

## CITY OF PALMDALE - AVENUE Q FEASIBILITY STUDY

### **Project Description**

The project proposes to conduct an analysis that will determine the feasibility of developing the Avenue Q Corridor as a Transit Oriented Development (TOD), mixed use development corridor. The “Corridor” will ultimately serve as an extension of the Palmdale Transportation Center (PTC), as well as the Palmdale Transit Village Specific Plan Planning Area.

TOD planning within the immediate vicinity of the PTC is constrained by the designated U.S. Air Force Plant 42 Air Installation Compatible Use Zone II to the north, which severely restricts residential uses and floor area ratios for all other uses. The area is also constrained by the Union Pacific Railroad (UPRR) and Metrolink tracks to the east. Therefore, the City is compelled to look to the west and south of the PTC to implement land use changes that are complimentary. As Avenue Q provides a direct route to the PTC, the City believes that providing for TOD/mixed use development opportunities along the Avenue Q Corridor and extending the proposed multi-use trails from the Palmdale Transit Village Specific Plan (PTVSP) into the project area will allow for the development of a variety of land uses that will be beneficial to both the City and its residents.

### **Location**

The project area, which includes approximately 270 acres of land, is generally located between Auto Center Drive and Palmdale Boulevard and between Trade Center Drive and Division Street within the City of Palmdale (**refer to Exhibit 1**). The eastern boundary of the project area is located 1,300 feet from the PTC while the western most boundary, is located approximately 1.3 miles from the PTC.

The project area is also located within the bounds of the Palmdale Trade and Commerce Center Specific Plan (PTCCSP), with the exception of the area generally located south of Auto Center Drive and north of Avenue Q, between 5<sup>th</sup> Street East and State Route 14 (SR 14), which is part of the Antelope Valley Auto Center Specific Plan (AVACSP) – (**refer to Exhibit 2**).

The PTCCSP, which was adopted in 1990 encompasses 756 acres and is generally located between Rancho Vista Boulevard and Palmdale Boulevard and 10<sup>th</sup> Street West and Division Street. SR 14 intersects the Specific Plan via north/south. The PTCCSP was created to accommodate a mix of standard commercial, industrial and public uses.

The Antelope Valley Auto Center Specific Plan (AVACSP), which was adopted in 1989 includes a total of 78 acres primarily established for automobile-sales related uses. The site contains existing auto dealerships and vacant land.

The Palmdale Transit Village Specific Plan (PTVSP), which was adopted in 2007, encompasses 110 acres of transit oriented development (TOD) land use types. The PTVSP is located approximately 1,300 feet east of the PTCCSP. Development of the PTVSP has begun with initial building phases of a 156-unit affordable apartment complex, which is located approximately 1,000 feet south of the PTC.

### **Setting**

Land within the project area is mostly vacant but also includes a laborers union building, auto dealerships and medical/office uses. A large regional detention basin exists at the northeast corner of SR 14 and Avenue Q. The project area is not constrained by the U.S. Air Force Plant 42 Air Installation Compatible Use Zone, any earthquake fault zone, and is relatively flat. A portion of the site is impacted by a flood zone that has a 0.2 percent annual chance of flood hazard (Community Panel No. 06027C0659F).

### **Related Projects**

The Palmdale Transit Oriented Development Overlay Zone project area lies to the east of the project. The area is generally bound between Rancho Vista Boulevard (Avenue P) and Palmdale Boulevard, and between Division Street and 10<sup>th</sup> Street East. The TOD Overlay Zone project, a Metro-grant funded project, will evaluate and modify the PTVSP, General Plan and Zoning Ordinance based upon current and future land use and transportation needs. Multi-modal connectivity from a wide variety of local and regional transportation modes is also a primary element of the scope of work. The project is slated to begin in the Spring 2014 (**refer to Exhibit 4**)

### **Land Use Analysis**

The Consultant will evaluate the existing Specific Plan, General Plan land use and zoning designations within the project area and provide recommendations for amending said documents. It is the City's intention to either amend the PTCCSP and AVACSP Specific Plans or to remove the project area from said plans to allow for TOD/mixed use development within the project area.

The plan will allow for a defined set of TOD-oriented mixed-use, residential, commercial, and recreational land uses. Integration of existing nearby land uses with new development will be a key consideration. Flexibility in accommodating higher density residential, together with a variety of mixed land uses, all connected by various modes of transportation will help to achieve this goal. The land use changes within the proposed project area should also complement the land use changes that will occur within the TOD overlay zone planning area. AB 32, SB 375, sustainability and complete streets policies should be used as a guide to help develop land use concepts for the Avenue Q Corridor.

## Circulation Analysis

### Roadways

The Consultant will review the existing General Plan Circulation Plan, PTCCSP and AVACSP circulation and trails elements and provide recommendations based on the goals of the project. This will include conducting field reviews to evaluate existing conditions and available right-of-way and provide recommendations for new street cross-sections that will promote the safe and orderly movement of all transportation modes. More specifically, connectivity to and from the project area to the PTC via intersecting streets should be evaluated for safety, overall functionality and operability.

Avenue Q is a planned 4-lane, 80-foot wide Secondary Arterial Roadway with bike lanes, median and eight-foot wide sidewalks. Avenue Q is currently four lanes between Trade Center Drive and SR 14 and then tapers to a two-lane roadway between SR 14 and Division Street. SR 14, Trade Center Drive, 5<sup>th</sup> Street West and Division Street, intersect Avenue Q within the project area.

An analysis of the existing and ultimate right-of-way along Avenue Q is necessary to provide design options that will slow traffic, allow for on-street parking and provide adequate space / buffering for pedestrian and bike modes. Other concerns that will need to be addressed by the Consultant include streetscape enhancements, the provision of adequate space and maneuverability for truck access; especially pertaining to commercial deliveries, sufficient right-of-way and design to accommodate emergency vehicle access, design options for a potential shuttle or trolley system between Avenue Q and the PTC and modal transitioning from the project area, easterly through the existing residential area, to the PTC.

### Trails

The Dr. Robert C. St. Clair Parkway is located on the west side of Sierra Highway from Avenue Q to approximately Avenue Q-12. The linear park will link the Transit Village area with the civic area (located southeast of the intersection of Palmdale Boulevard and Sierra Highway) if a pedestrian bridge is built at Avenue Q. Additionally, it is likely that City-owned vacated properties located along the east side of 3<sup>rd</sup> Street East between Avenue Q and Desert Sands Park will be developed into another linear park (**refer to Exhibit 3**).

The PTVSP cross-section for Avenue Q includes an approximate 23-foot wide greenbelt (including a 5'6" sidewalk), on-street parking, bike lanes and two through travel lanes within the overall 80-foot right-of-way. This configuration may not be suitable west of either Division Street or west of SR 14; however, the City's intention is to provide a multi-functional trail system along Avenue Q. The Consultant should provide recommendations for alternatives for connections to existing and proposed trails/greenways, ultimately providing connectivity between the PTVSP and proposed project area.

Lastly, the Consultant will be asked to evaluate the “potential” future usability of an existing linear detention basin, drainage course and open space areas within the project area. Options for transitioning the basin into some type of public use (park, green space, public garden area, etc.), should be considered and recommendations provided.

### Parking

On-site parking is a major regulatory component that influences urban design. The parking requirements for the PTCCSP are regulated by Article 87 of the City’s Zoning Ordinance. These parking standards apply to all development in the City and there is no provision for a reduction in the number of spaces required where on-street parking is available. Current requirements are: 1 parking space per 250 square feet (1:250) of gross floor area for retail uses, 1 parking space per 100 square feet (1:100) of gross floor area for restaurant uses, 1 parking space per 250 square feet (1:250) of net leasable floor area for general office uses, and 1 parking space per 200 square feet (1:200) of net leasable floor area for medical office uses. The parking demand analysis would be utilized to determine if excess parking is required for new development, and if so, determine a more appropriate parking requirement that will enhance the design of development within the project area.

Avenue Q will bookend at the PTC and near 10<sup>th</sup> Street West. While future plans include parking at the PTC for high speed rail, Metrolink, AVTA and other modes, the Consultant should evaluate overall potential parking impacts and provide recommendations accordingly.

### Public Art

The City has recently formed a Public Art Committee that is in the process of creating a vision for public art within the community. The committee is in the process of determining potential locations and corridors that are priorities for public art and funding mechanisms. Future plans adopted by the City will include a requirement for public art to animate Palmdale’s public and private spaces, rejuvenate structures and streetscapes, improve local business viability and public safety, and bring diverse people together to celebrate, inspire and be inspired.

The SR 14 overcrossing bridge is a permanent fixture within the Avenue Q Corridor. The undersides of bridges are typically visually bland and aesthetically displeasing. The Consultant should develop ideas and concepts for public art, decorative treatments, landscaping, etc., under, near and adjacent to the bridge. These treatments should be consistent and transition along the entire corridor. A common theme should be provided along the entire corridor.

## **SCOPE OF WORK**

### **Tasks Part I.**

#### **Task 1: Project Planning and Coordination**

##### **Task 1.1: Project Kickoff Meeting**

A Technical Advisory Committee (TAC) made up of City staff and other stakeholders, shall meet with the Consultant to discuss project details to include the following:

- Work program objectives, tasks, products, and preliminary schedule.
- Recent or current studies, plans, or planning-related efforts by agencies and departments that may influence or support the work program.
- Roles of team members/key contacts.
- Public outreach methods.
- Potential stakeholders.
- Grant reporting requirements.

Deliverables: Agenda and meeting summary, write up and discussion on general approach to the project's scope of work, identification of roles and responsibilities

##### **Task 1.2: Project Coordination**

The Consultant shall schedule TAC conference call meetings every month to ensure excellent project communication and coordination.

Deliverables: Monthly meeting notes

### **Tasks Part II.**

#### **Task 2: Project Assessment**

##### **Task 2.1: Data Collection / Existing Conditions**

The Consultant shall coordinate with the City and review existing planning and transportation documents, studies, analyses, and other recent and ongoing planning efforts that influence the outcome of the feasibility study. The following elements shall be examined: vacant and built land, infrastructure, circulation/access, sustainability, livability, development constraints and overall character of the project area. Local, Regional, State, and Federal legislation should also be considered and incorporated, as applicable.

Deliverables: Written and electronic report (including maps and photographs), detailing existing conditions of the project area. Maps included in the report shall be provided in GIS and/or AutoCAD format.

**Task 2.2 – Community Workshop No. 1**

City staff and Consultant shall host Community Workshop No. 1 to present the project's overall scope, goals and objectives. A wide variety of media types shall be used (radio, television, newspaper, etc.) to publicize the workshop event. Sign-in sheets, nametags, comment cards shall be included.

**Deliverables:** PowerPoint presentation, display boards, photographs, maps, concept drawings for display and interactive uses. Audio recording of the workshop, meeting notes and summary of all public testimony.

**Milestone:** Community Workshop No. 1

**Tasks Part III.**

**Task 3 – Land Use/Zoning - Transportation Analysis**

**Task 3.1 – Land Use and Zoning Modifications**

City staff shall provide the Consultant with land use and zoning maps, including maps from the affected Specific Plans. City staff and Consultant shall evaluate the project area's built environment and "future" plans and develop recommendations for land use and zoning changes, including the creation and/or refinement of policies that are more in alignment with the City's current ideologies for TOD development and multi-modalism.

**Deliverables:** Written and electronic report detailing findings, constraints, opportunities and recommendations. Provide recommendations for revisions, changes, or additions to the General Plan, Zoning Ordinance and affected Specific Plans, as necessary. Consultant to provide a matrix - acreage change by land use and zoning type. Consultant shall summarize how the ultimate development of the Avenue Q Corridor will assist the City of Palmdale in meeting its air quality, land use and transportation goals. Maps shall be provided in GIS and/or AutoCAD format.

**Milestone:** Land Use and Zoning Report

**Task 3.2 – Transportation Analysis**

City staff shall provide Consultant with maps, plans, studies and other documents. The following elements shall be studied within the project area: streets, bike/pedestrian access, trails (including public art / enhancements along trails), parking, overall access, circulation, truck access, connectivity and multi-modal integration (bus / trolley system), taxi/shuttle service, overall modal interconnectivity between Avenue Q and the PTC. Creation and/or refinement of regulations and policies that are more in alignment with the City's current ideologies for TOD development and multi-modal development shall be included.

**Deliverables:** Written and electronic report (including maps and photographs) detailing findings, constraints, opportunities and recommendations. Provide recommendations for revisions, changes, or additions to the General Plan, Zoning Ordinance and affected Specific Plans, as necessary. Consultant to provide detailed cross-sections of streets and trails. Consultant to provide recommendations for parking solutions. Maps shall be provided in GIS and/or AutoCAD format.

**Milestone:** Transportation Report

### **Task 3.3 – Street and streetscape standards**

City staff shall provide Consultant with maps, plans, studies and other documents. Consultant shall develop preliminary urban design standards that reinforce the relationship between existing and future development to the street and pedestrian scale. Standards could include street level transparency, ground floor uses, massing, height, character and setbacks. Streetscape standards involving street furniture, (street lights, garbage bins, benches, bollards, art, etc.), and sidewalks and landscaping (planting, water features, etc.) shall also be identified.

Consultant shall establish various concepts for street modifications along the Avenue Q Corridor. The modified street-sections shall consider AB 32, SB 375, sustainability and complete streets policies. Creation and/or refinement of policies that are more in alignment with the City's current ideologies for TOD, multi-modal development shall be included.

**Deliverables:** Written and electronic report (including maps and photographs) detailing findings, constraints, opportunities and recommendations. Recommendations for revisions, changes, or additions to the General Plan, Zoning Ordinance and affected Specific Plans, as necessary. Maps shall be provided in GIS and/or AutoCAD format.

**Milestone:** Street and Streetscape Recommendations Report

### **Task 3.4 – Community Workshop No. 2**

City staff and Consultant shall host Community Workshop No. 2 to present the project's overall scope, goals and objectives and to report on the status of the various analyses and outreach efforts. In addition, project-specific findings, constraints, opportunities and recommendations shall be included in the workshop format. A wide variety of media types shall be used to publicize the workshop. Sign-in sheets, nametags and comment cards shall be included.

**Deliverables:** PowerPoint presentation, display boards, photographs, maps, concept drawings, change comparison matrices, etc. Audio recording of the workshop, meeting notes and summary of all public testimony.

**Milestone:** Community Workshop No. 2

#### **Tasks Part IV.**

#### **Task 4 – Presentation to Planning Commission and City Council**

##### **Task 4.1 – Planning Commission**

City staff and Consultant shall present the Avenue Q Feasibility Study outcomes and recommendations to the Planning Commission for review and approval.

**Deliverables:** Presentation

**Milestone:** Planning Commission consideration for approval

##### **Task 4.2 – City Council**

City staff and Consultant shall present the Avenue Q Feasibility Study outcomes and recommendations to the City Council for review and approval.

**Deliverables:** Presentation

**Milestone:** City Council consideration and adoption

##### **Task 4.3 – Final production/distribution**

City staff and Consultant shall make final revisions to affected regulatory documents.

**Deliverables:** Ten (10) hard-copies and an electronic copy of the Avenue Q Feasibility Study (report, maps, exhibits, tables, figures, etc.), including revised and/or new sections of the General Plan, Zoning Ordinance and Specific Plan(s). Consultant shall provide all maps in GIS and/or AutoCAD format.

**Milestone:** Project completion

#### **Exhibits:**

Exhibit 1: Avenue Q Feasibility Study – Project Area

Exhibit 2: Specific Plan and Zoning Map

Exhibit 3: Avenue Q Greenbelt Concept Map (east of the project area)

Exhibit 4: Palmdale Transit Oriented Development Overlay Zone Project Area