CITY OF GLENDALE, CALIFORNIA
REPORT TO THE:

Joint □ City Council X Housing Authority □ Successor Agency □ Oversight Board □

March 12, 2013

AGENDA ITEM

Report: Presentation of Initial Concept Alternatives for the Space 134 Project

COUNCIL ACTION

Public Hearing □ Ordinance □ Consent Calendar □ Action Item X Report Only

Approved for □ March 12, 2013 □ calendar

ADMINISTRATIVE ACTION

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Reviewed by:
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Emil Tatevosian, Park Planning and Development Administrator
Michael Garcia, City Attorney

Signature

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Michael Garcia
RECOMMENDATION
Public Works and Community Development Department staff requests the City Council provide input on initial concepts developed for the Space 134 project as part of completing planning studies associated with the Compass Blueprint Grant received by the City.

BACKGROUND/ANALYSIS

Introduction
In 2012, the City of Glendale was awarded a Compass Blueprint Grant from the Southern California Association of Governments (SCAG), a program that supports regionally-oriented conceptual planning studies that promote SCAG's goal of focusing growth in existing and emerging centers and along major transportation corridors, to create significant areas of mixed-use development and walkable communities, and to target growth around existing and planned transit stations. The Glendale Compass Blueprint Grant specifically aims to implement policies supported in the Downtown Specific Plan (DSP) and Mobility Study (MS), which have received awards from SCAG for their proactive urban design strategy for a mixed-use, transit and pedestrian oriented downtown.

The Glendale SCAG project, or "Space 134," is a concept study for a "freeway cap park" over SR-134 (Ventura Freeway) between Central Avenue to Glendale Avenue. The freeway cap park would connect the community to the City's civic, cultural, and business core through public open space and pedestrian and bike friendly trails.

SCAG has been an active supporter in funding planning studies for freeway cap park projects in the region, including Hollywood, Downtown Los Angeles, Ventura, and Santa Monica. Some of these studies, including the proposed Hollywood cap over the 101 Freeway, have secured funding to conduct an Environmental Impact Report for the entire project. Completed cap parks are located in cities across the United States, including San Diego, Dallas, Seattle, and Phoenix.

Potential Open Space Benefits for the City of Glendale
The communities that stand to benefit most from the Space 134 project are densely urbanized and park-poor neighborhoods of downtown Glendale. Space 134 would connect the civic, cultural, retail, and business cores of downtown Glendale with the City's residential neighborhoods. Space 134 would add developed parkland and open space in one of the most park deficient areas in the City. Per the 2009 City of Glendale Quality of Life Indicators, the distribution of developed parkland in Glendale indicated that the majority of parks were found in the eastern and northern sections of the city where there are between 3.35 and 6.67 acres of parkland per 1,000 residents in areas that are the least populated. In the southern section of Glendale, in areas of highest density, 0.64 to 0.017 acres per 1,000 residents are provided. The freeway cap would help resolve the inequity in park space and the barrier created by the SR-134 freeway. Instead, a pedestrian connection would connect north and south, with the goal of providing open space and recreational amenities within a five minute walk for downtown and downtown adjacent residents.

Potential Transportation Benefits for the City of Glendale
This project is also in line with the City's overall strategy in linking land use to transportation and configuring transportation modes that are best suited to current and proposed land uses and development. The Glendale DSP-MS policies and programs are intended to encourage infill and transit-oriented development in the downtown, which is the city's primary concentration of development and transit activity. The Space 134 study proposes a multi-modal transit stop on
the East-West corridor between the North Hollywood Red Line to the Pasadena Del Mar Gold Line Station, which Metro has identified as a potential corridor for bus-rapid transit (BRT) or light-rail transit (LRT). In addition, Space 134 provides an important link in connecting to the City's bicycle network per the adoption of the recently approved Bicycle Transportation Plan, specifically for proposed bicycle routes that cross the 134 freeway including Louise Avenue and Geneva Street.

**Initial Concept Alternatives**

Initial visioning concepts of the Space 134 site are shown in detail in Exhibit 1 of the staff report and are phased in near-term, medium-term and long-term timeframes. The near-term concept includes improvements to existing bridges, incorporation of public art and adding pedestrian lighting to roads and bridges. As the City receives more significant public and private funding, the mid-term concept explores partially capping the 134 Freeway in certain sections between Central Avenue and Glendale Avenue. The project team also explored a long-term “what if?” vision for the cap, imagining the potential for over 20 acres of open space, including a convention and events center, transit facilities, active sports facilities, passive open space and a potential reconfiguration of existing retail centers. Ballpark estimates of other cap park projects are available for review in Exhibit 1.

**Next Steps**

Council comments will be incorporated into a visioning report on the Space 134 project that will be submitted to SCAG to fulfill the Compass Blueprint Grant. This report will enable the City to pursue further grant opportunities from SCAG, Caltrans, and additional state and federal grants to fund more detailed planning studies, extensive community outreach, and economic pro formas to determine appropriate amenities for the park.

**FISCAL IMPACT**

There is no fiscal impact to the City of Glendale at this time, as conceptual planning studies and outreach for this project are entirely grant funded by the Southern California Association of Governments.

**ALTERNATIVES**

Alternative 1: The City Council will provide comments on the initial planning alternatives for the Space 134 project site in which Staff and the consultant team will provide as part of a final report for submittal to SCAG. City Council will also support Staff to pursue further grant opportunities for the project.

Alternative 2: City Council may consider any other alternative not proposed by staff.

**EXHIBITS**

Exhibit 1: Space 134 Project Concept and Conceptual Design Alternatives
Context

A Divided City - The Heart of Downtown
35 Acres of Underutilized Space
SCAG Grant Received, 2012

- Respect & Build the Brand
- Showcase the Brand
- Enhance Opportunities to Live, Work, & Play: “The 18-Hour downtown”
- Position Downtown as THE Hub of Activity, Creativity Movement, Excitement
- Generate revenue while fulfilling open space needs
“Look for ways to create and market Being Spaces - Third Places... in Downtown”

- GLendale branding rEport

“The Millennial generation of young professionals and empty-nester Baby Boomers create a powerful marketing demand for central city urban neighborhoods like downtown Glendale. These groups expect open space, multi-modal transit options, services, entertainment, and housing, all within walking and biking distance - and they demand a high-quality urban environment too.”

- space 134 scag report
Klyde Warren Cap Park, Dallas, TX: Under Construction
Klyde Warren Cap Park, Dallas, TX

Teralta Park, San Diego, CA
Park 101, Downtown Los Angeles,

Hollywood Central Park, CA

Ventura, CA

Santa Monica, CA
PLANNING PRIORITIES

Make Connections!

Create Green Open Space!

Put the Environment First!

Grow Glendale’s Economy!

Prioritize Mobility!
NEW NEIGHBORHOOD PARK
Documented: over 25 existing buildings over freeways in 16 states
CONCEPT 1: NEAR-TERM

“THE GREEN LOOP”

TIMEFRAME: 1-5 YRS
NEW OPEN SPACE: 5 ACRES
CONCEPT 1: NEAR-TERM

“THE GREEN LOOP”

TIMEFRAME: 1-5 YRS
NEW OPEN SPACE: 5 ACRES

Interactive Public Art, Expanded Pedestrian Realm
Continuous Path and Branded Art on Existing Fence, Sidewalk Widened
Multi-use Path with Fitness Stations
Bike share/ station
CONCEPT 2: MID-TERM

THE GROWING PARK

TIMEFRAME: 5-10 YRS
OPEN SPACE / CAP: 15 ACRES
CONCEPT 2: MID-TERM

THE GROWING PARK

TIMEFRAME: 5-10 YRS
OPEN SPACE / CAP: 15 ACRES

The Glendale Pavilion at Brand Park
Iconic Public Art
Play Areas and Activity for all ages
Neighborhood-Scaled Active Recreation
CONCEPT 3: LONG-TERM

SPACE 134. ANIMATED.

TIMEFRAME: 20+ YRS
OPEN SPACE / CAP: 28 ACRES
CONCEPT 3: LONG-TERM
SPACE 134. ANIMATED.

TIMEFRAME: 20+ YRS
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Outdoor Dining and Pavilion Cafe
An 18-hour Downtown
The Great Lawn
Hip Things to Do and See
THE VISION

SPACE 134. ANIMATED.

Digital Studios
Nature Garden
Central Market/Local Cuisines
Outdoor Theater/Art Park
Music Place
Verdugo Trail
Playfields
Fitness Station
Outdoor Music/Interactive Art
Cell Phone Booth
Bike Station/Amenity
Benefits

• Reconnected city
• Park-poor, underserved areas benefit the most
• Increase in commercial development
• Spurs new private development of residential units
• Increase in property values and rents
• Positive impact on retail sales
• Higher residential property values near park
• New jobs (direct and indirect)
• Increased earnings for hotels, retail, restaurants
COSTS AND BENEFITS

Estimated Costs

- Costs-per-acre of Similar Projects:
  - Park 101:
    - $24 million / acre (34 acres)
    - $18 million / acre (22 acres)
  - Hollywood Central Park
    - $22 million / acre (44 acres)
  - Santa Monica Cap
    - $17.4 million / acre (5 acres)
  - Olympic Sculpture Park, Seattle
    - $9.5 million / acre (9 acres)

- Hard costs:
  - Air rights lease or sale from Caltrans
  - Adjacent acquisitions
  - Cap structure
  - Park improvements on freeway cap
  - Adjacent park improvements
  - Buildings on cap
  - Green loop streetscape improvements on surrounding streets
  - Bridges, overpasses, and tunnel enhancements
  - On- and off-ramp improvements
  - Utilities

- Soft costs:
  - Operations / Maintenance / Programming
  - Design
  - Environmental Review
FUNDING

Potential Funding Sources*

* Evolving list

- Benefit Assessment District
- Business Improvement District (BID)
- Caltrans Environmental Justice Grants
- CDBG funds
- Community Facilities District (CFD)
- Congestion Mitigation Air Quality (CMAQ) Improvement Program
- CIP
- Development Agreement
- Development Fees
- Disposition and Development Agreement (DDA)
- Infrastructure financing district
- Local funding such as Urban Art Fund
- Measure R
- Metro Call for Projects
- New Market Tax Credits
- Non-profits / Foundations
- Parking Fees and Revenues
- Parking Tax District
- Prop 84, Urban Greening Grants
- Public Health
- Safe Routes to Schools
- Sale of new development parcels
- SCAG Compass Blueprint
- State Transportation Improvement Fund (STIP)
- Surface Transportation Program (STP)
- Sustainable Communities Grants
- Tax Increment Financing
- Transit Enhancement Funds
FUNDING

Key Lessons Learned

• Form a relationship between city leaders and the philanthropic community

• Identify a “Friends of Space 134” Steering Committee

• Public-Private Partnerships are key

• Need lead agency or developer to apply for, administer, monitor, evaluate grants and funding

• Take advantage of funding at all levels
NEXT STEPS

• Feedback from Council

• Recommendations into Final Report

• Final Report to SCAG