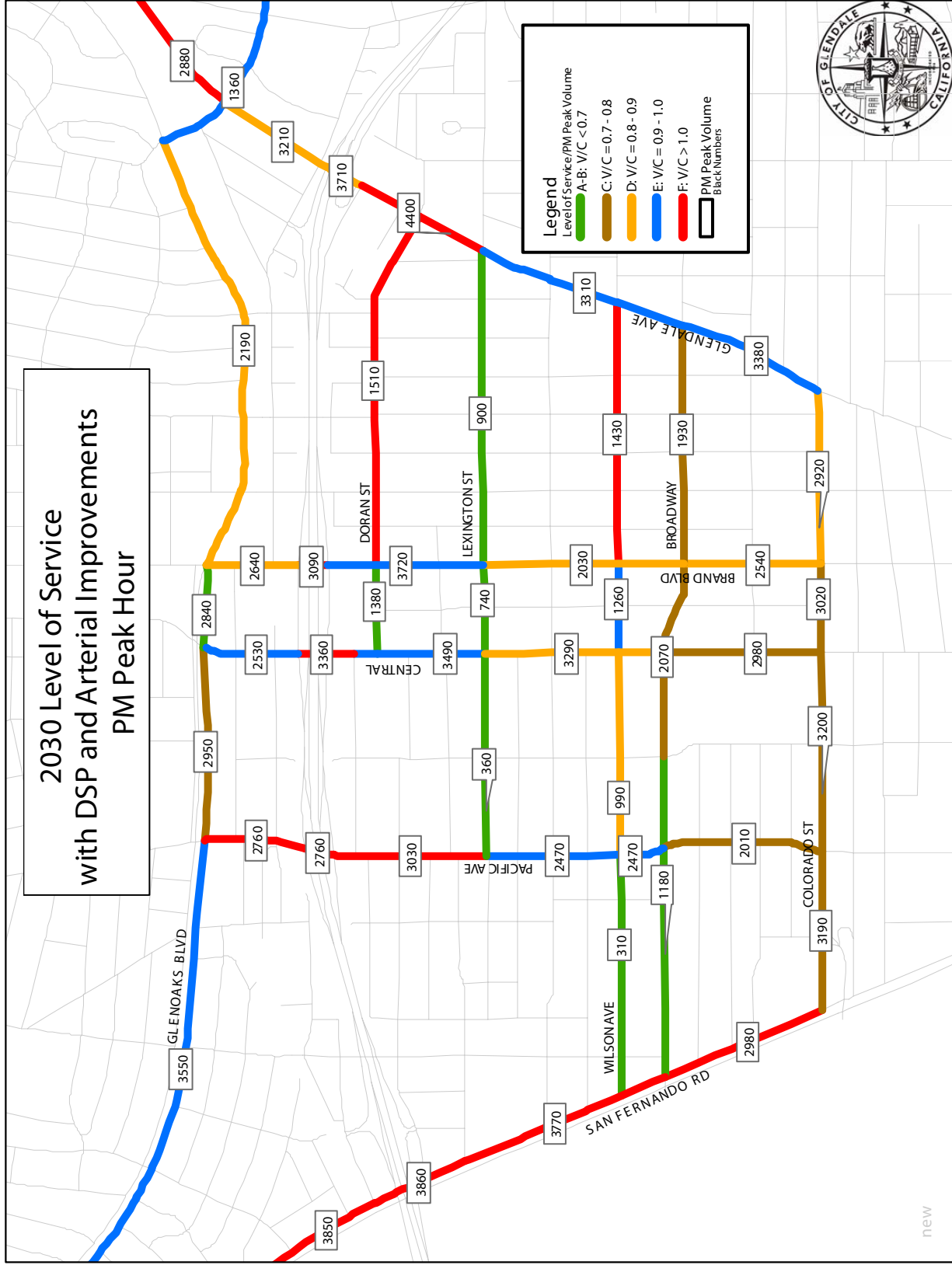
Source: City of Glendale, Department of Public Works, Traffic & Transportation Division (1/18/07)

Figure 1-3 2030 Level of Service with *Downtown Specific Plan - PM Peak Hour*



Source: City of Glendale, Department of Public Works, Traffic & Transportation Division (1/18/07)

Figure 1-4 2030 Level of Service (LOS) with Downtown Specific Plan (DSP) and Capacity Enhancements - PM Peak Hour



Source: City of Glendale, Department of Public Works, Traffic & Transportation Division (11/18/07)

Figure 1-5 Car Ownership in the Downtown Area

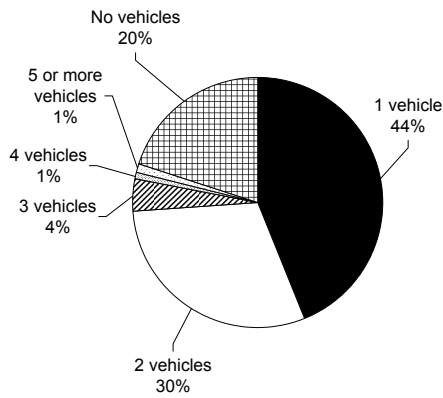


Figure 1-6 City-wide Car Ownership

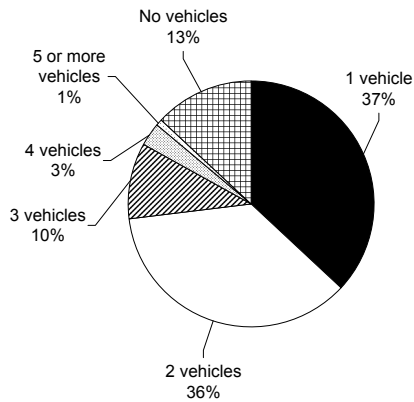
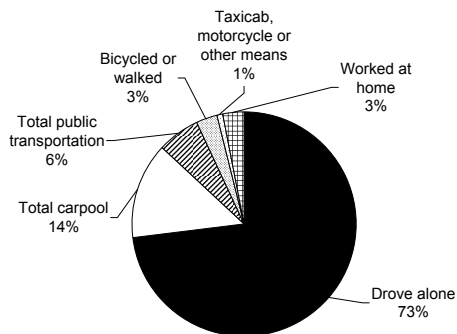


Figure 1-7 Mode Split of Residents in Downtown Area



negative impacts on other modes. The street capacity enhancement package is described in Chapter 3.

The Need for a Comprehensive Approach

There is no one silver bullet for reducing dependence on the automobile. The *Downtown Mobility Study* strategies offer a package of policies that must be implemented in concert, including: parking management, transit improvements, street performance measures, and transportation demand management programs.

These strategies have been proven successful in many communities where remarkable changes are taking place. However, to truly achieve the results that Glendale desires, elected officials and city staff must be committed to implementing a change in thinking – focusing on new residents, employees and visitors to Glendale who will travel in new ways that fit an increasingly urban lifestyle. See Figure 1-8 (a fold-out chart found on page 1-13) for a summary of cities that have achieved significant reductions in drive-alone mode share through implementation of mobility strategies similar to those recommended herein.

1.3.2 EXISTING CONDITIONS PROVIDE STRONG FRAMEWORK FOR GROWTH

While new development in downtown Glendale will bring some new residents, studying the travel patterns of existing downtown residents can provide some insight into the ways that living in a denser urban setting influence travel behavior. For example:

Lower Car Ownership:

- ◆ 64% of households in the *Downtown Specific Plan* area own 1 car or less as compared to 50% in the City as a whole, as shown in Figures 1-5 and 1-6.
- ◆ Even in higher income households, the average car ownership per household for most of downtown is less than 2 cars, whereas in many other parts of Glendale, the average is more than 2 cars per household as shown in Figure 1-9 (a fold-out map found on page 1-15).

Smaller Households:

- ◆ 55% of households have 2 people or less. This is consistent with the housing stock that is likely to be built in the DSP area, which will include apartments and condominiums with generally two bedrooms and less.

Fewer Residents Driving Alone:

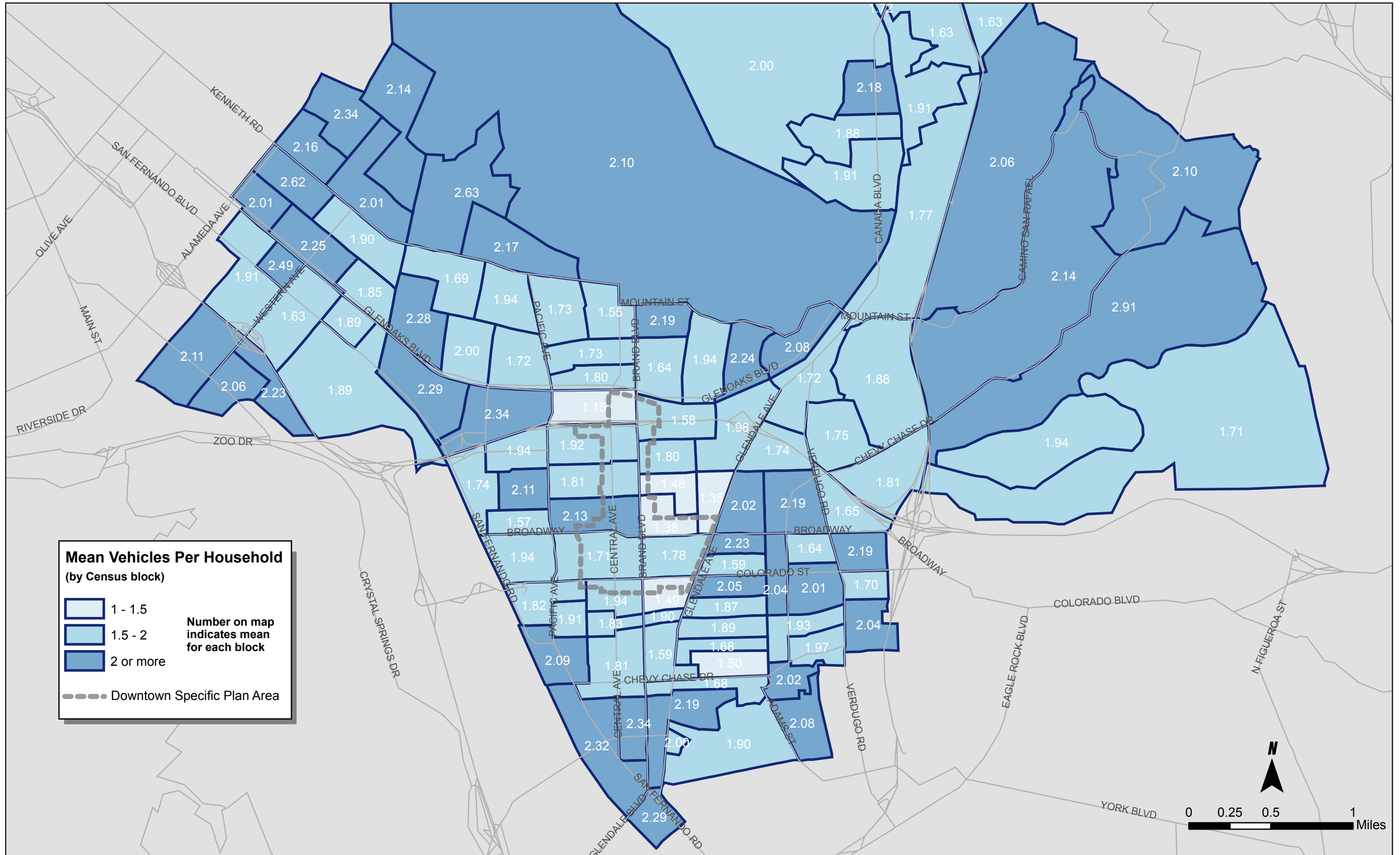
- ◆ Around 30% of DSP residents commute by modes other than driving alone as shown in Figure 1-7.

Figure 1-8 Mode Shifts Through Implementation of Mobility Strategies

Place	Drive Alone Rate before	Drive Alone Rate after	% Reduction Driving	Time Period	Description of Shift in Mode Share	Congestion Pricing	Unbundled Parking Costs Req.	Parking Cash-Out Required	Parking Tax	Lowered Min. Parking Reqs.	Eliminated Min. Parking Reqs.	Set Maximum Parking Reqs.	Priced Parking	Shared Parking/Park Once	Residential Parking Permit Dists.	Bicycle Parking Requirements	Carpool/Ride Matching Services	Car Sharing	Universal Transit Pass Program	Rail Transit	Bus Rapid Transit
Arlington County, VA (R-B Corridor)	44%	42%	5%	1980-2000	County-wide drive alone rate 55%, R-B Corridor down to 42%; Huge new development, little new traffic.				✓	✓	✓		✓	✓	✓		✓	✓		✓	
Bellevue, WA (Downtown)	81%	57%	30%	1990-2000	Drive alone commute rate fell by 30%		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
Boulder, CO (Downtown)	56%	36%	36%	1995-2005	Transit mode share more than doubled, 15% to 34%.					✓	✓		✓	✓	✓	✓	✓	✓	✓		
Cambridge, MA	38%	35%	8%	1990-2000	State drive alone rate rose 2.4%, Cambridge rate fell 8%.					✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	
Lloyd District, Portland, OR	60%	43%	28%	1997-2005	Transit mode split has increased 86% (from 21% to 39%)					✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
London, Great Britain			26%*	2003-2006	Congestion (person-hours of delay per mile traveled) fell by 26%.	✓					✓	✓	✓	✓	✓	✓	✓	✓		✓	
Portland, OR (Downtown)				Early 70s-Mid 90s	Transit mode split has more than doubled, from 20% to 48%						✓	✓	✓	✓	✓	✓		✓		✓	
San Francisco, CA (Downtown)			0%	1968-1984	Employment doubled while car trips remained the same		✓		✓		✓	✓	✓	✓	✓	✓	✓	✓		✓	
Stockholm, Sweden			22%*	Jan-July 2006	Traffic has been reduced 22%.	✓			✓	✓	✓	✓	✓	✓	✓	✓		✓		✓	✓
Vancouver, B.C.			0%	1991-2002	62% more residents; no new car trips; walking/cycling up 75% (20 to 35%).				✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

*Measured differently than in US.

Figure 1-9 Vehicle Ownership by Income – \$50,000 to \$100,000



1.3.3 TRAVEL PATTERNS OF NEW RESIDENTS

Glendale's new downtown will attract a new kind of resident. The market for new downtown housing will be different than that in greater Glendale, and distinct from the current residents of downtown. The people moving in will be attracted to the unique convenience of having amenities, shopping, and entertainment within walking distance. Also, as downtown changes, not only new units, but vacancies in existing buildings will be filled with different types of residents than those who are currently living there.

Comparable developments in Pasadena, Burbank, and Long Beach (like those shown on the following pages) have primarily attracted the following demographic:

- ◆ Empty nesters, retired singles, and baby boomers who want smaller homes with greater amenities, reduced maintenance, convenient, compact communities closer to shopping, medical services and near-by social activities.
- ◆ Successful, young, highly skilled urban professionals (usually mid-20s to mid-30s) without children who are looking for an exciting, dense, urban environment with an easy walk to the store, to work, and to entertainment and restaurants.
- ◆ Lower than average auto ownership (can be 15-20% in smaller units).

One developer in downtown Burbank described the market segment for their downtown residential projects as follows:

...mostly young and very well paid but currently living on the "West Side" and driving an hour to work. Most who live in Pasadena, work there as well so they don't commute. Our goal with Burbank is to make it hip and I believe our project is the beginning of the "remaking" of downtown Burbank. We are working alongside the Burbank redevelopment agency to make this happen.²

² Kimberly Williams, Director of Marketing, MCSP, CMP, Champion Development Group, email, July 20, 2006.



ABOVE: The "Dalton" in Pasadena by Champion Development. Rendering courtesy of the architecture firm Studio One Eleven.

BELOW: The Met Lofts in Downtown LA.





ABOVE: The Madison Avenue development in Pasadena.

BELOW: The Walnut Street development in Pasadena.

BELOW, RIGHT: Melrose Triangle in West Hollywood. *Image courtesy of Studio One Eleven.*



The young, well-paid singles this developer refers to are relatively mobile and would be eager to eliminate their hour-long commute if there were an attractive neighborhood with entertainment, restaurants and amenities closer to work. This market is well developed in other regions and is rapidly growing in Los Angeles due to the pressures of increasing congestion and traffic, increasingly stringent regulations to control air pollution, decreasing available land, controls on developing green fields, and increasing land values.

These market segments tend to have lower car ownership, and experience has shown that once people live downtown, their lifestyles will evolve to shed cars once they realize they don't need them. For more information, see sidebar at the end of this Chapter, "Changing Residential Preferences and Downtown Revitalization."

1.4 SUMMARY OF *DOWNTOWN MOBILITY STUDY* RECOMMENDATIONS

Street Typology (Chapter 2)

The space for street widening and other capacity enhancements on Glendale’s streets is becoming more and more limited which means Glendale needs to begin to think differently about mobility. Chapter 2 proposes a new approach to Glendale’s street network, identifying primary streets for different types of users each with different performance and design criteria. This new street typology includes the following three designations: Primary Transit Streets, Primary Auto Streets, and Primary Pedestrian Streets and outlines the improvements that will be necessary to ensure the success of each mode on its designated street. The central tenant of this new approach is a focus on optimizing the person-carrying capacity of streets rather than the vehicle-carrying capacity.

The chapter identifies the streets that currently have the most frequent combined transit services for establishment of a Primary Transit Network, and discusses steps that can be taken to increase transit speeds on these streets. In addition, it includes a discussion of improvements in pedestrian safety and comfort that should be implemented on the Primary Pedestrian Streets. The chapter also proposes a new set of indicators for measuring the performance of the street system and a rational, practical method for balancing the needs of different modes of transportation, as they compete for limited space on Glendale streets.

These new classifications, new ways of measuring the performance of the street system, physical improvements, and other supporting transportation policies are a central part of Glendale’s new mobility approach that will help downtown Glendale continue to grow without increasing traffic congestion.

Street Capacity Enhancements (Chapter 3)

As part of the *Downtown Specific Plan*, the City of Glendale has adopted a significant capacity enhancement and freeway access improvement program for Glendale Avenue, Colorado Street, and Central Avenue, as well as certain freeway interchanges and frontage roads. Chapter 3 describes these necessary enhancements to street capacity that will enable traffic flow to improve on the Primary Auto Streets.

Street Typology Recommendations	
2.1	Support and promote programs and projects that enhance downtown’s access via regional transit. Adjust local and regional transit services to meet new performance criteria.
2.2	Create a <i>Downtown Streetscape Plan</i> .
2.3	Adopt the recommended Downtown Street Typology.
2.4	Use performance measures as a guide for downtown streets: <ul style="list-style-type: none">• Use auto performance measures to optimize person-carrying capacity of streets rather than vehicle-carrying capacity.• Use transit performance measures, including a new indicator – Transit Quality and Level of Service.• Use pedestrian and bicycle performance measures.

Street Capacity Enhancements Recommendations	
3.1	Implement a capacity enhancement and freeway access improvement program for some downtown streets, freeway interchanges, and frontage roads.



ABOVE: Glendale must not only improve local service, but work with MTA to improve regional connectivity.

Transit Service (Chapter 4)

Transit services in Glendale include the Beeline local transit system and the services provided by the MTA. These systems combine to provide frequent transit service on many key streets in downtown Glendale. Despite the high frequency of service on many downtown streets, many residents in Glendale find transit services inadequate, or are unaware of the level of service actually provided.

The *Downtown Mobility Study* develops a comprehensive plan for new transit service in Glendale, based on the *Short Range Transit Plan* recommendations. Central to the *Downtown Mobility Study* is the creation of the “Buzz” Shuttle, providing free, frequent and friendly connections between the major traffic generators in Glendale. The Shuttle supports the “Park Once” concept for commuters to park their cars if they must drive, and leave their car behind as they circulate downtown.

Improvements on the local Beeline system are integrated with future enhancements in the regional transit network including new Metro Rapid routes and a proposed East-West connection service, providing fast and reliable transit between Pasadena, Glendale, Burbank and downtown Los Angeles, serving the major work trip patterns for Glendale residents and employers.

High-frequency transit service will be offered on streets designed to maintain transit reliability, with signal priority, real time information, and other enhancements that would further encourage transit use.

Transit Service Recommendations

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| <ul style="list-style-type: none"> 4.1 Market the transit resources in Glendale as a single system to show the richness of the transit network in and through Glendale. 4.2 Create a downtown shuttle to encourage non-auto circulation through the downtown. 4.3 Operate the downtown shuttle frequently, with no fare collection, and with a unique and attractive vehicle. 4.4 Implement the recommendations of the <i>Short Range Transit Plan</i> including service and capital improvements that affect downtown. 4.5 Bring the price of all transit fares closer together, increasing Beeline fares to \$0.50 except on the shuttle.

Negotiate with MTA for a local Glendale fare that will match Beeline fares within the City limits. 4.6 Consolidate high frequency services to the extent possible on a limited number of streets, which will be optimized for transit operation. 4.7 Consider signal priority and other operational enhancements on all streets with combined service of at least 10 minutes during peak periods. | <ul style="list-style-type: none"> 4.8 Work with MTA to create an “east-west” connector service operating on the HOV infrastructure of Highway 134, and provide convenient connections between this new service and the downtown shuttle. 4.9 Create amenity standards for downtown transit stops based on the number of riders boarding at each location. 4.10 Incorporate real time information in all high amenity bus shelters using Next Bus technology. 4.11 Consider utilizing new revenue generated by the Downtown Transportation and Parking Management District to enhance shuttle and other transit services. 4.12 Utilize the Universal Transit Pass to encourage transit ridership among new downtown residents. 4.13 Develop performance standards for transit streets that incorporate transit quality of service. |
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Parking Management (Chapter 5)

The *Downtown Mobility Study* proposes a comprehensive parking management plan to manage the entire parking supply as part of an integrated system. This chapter discusses policies to manage both existing and new supply and demand in order to provide the optimal amount of parking to meet parking needs, while also limiting spillover impacts on residential neighborhoods. In many communities similar to Glendale, parking management has been shown to be the single most effective tool for managing congestion. In addition, parking management can improve the visitor experience, protect the downtown's historic character, stimulate high quality development, and improve the overall livability of downtown and its surrounding neighborhoods.

One of the primary parking problems Glendale currently faces is the perception of a parking shortage. In fact, there are merely localized shortages and imbalances due to improper pricing and management policies. Glendale has an adequate parking supply: even at the peak hour only about half of the public parking spaces are full. This chapter proposes creation of a "Park Once District" in downtown with improved wayfinding signage and a new pricing system designed to achieve 85% occupancy in all parking facilities.

This system should direct parkers to the most appropriate facility depending on the length and type of stay and enable them to park once and stay there throughout their visit to downtown. These prices will need to change over time as demand shifts and new development comes on line. Flexible and efficient administration of the parking system will be managed through a Transportation and Parking District and all parking revenue will flow into a Downtown Transportation Fund to be invested in transportation and streetscape improvements.

To accompany this new management system, Glendale should consider converting the city's existing neighborhood Preferential Parking program into a Residential Parking Benefit District program where residents can park for free or at low annual cost but non-residents pay to park. This will prevent spillover parking in neighborhoods and will generate revenue which can be invested in the neighborhood. Lastly, to ensure the continuation of good parking management in the future, Glendale can implement new parking standards for downtown development including shared parking, flexibility in minimum parking requirements, and the assessment of a traffic congestion impact fee.



ABOVE: Glendale should implement a comprehensive parking wayfinding system for downtown.

Parking Management Recommendations

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| <p>5.1 Create a “Park Once” district in downtown Glendale.</p> <p>5.2 Implement coordinated parking management policies for on- and off-street parking.</p> <p>5.3 Implement parking pricing system for Glendale Transportation Center parking.</p> <p>5.4 Implement a multi-modal transportation and parking wayfinding system.</p> <p>5.5 Install networked multi-space pay stations and occupancy sensors.</p> <p>5.6 Continue existing City protocols that dedicate adequate parking spaces for loading zones, taxi stands, and ADA-accessible parking.</p> <p>5.7 Create a Transportation and Parking Management District, and dedicate all parking revenue to a Downtown Transportation Fund for a broad array of downtown transportation projects.</p> <p>5.8 Authorize Traffic and Transportation Administrator to adjust parking rates, hours, and time limits as needed to achieve 85% occupancy.</p> <p>5.9 Pursue a study of how the City could enter into contractual arrangements with one or more valet parking operators for all of downtown.</p> | <p>5.10 Require parking in new development to be made available for public parking when not needed for its primary use as a condition of approval.</p> <p>5.11 Require parking in new development to be shared among uses with different parking demands as a condition of approval.</p> <p>5.12 Consider implementing a “traffic congestion impact fee” based on parking spaces or peak hour vehicle trips.</p> <p>5.13 Revise zoning code to legalize more efficient parking arrangements in new downtown development.</p> <p>5.14 Expand existing provisions in zoning code that allow new development to go below existing parking minimums, under very specific conditions.</p> <p>5.15 Prevent spillover parking in neighborhoods adjacent to downtown and the Glendale Transportation Center with implementation of Residential Parking Benefit Districts as needed.</p> <p>5.16 If parking demand cannot be met with existing supply after <i>Downtown Mobility Study</i> recommendations, build new shared public parking as needed.</p> |
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Transportation Demand Management (Chapter 6)

Implementation of TDM strategies is one of the most cost-effective ways to increase the efficiency of the transportation system by increasing the use of transit, biking, and walking and avoiding costly infrastructure expansion. In spite of an existing City-run Transportation Demand Management (TDM) program and a well-established Transportation Management Association (TMA), there is huge untapped potential for TDM in Glendale. Expanding and strengthening its TDM programs should be Glendale's first line of defense in controlling traffic and congestion in its expanding downtown.

This Chapter recommends adoption of a new TDM Ordinance for Glendale's downtown. It should include: mandatory TDM programs for both new and existing development and mandatory membership in a TMA. This should provide all residents and employees in downtown Glendale with a broad menu of transportation choices, backed up by substantive financial incentives to use alternative modes. In addition, it will strengthen the TMA through enhanced resources and membership.

In addition, the City must clarify the partnership between the TMA, City of Glendale, and local businesses by instituting measurable goals and expectations, a revitalized management structure with clear delineation of roles and responsibilities, and stronger lines of communication. Finally, Glendale must require and fund ongoing evaluation, monitoring, and enforcement of all existing and new TDM programs in order to expand cost-effective programs and improve less cost-effective ones.



ABOVE: Glendale should expand on existing TDM programs to maximize alternative mode use in downtown.

Transportation Demand Management Recommendations

6.1 Adopt a new strengthened TDM Ordinance including mandatory TMA membership and TDM programs.	6.5 Glendale should encourage establishment of a carsharing service in Glendale.
6.2 Require Beeline Universal Transit Passes for all downtown residents through new TDM Ordinance. Require MTA universal transit passes if feasible.	6.6 Establish a centralized Downtown Transportation Resource Center.
6.3 Require parking cash-out for all downtown employers through new TDM Ordinance.	6.7 Strengthen the existing Glendale Transportation Management Associates (TMA) and define roles and responsibilities between the TMA and the City.
6.4 Revise development standards to include bicycle facility requirements through new TDM Ordinance.	6.8 Monitor effectiveness of TDM programs and implement new measures as needed.

Funding and Financing (Chapter 7)

The capital and programmatic improvements recommended throughout the *Downtown Mobility Study* vary widely in scale and cost. Chapter 7 identifies and provides an overview of potential revenue sources, explaining how Glendale can access these funds and the scale of resource that each represents.

New federal, state, and local funds are discussed, with particular attention paid to new funding sources and funding tools that both provide revenue and promote long-term policy goals for downtown. Equity in fee assessment, diversity of funding sources, and stakeholder involvement are key elements to keep in mind as Glendale pursues these funding strategies.

New local funding strategies will require working closely with local business and property owners to ensure buy-in for new fees, taxes, and assessments. State and federal funding options will require working closely with regional transportation planning organizations and elected officials to ensure Glendale's projects are prioritized in regional, state, and federal transportation planning efforts.

Some new local funding options that are discussed are a transportation development impact fee, a commercial parking tax, and either a Business Improvement District or a Mello-Roos District. At the state level, Glendale can work to make *Downtown Mobility Study* projects eligible for state transportation bond monies that were recently approved by voters (Proposition 1B, November 2006).

Funding and Financing Recommendations

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| 7.1 Maximize utilization of new parking revenue that will come from parking management and pricing changes to fund <i>Downtown Mobility Study</i> recommendations by broadening eligible uses of parking funds. | 7.7 Maximize utilization of grant sources and change budgeting to recognize grant funds as revenue. |
| 7.2 Dedicate Redevelopment Agency investments from downtown tax increment revenue to implement <i>Downtown Mobility Study</i> recommendations. | 7.8 Work with local and regional transportation leaders to position projects to be eligible for funding under the state transportation bond package. |
| 7.3 Pursue implementation of a gross receipts parking tax on commercial parking. | 7.9 Identify state funding opportunities for <i>Downtown Mobility Study</i> projects, such as the new Safe Routes to School. |
| 7.4 Work with downtown merchants and property owners to form either a downtown Business Improvement District (BID) or a Mello-Roos District. | 7.10 Work to make <i>Downtown Mobility Study</i> projects a priority within the next update of the Regional Transportation Plan. |
| 7.5 Initiate a transportation impact fee nexus study and if a reasonable nexus is found, implement an impact fee for the downtown. | 7.11 Work with Congressional delegation attempt to secure federal funding of high priority large-scale capital projects in the next transportation bill (2009). |
| 7.6 Implement a program to share costs of new transit service with schools through a cost-share arrangement between and/or a Universal Transit Pass program. | |

Implementation Plan (Chapter 8)

Chapter 8 is an Implementation Plan that provides a prioritized work plan for implementation of the downtown transportation improvements, policies, and programs recommended in the *Downtown Mobility Study*. Recommended actions are divided into four implementation timelines:

- ◆ **Immediate-term**— to be completed within one year.
- ◆ **Short-term**— to be completed in 1-5 years.
- ◆ **Medium-term**—to be completed before 2020 (in approximately 5-13 years).
- ◆ **Long-term**— to be completed before 2030 (in approximately the next 25 years).

The Chapter provides an Action Plan (Figure 8-1) which includes the following for each recommendation:

- ◆ A phased implementation timeline
- ◆ Immediate next steps
- ◆ The responsible implementing agency
- ◆ Any necessary new ordinances and/or changes to city ordinances required for implementation
- ◆ A capital improvement program, including planning-level cost estimates for capital, operations, and maintenance costs

Any additional studies that will be needed in order to implement recommendations are also included at the end of this Chapter.

Phased Implementation Recommendations

The Action Plan Chart at the end of this Report includes all the recommendations of this *Downtown Mobility Study* organized by phase.



ABOVE: The full implementation of the *Downtown Mobility Study* recommendations will build on Glendale's existing strengths, and protect its unique downtown character and high quality of life.

Changing Residential Preferences and Downtown Revitalization

As the US population ages and time budgets shrink, housing location decisions for many demographic groups are shifting to a preference for living in pedestrian-friendly, mixed-use neighborhoods with a variety of retail, personal services, and other amenities located within walking distance. These changing housing location preferences are primarily seen amongst the so-called “urban professionals” and “empty nesters” demographics,^a but are seen among all population segments to various degrees. For example, various residential preference surveys have found that:^b

- ◆ 17-33% of home buyers prefer an urban or town residential style to a conventional suburban residential style.
- ◆ 14-17% of housing customers prefer alternative residential styles such as duplexes, town houses, and condominiums.
- ◆ 37%-57% of housing customers prefer higher density housing developments, indicated by a preference for smaller lots and/or clustered development.
- ◆ Half of housing consumer respondents favor a less auto-oriented environment in their ideal neighborhood including narrower streets with shopping and services within walking distance of home.
- ◆ Customers place an added value on better quality neighborhood design: home buyers are willing to pay \$5,000-\$30,000 extra for homes in mixed-use, higher-density, pedestrian-oriented developments relative to similar homes in nearby conventional subdivisions.

These trends are expected to continue over time, with some authors noting “a definite shift under way” so that 31% of total homeowner growth during 2000-2010 will be home buyers over age 45 who prefer denser, more compact housing alternatives, double the same segment’s market share in the 1990s. For this reason, cities and developers should be poised to prepare for the “implications for building more compact cities that include walkable neighborhoods.”^c

The return of these relatively affluent demographic groups – whose consumer preferences include variety, emphasis on specialty products and services, and convenient access – to mixed-use downtown neighborhoods can influence the business location decisions of retailers and service providers. This trend is strengthening the regional competitive position of downtown districts. This is because in a downtown, mixed-use environment, many different types of businesses can “cluster” together in a single district that provides good local and regional access. This clustering helps achieve the commercial density necessary to attract a critical mass of retail customers, who value the ability to compare products and services and to experience variety in a location that is convenient to get to.^d

Sources:

a William J. McAuley, Cheri L. Nutty. “Residential Preferences and Moving Behavior: A Family Life-Cycle Analysis.” *Journal of Marriage and the Family*, Vol. 44, No. 2 (May, 1982), pp. 301-309.

b Dowell Myers and Elizabeth Gearin. “Current Preferences and Future Demand for Denser Residential Environments.” *Housing Policy Debate*, Vol 12, No.4 (2001), pp.633-659.

c *Ibid.*

d John Niles and Dick Nelson. *Measuring the Success of Transit-Oriented Development: Retail Market Dynamics and Other Key Determinants*. Prepared for the American Planning Association, 1999 National APA Conference (Seattle, Washington, April 24-28, 1999, Session S-180: Will Retailing Collide with TOD?).