



The City will need to issue bonds over multiple tranches to capture the value for upfront capital investment. Of course, there are benefits and drawbacks to each of the tools, including the ability to access upfront capital and the requirement of support from property owners, residents and/or other taxing entities. Although TIF is a powerful tool to capture incremental revenues, EIFDs and CRIAs do not enable upfront bonding to pay for capital costs; therefore, the City would only be able to bond against a proven increment after the formation of a district.

8.3.2. Special Assessment Districts

Special Assessment Districts are authorized by California law to create a particular and distinct benefit and require a majority vote of property owners within the specific district. These would require new assessments, which must be proportional to a specific benefit conferred on each parcel and become liens on each property. These districts are often used to support debt to pay for specific improvements, but typically come at a greater cost than a general obligation or revenue bond. These districts can benefit the City by transferring risk to property owners and they can provide upfront capital which is not as easily available with a TIF.

If there is support from current property owners, one type of Special Assessment District, a Mello-Roos Community Facilities District (CFD), may be a possible financial tool to help finance upfront infrastructure improvements in the PTASP. A CFD is a flexible infrastructure finance tool that generates revenue based on assessments on properties within a given area that can be used to fund both capital, and operation and maintenance costs. Future CFD revenues are often bonded against to fund the upfront capital costs of infrastructure, most commonly used for large-scale master planned private development, although there is precedent in California cities of CFDs as mechanisms for funding public infrastructure projects. The Mello-Roos Community Facilities Act of 1982 allows any county, city, special district or joint powers authority to establish a CFD. The CFD requires two-thirds majority vote of residents living within the boundaries of the district. If there are fewer than 12 residents, the vote is conducted of current landowners. Special taxes are charged based on a formula that cannot be directly based on the value of property, and are charged annually until initial bonded indebtedness is repaid. After bonds are paid off, a CFD may continue to charge a fee to maintain improvements and services.

8.3.3. Developmental Impact Fees

Levying impacts fees on new development within the PTASP is another way to generate revenue for station area projects and infrastructure improvements. Proceeds from citywide and area-specific impact fees on new development projects, which are typically calculated on a per square foot or per unit basis, can be used to invest in public improvements like parks and open spaces, public facilities, and transportation infrastructure intended to mitigate development impacts. Under California law, development impact fees may not be used to fund O&M costs such as staff salaries or programming for a Business Improvement District.

The City of Palmdale already levies fees on development, which fund parks, transportation and other community infrastructure. Therefore, any additional impact fees should be carefully calibrated as they may serve as a deterrent to development within the PTASP area if they are too high. As such, impact fees may be more appropriate to levy within the PTASP area after the opening of high-speed rail, at which point proximity to the Palmdale Station will create a significant value premium and developers would be more willing to pay the fees.



8.3.4. Federal/State/Local Grants

The PTASP may also tap into various federal, state, local, and private grants. In particular, the project's focus on increasing transit ridership, promoting pedestrian friendly environment, and relieving traffic congestion may help the project qualify for various grants dedicated to these goals. There are a wide variety of federal grants that the City could pursue in order to fund the proposed improvements. For the most part, there are two major categories of federal grants available that would apply to the proposed improvements: transportation grants and HUD-based grants.

A select listing of potential state grant programs includes:

- ▣ State Transportation Plan/Congestion Management Air Quality
- ▣ State Transportation Improvement Program
- ▣ State Traffic Congestion Relief Program

8.3.5. Public Private Partnership (P3) Venture

To the extent the PTASP area can attract private developers, private investments may fund a portion/all of the necessary public improvements. Private developers (including private non-profit developers such as Southern California Housing Development Corporation) often make the initial investments in anticipation of the final project profit. For example, the City may be able to attract a housing developer who would be willing to assemble some of the land at a location within the boundaries of the PTASP and make initial public improvements that would be necessary for the new housing units that would be developed. Given the current strength of housing market in the City, attracting housing developers may be a promising first step to get the project off the ground. Successful development of housing in the first phase is also likely to help attract private developers for further additional future development (such as retail and office). In order to attract private developers, the City may need to provide financial/procedural incentives such as expediting entitlement process.

8.4. Palmdale Plaza

One of the strategic approaches to a successful implementation of the PTASP is to make the new Downtown the social heart of the City. It will be anchored by the multi-modal transit center, and contain a walkable mixed-use transit-oriented community. Stitching these urban fabrics with open spaces/public plazas that is a shared space will bring people to gather together, to relate to one another as a community. The creation of open space that is branded with proper signage is a key to allowing pedestrians to comfortably move through the PTASP area. The PTASP and its network of open space provide a very clear indication of its potential as a well-formed realm of public space that allows citizens to interact in a free and open manner. In fact, the network of public space is a better indication of pedestrian-friendliness and memorable character of an urban place, more so than the mere description of its building fabric. Although these elements are part of urban design explained in chapters 4 & 5, its also a vital part of an implementation plan as they enhance the desirability of surrounding neighborhoods.

8.4.1. Programming

Open spaces come in various shapes and forms, for the PTASP area, these can be in the form of transit squares, and plazas, neighborhood parks, and greenways. Squares are public spaces, seldom larger than a block, located at the intersection of important streets or in front of important civic buildings such as train stations. The landscape of squares consists of paved walks, lawns, trees, and civic buildings formally disposed and requiring substantial maintenance. Piazzas and plazas are public spaces generally set aside for commercial purposes and activities and located at the intersection of important retail streets. It may be the site for civic events such as farmers' markets, dances, concerts, outdoor film screenings, and other minor performances by street artists and actors. Neighborhood parks are medium-sized public spaces with a landscape consisting of grass and trees appropriate for playgrounds, dog runs, and other family-oriented activities. Greenways are linear corridors encompassing a trail for bicycles and pedestrians. A greenway should follow a natural trajectory which is transformed to its purpose.

Open spaces such as transit squares and plazas present a unique opportunity to be landmarks for the City. The programming of the public plaza with events and activities will be a major factor in its success. Such programming contributes to the fabric of a community by increasing pedestrian connectivity while the natural landscape heals the urban characteristic of the City. These plazas can serve as a catalyst for the ongoing transformation of Downtown by bringing quality of life, foot traffic to the area and increasing demand for surrounding properties.



SOURCE: GOOGLE IMAGES

FIGURE 8.5. EXAMPLE OF PUBLIC PLAZA



Programming open space owned by the City is key to placemaking. Placemaking can include a wide variety of public actions, regulations, and strategies that promote the creation of places that are oriented towards a friendly pedestrian experience, emphasize walking or bicycling over driving, and offer pleasant public spaces that foster vitality and excitement. Focusing on assets that the City owns helps generate funds and attract development. Studies have shown that programmed parks create significantly more value than passive parks or peaceful open space. These ventures can be funded by public-private partnership under the leadership of the City’s Recreation and Culture Department or by a non-profit park foundation. By making the area surrounding the plazas desirable, developments in the immediate vicinity can be levied with an fee that can be used for the park’s operations, programming and maintenance. Some of the benefits to the City upon implementation of programming can be:

- ▣ Creation of a high-energy park serving as a focal point
- ▣ Generate visitors and attracting locals to an event hosted at a destination
- ▣ Increased land value around the park
- ▣ Initiation of a philanthropic effort contributing to the funding, development, and ongoing maintenance of the park
- ▣ Adjacent development creates lots of ‘eyes’ on the park and its operations, leading to a safer environment
- ▣ Promote walkability and enhance people’s recognition of the value of walking
- ▣ Levying fee on new development around the park that benefits parks, branding, and operations.
- ▣ Generate revenue by welcoming food vendors to the events and capture a certain percentage of their income

For a successful programming, certain strategies need to be in place, such as:

- ▣ An inspiration
- ▣ Create a focus such as family, health/wellness, and music for park programming.
- ▣ Find coalitions that can champion for a park investment for the good of the City
- ▣ Setting up a specific organization to run and operate the park
- ▣ Provide certain amenities such as free Wi-Fi, restrooms, electrical outlets, plenty of shade, water
- ▣ Hosting interesting events depending on the seasons, time-of-day, etc., along with food trucks

8.4.2. Neighborhood Branding

With the arrival of HSR and concurrent transportation improvements undertaken by the City, the PTASP area will experience improved multi-modal mobility. Coupled with phased development and infrastructure improvements, the PTASP area presents a great opportunity to implement wayfinding and branding concurrently. Wayfinding encompasses all the ways in which people understand their surroundings and navigate from place to place. Wayfinding is more than just signs, it can also include maps, landscape features, off-street amenities, buildings, landmarks, and much more. It is a great tool for users to have access to information regarding their community resources, and how these elements are connected to one another, and ultimately to their neighborhoods. As projects develop, an effective signage and wayfinding program that enhances access and orientation to employment, educational, retail, and recreational centers

can be weaved into the process. This will prove beneficial to all the users involved as it brings the discussion to the front of the table rather than an after-thought. Branding should be taken to mean as a unified and integrated system of signage and wayfinding designed to be recognizable. This system can coexist with other partner systems like the City signages, as well be part of the neighborhood and community signs.



SOURCE: NACTO, 2019

FIGURE 8.6. EXAMPLE OF NEIGHBORHOOD BICYCLE BRANDING

The Specific Plan, in a practical sense, will create a notion of unique neighborhood character distinguished by land use, public plaza, or unique community resources. The proposed branding system should reinforce, as well as connect the development phases. Any wayfinding signage system proposed should recognize each neighborhood and local community assets, have visibility, but not be obtrusive on the environment and consistent with the goals and vision of the PTASP. The wayfinding signage plan should be comprehensive in scope, but not overwhelm by utilizing too many signs that could be distracting to users rather than enhancing their experience.

8.5. Environmental Regulations

The PTASP TOD Framework Plan Program EIR that covers land area larger than the PTASP planning area, previously analyzed the impacts associated with creation of a mixed-use transit-oriented district through future development and redevelopment within the PTASP planning area. Thus, consistent with the California Environmental Quality Act (CEQA) and Section 15152 of the State CEQA Guidelines, the Initial Study for the PTASP is tiered from the Palmdale TOD Framework Plan Program EIR, which was certified by the Palmdale City Council in January 2018. Since the Program EIR will serve as the primary environmental document for this Specific Plan, all applicable mitigation measures in the TOD Program EIR shall be incorporated into subsequent development proposals in the PTASP area up to the year 2035.



8.5.1. Compliance

As individual development proposals for a parcel or group of parcels within the PTASP planning area are submitted to the City, the City will review each proposal and determine whether the proposal is consistent with the development anticipated in the PTASP and evaluated in the Initial Study/Negative Declaration (IS/ND) for the PTASP, which is tiered from the Palmdale TOD Framework Plan Program EIR. If the City determines that the individual development proposal is consistent with the proposed development umbrella analyzed in the PTASP IS/ND and no new impacts or changed circumstances have occurred that may result in new impacts over those identified in TOD3 Program EIR's tiered document, it may use the IS/ND as the environmental document for that individual proposal. If the individual development proposal contains only minor changes to the proposed development umbrella analyzed in the PTASP IS/ND are proposed, the City shall prepare an Initial Study to determine the impacts associated with the minor changes and, if no new impacts or no increase in the severity of impacts will occur, it may adopt an Addendum to the TOD3 Program EIR's tiered document (i.e., PTASP IS/ND). If the individual development proposal contains changes that would result in new impacts but these impacts would be less than significant or may be mitigated by new mitigation measures, a Mitigated Negative Declaration and associated mitigation measures may be adopted.

However, if an individual development proposal contains changes that would result in new impacts that would be significant and unavoidable, such that a substantial increase in the severity of significant impacts is anticipated, major revisions to the TOD3 Program EIR's tiered document are needed, or other circumstances as listed in Section 15162(a) of the State CEQA Guidelines would occur, then the individual proposal would have to undergo additional or separate CEQA environmental review and clearance.

For a development proposal that is consistent with the development anticipated in the PTASP planning area to the year 2035, such development proposal shall comply with the relevant regulatory requirements and shall implement the mitigation measures from the TOD3 Program EIR that are applicable to such development proposal, as determined by the City. This does not exempt the development proposal from compliance with other federal, State, regional and City regulations that may be imposed or are relevant to the development proposal or components of the development proposal.

Future development beyond 2035 under the PTASP would be subject to additional environmental review if it exceeds the development anticipated in the Palmdale TOD Framework Plan Program EIR.

The Regulatory Requirements and Mitigation Measures listed in the TOD3 Program EIR's tiered document shall be evaluated for applicability to individual development proposals in the PTASP area and pertinent requirements and measures implemented as part of that development proposal.

8.6. Periodic Evaluation

As witnessed by communities throughout the country, historically market conditions are dictated by the economic conditions. The PTASP is a long-term plan that will evolve in phases throughout its implementation. Therefore, administration and maintenance of the PTASP are vital to realize the vision and updates and recommendations can be revisited as deemed necessary by the City.

APPENDIX

GLOSSARY OF TERMS

Architectural Projections – projections include uninhabited portion of a building including sloping portions of roofs, parapets, chimneys, spires, towers, tanks and similar projections. **Accessway** – a formalized path, walkway, or other physical connection that allows pedestrians to efficiently reach destinations.

Arcade – a covered walkway attached to a building and supported on the sides not attached to the building by columns.

Articulation – the visible expression of architectural or landscape elements through form, structure, or materials that “break up” the scale of buildings and spaces to achieve a “human scale”.

Balcony – an exterior platform that projects from or into the façade of a building and is surrounded by a railing, balustrade, or parapet.

Bay Window – a large window or grouping of windows projecting from the outer façade of a building and forming an alcove in the interior of the building.

Building Height – vertical distance from the average finished grade elevation to the top of the roof plate (bottom of the eave for a pitched roof or bottom of parapet for a flat roof). Additional height allowances are a part of the Architectural Projections (see above) and include parapets and the sloping part of a pitched roof.

Building Setback – the distance between the building line and the property line, or when abutting a street, the ultimate right-of-way line.

Density – a unit of measurement that divides persons, floor area, or dwelling units per the gross or net measurement of a discreet area e.g., acres, square feet, square miles. Density requirements in this document are expressed as gross densities with the land area including the area of the parcel, specific to the use including its yard and any parking provided, plus the area of one-half of the street right-of-way upon which the parcel fronts.

Drive-Through Facility – facilities allowing transactions for goods or services without leaving a motor vehicle.

Floor Area Ratio (FAR) – the amount of enclosed gross floor area per lot or parcel of land on which such building or buildings are located in relation to the amount of site area. For example, a floor area ratio of 0.5 is equal to one square foot of floor area for every two square feet of site area.

Frontage – the linear edge of a property adjacent to the property line abutting a street, public right-of-way.

Greenway – a singular or a series of vegetative, linear corridors, natural or man-made, which may contain active or passive recreational uses or which may prohibit human activity altogether in order to preserve sensitive areas. These are usually associated with riparian systems, but may also include transportation corridors.

Human Scale – the size and proportion of a physical element that closely relates to the human body e.g., a 16-foot lamp post vs. a 30 foot lamp post, and a façade with vertically oriented framed windows vs. a façade with a continuous and unarticulated window wall.



Live-Work – a residential unit that is also used for commercial purposes for a time, with minimum of 50% of the total building area given to the commercial use within the same structure as the residential component.

Lot Coverage – areas of a lot or parcel covered by buildings (as defined by foundation perimeters) and other structures with surfaces greater than 36 inches above the finished and natural grade.

Mixed-Use – development contained within a single-parcel (horizontally or vertically) or adjacent parcels that contains different uses that are complementary to each other and provide activity throughout the day.

Opaque – not transparent.

Open Space – a private or public open land area that is currently undeveloped; it may be maintained as open space into the future or it could be developed.

Overhang – the part of a building that extends horizontally beyond the wall.

Parking Structure – a parking garage located above ground or underground consisting of one or more levels, not surface parking.

Parking, Off-Street – formal or informal parking located within a parcel and outside a private or public right-of-way.

Parking, On-Street – formal or informal parking located within a private or public right-of-way and outside of a parcel.

Pedestrian – people who walk, sit, stand, or use a wheelchair in public spaces, be they children, teens, adults, elderly, people with disabilities, workers, residents, shoppers or people watchers, etc.

Pedestrian Activity – the congregation of persons in an area whose primary means of transportation is by foot.

Portico – a porch or walkway with a roof supported by columns, often leading to the entrance of a building.

Porch – an open or enclosed gallery or room attached to the outside of a building, typically serving as a semi-public space prior to a building entry.

Primary Front Façade – the façade of a building that is meant to take importance over the remaining façades of a building, typically fronting onto a public or private street or pedestrian accessway.

Primary Street – the street that typically carries more vehicular and pedestrian traffic, and where the main façade of the building faces.

Setback – the distance between the building façade and the property line of the parcel in which the building is located.

Side Street – for corner lots, the street that is not the Primary Street.

Street-Facing – the façade of a building that is adjacent to a public or private right-of-way.

Transit-Oriented Development (TOD) – a development pattern characterized by a mix of uses surrounding a transit platform where streets have a high level of connectivity, blocks are small, and streetscape, buildings, and uses cater to the pedestrian.



Transit Station – the area including the platform which supports transit usage and that is owned by the transit authority.

Transparent – a surface which allows objects on the other side to be easily seen.

Trellis – a light framework of horizontal and vertical members that can be freestanding or attached to a building often supporting climbing plants.

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EXPANDED IMAGES

Figure 2.7. Year 2010 Distribution of Population by Block

Figure 2.8. Year 2010 Block Group Population by Race

Figure 2.13. Potable Water Infrastructure Map

Figure 2.14. Recycled Water Map

Figure 2.15. Wastewater Map

Figure 2.16. Stormwater Map

Figure 2.17. Floodplain Map

Figure 2.18. Air Force Plact 42 Land Use Map

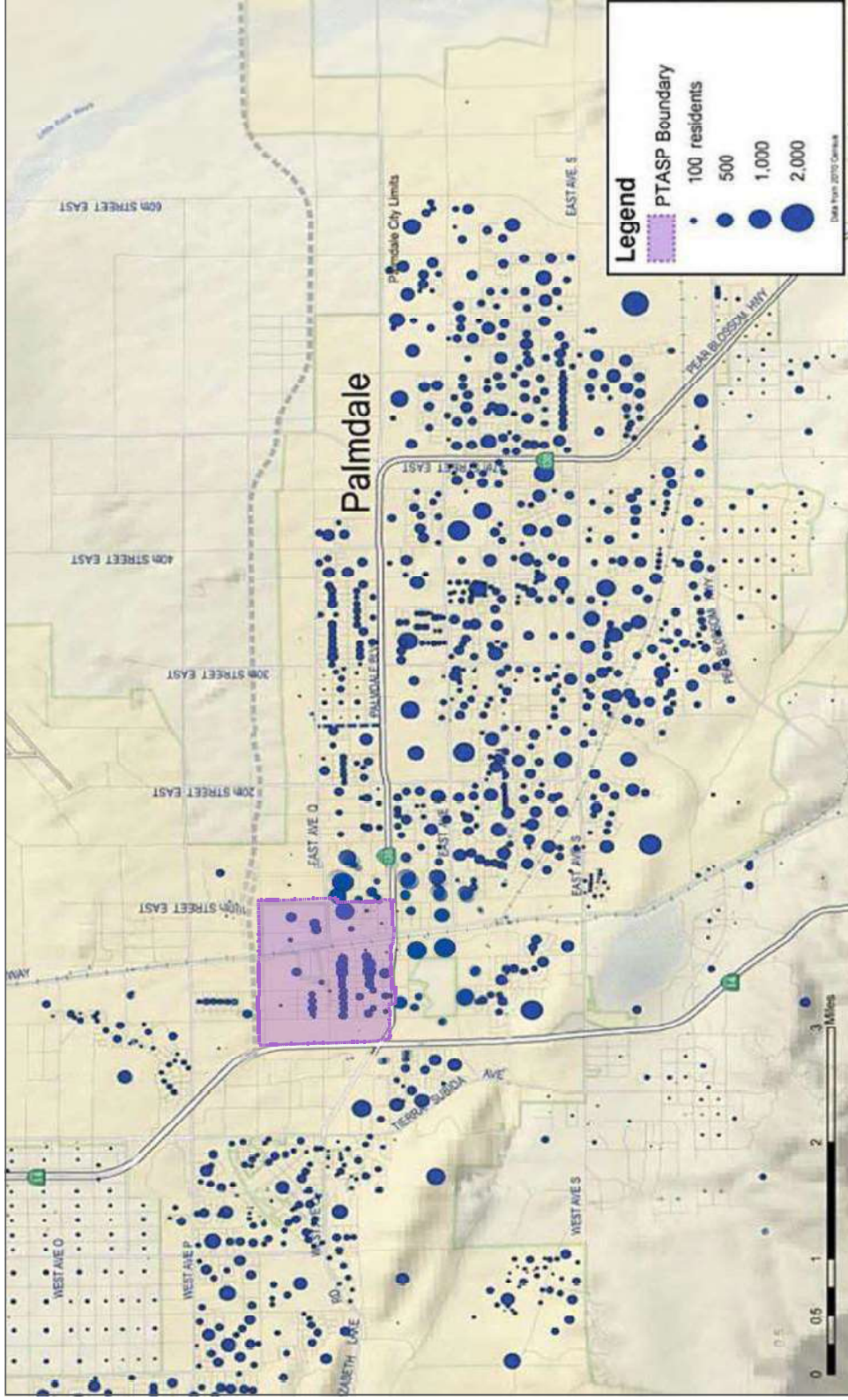
Figure 5.12. Example of an Awning or Canopy

Figure 7.3. Example of Residential Plan Layout

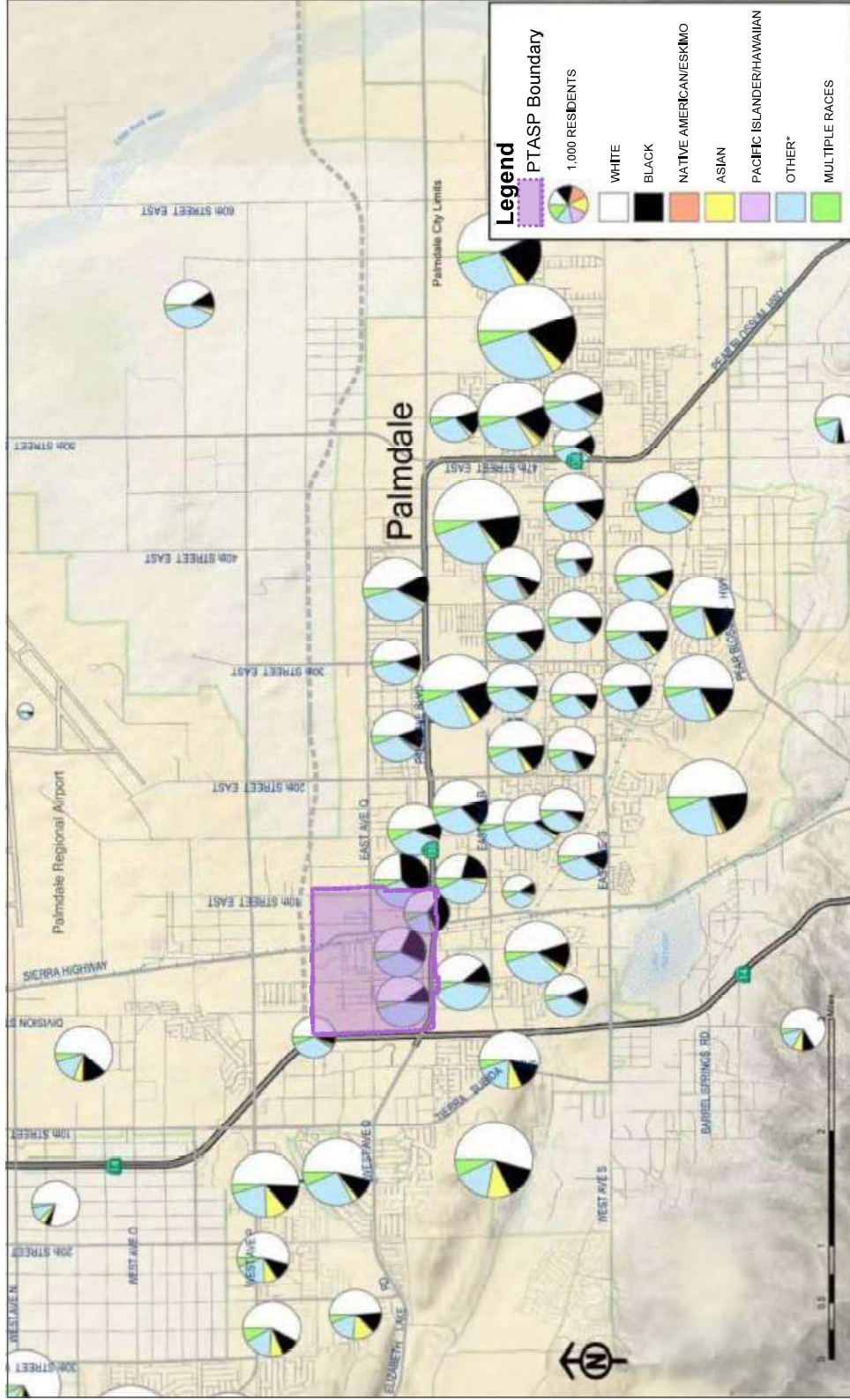
Figure 7.4. Example of Commercial Plan Layout

Figure 7.5. Locations of Gas Distribution and Electricity Transmission

Figure 7.6. Locations of Telecommunications Equipment



SOURCE: U.S. CENSUS BUREAU
FIGURE 27. YEAR 2010 DISTRIBUTION OF POPULATION BY BLOCK



SOURCE: U.S. CENSUS BUREAU

FIGURE 2.8. YEAR 2010 BLOCK GROUP POPULATION BY RACE

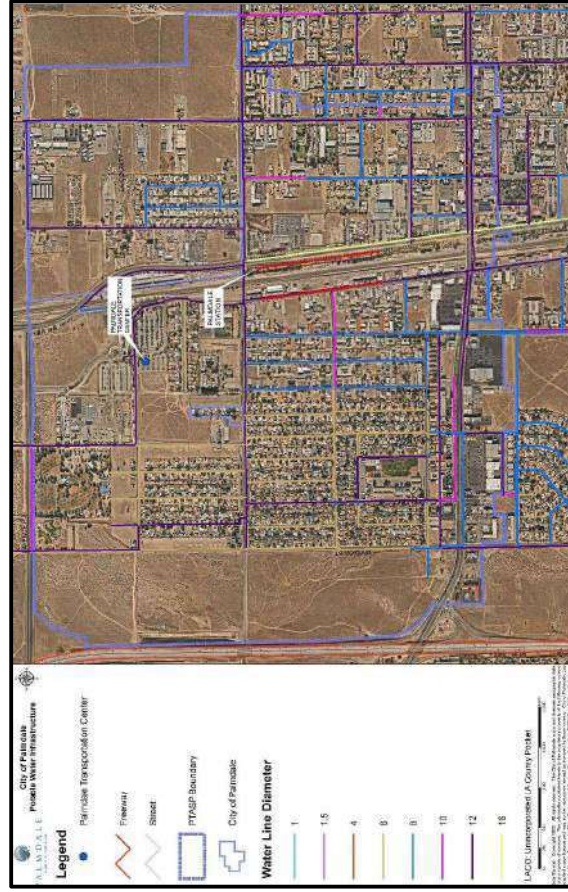


FIGURE 2.13. POTABLE WATER INFRASTRUCTURE MAP



FIGURE 2.14. RECYCLED WATER MAP

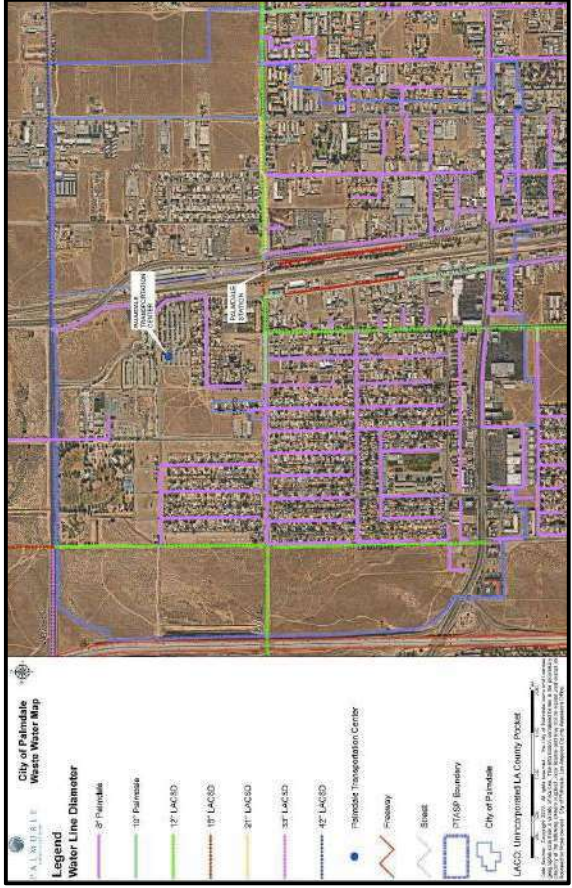


FIGURE 2.15. WASTEWATER MAP

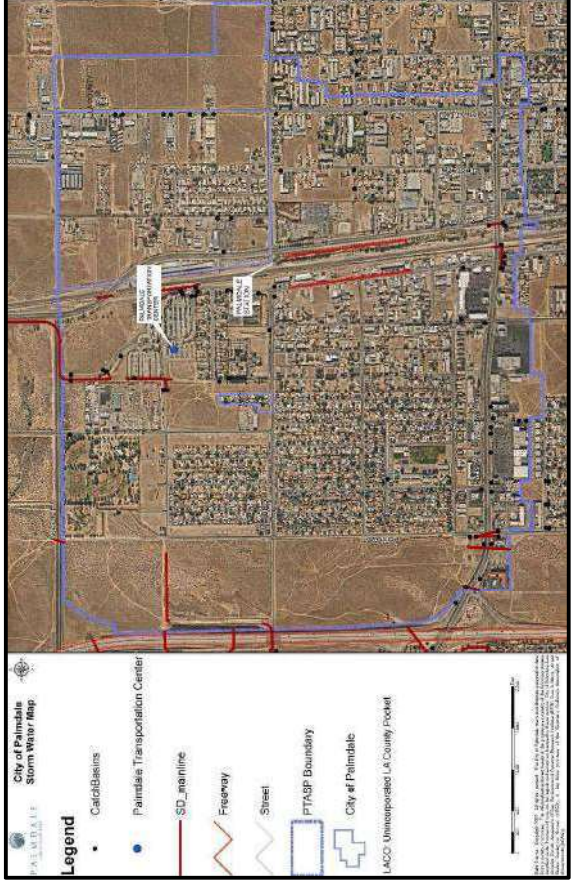
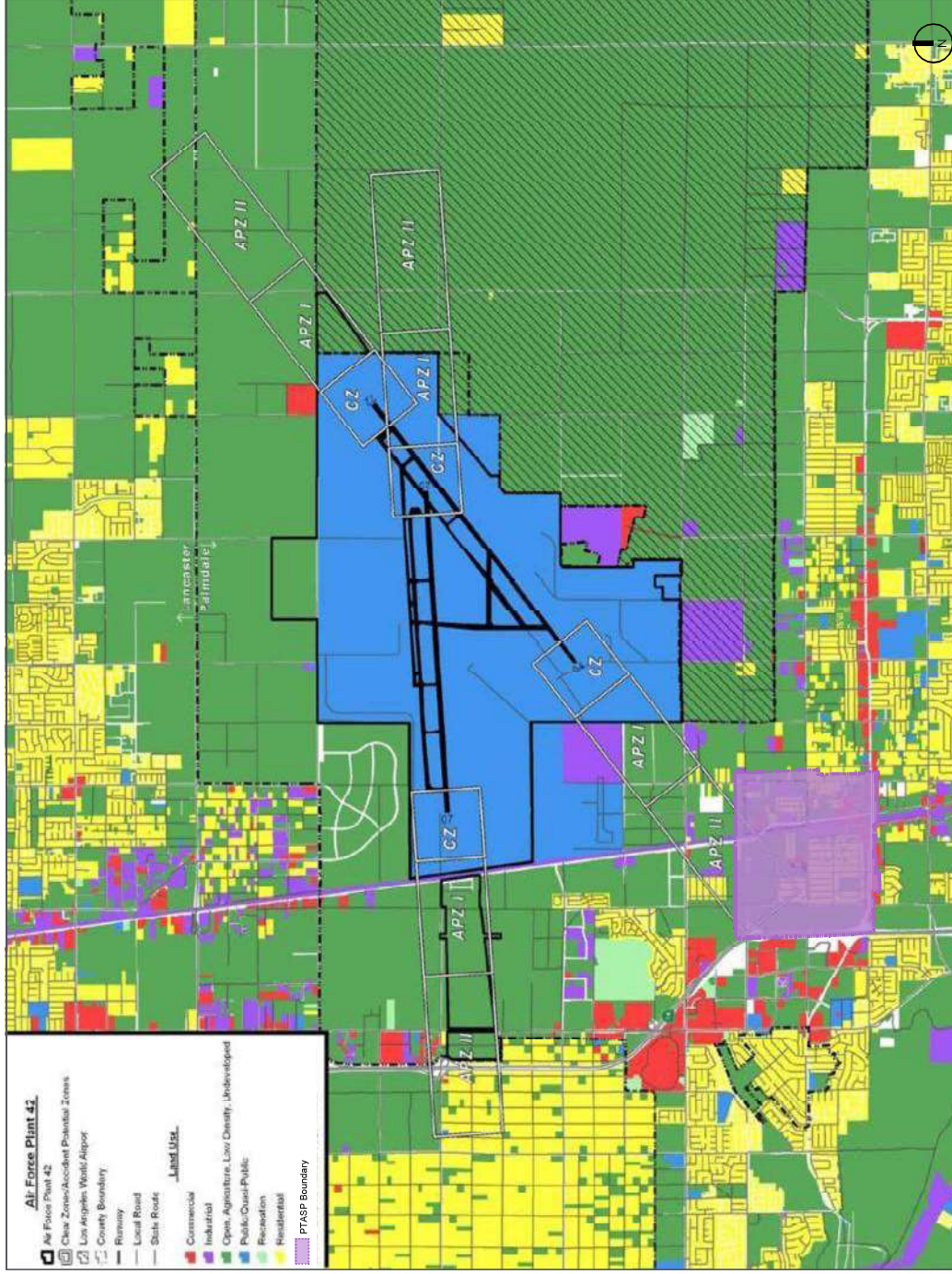


FIGURE 2.16. STORMWATER MAP



SOURCE: 2002 US AIR FORCE PLANT 42 STUDY UPDATE

FIGURE 2.18. AIR FORCE PLANT 42 LAND USE MAP (SEE APPENDIX FOR EXPANDED IMAGE)

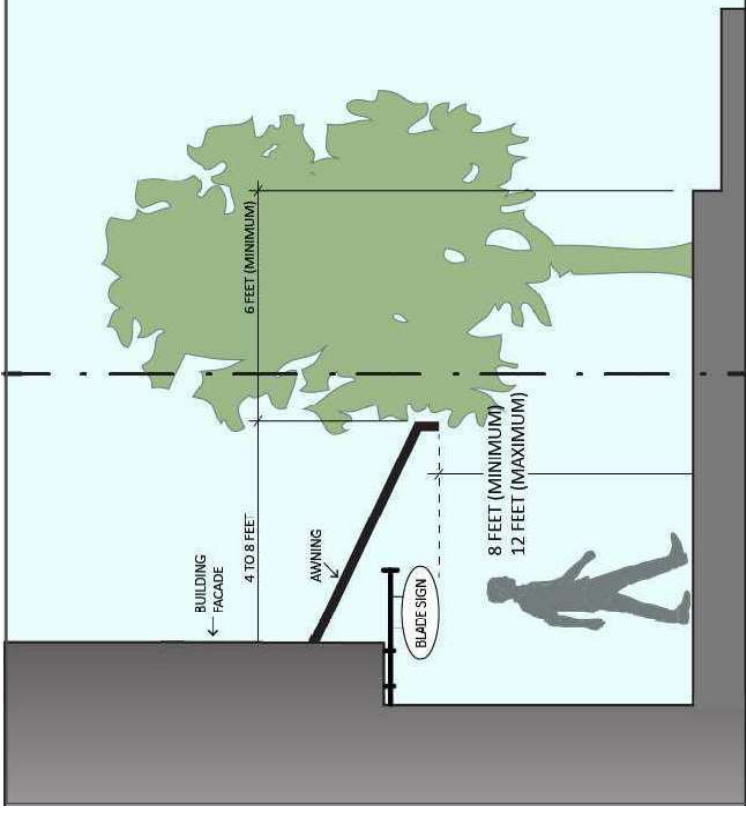
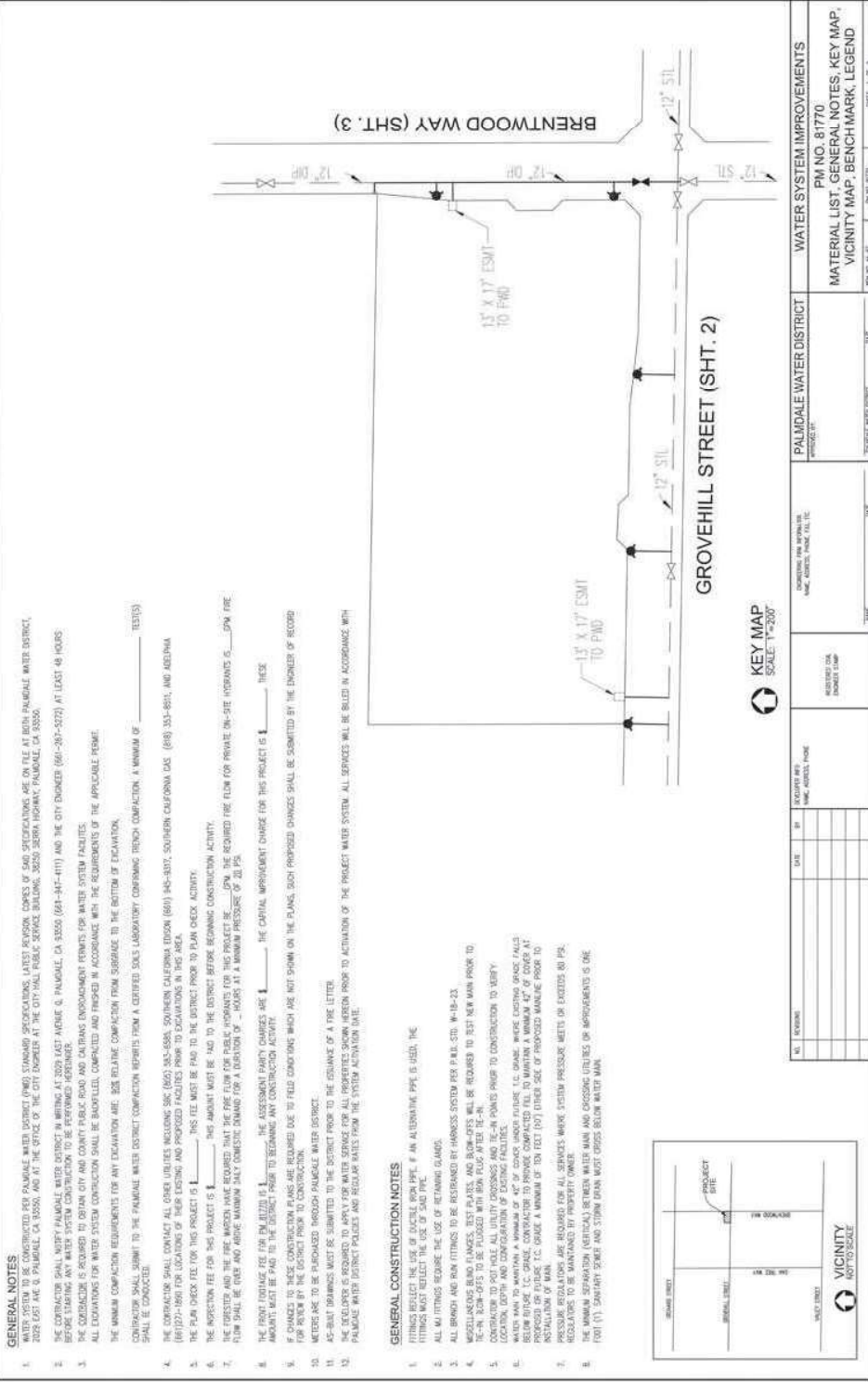
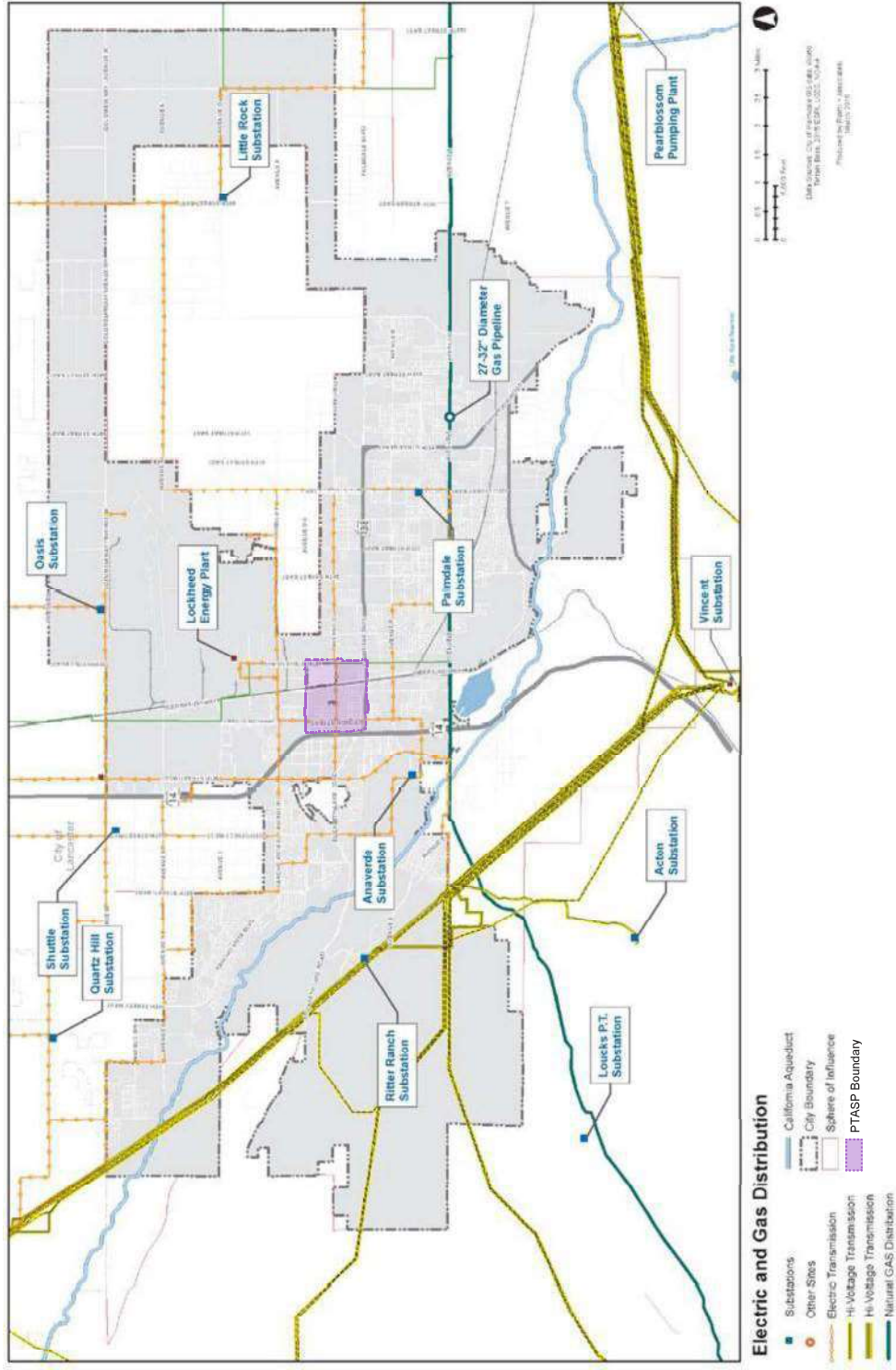


FIGURE 5.12. EXAMPLE OF AN AWNING OR CANOPY



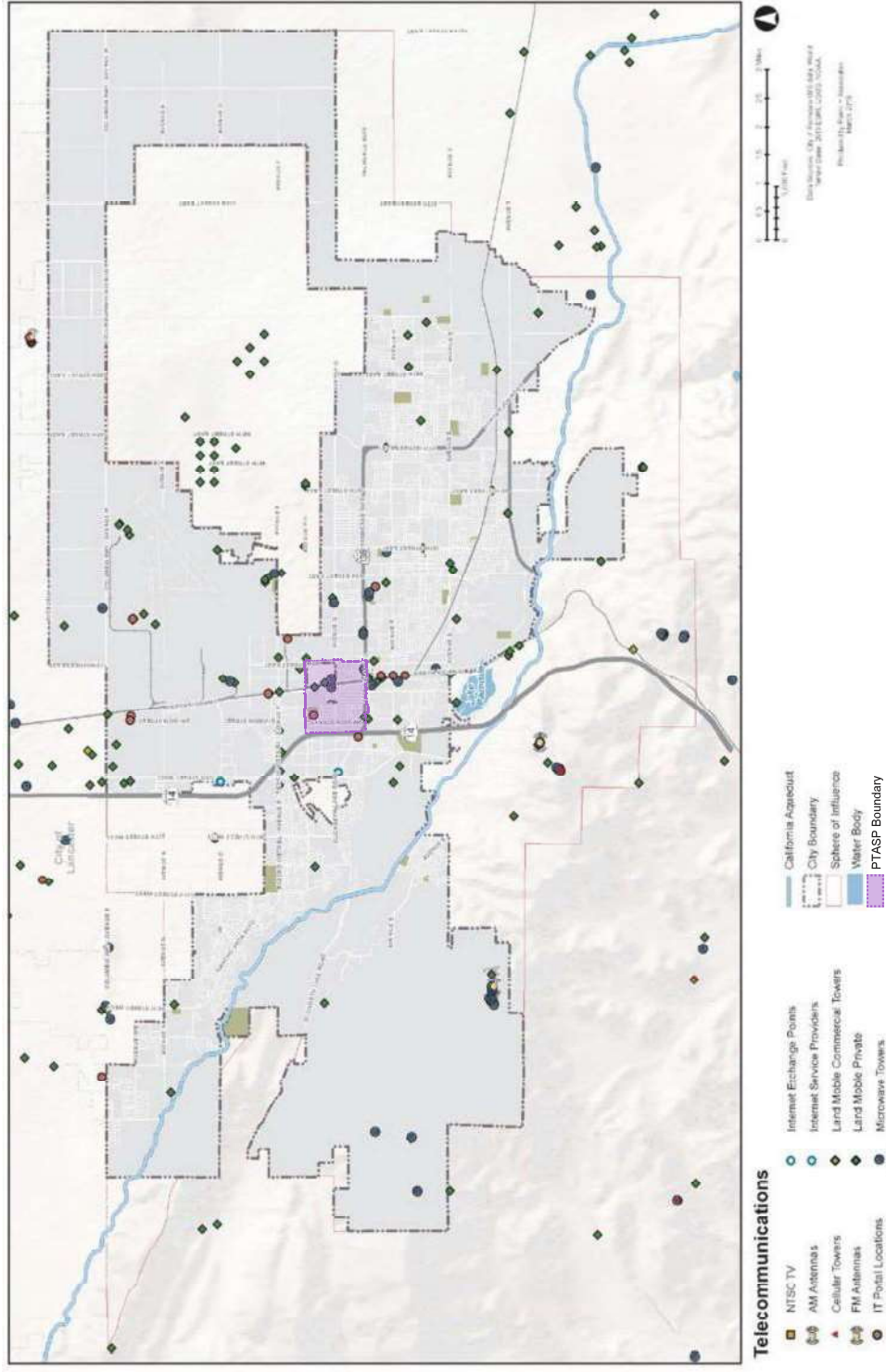
SOURCE: CITY OF PALMDALE, 2019

FIGURE 7.4. EXAMPLE OF COMMERCIAL PLAN LAYOUT



SOURCE: PARSONS, 2019

FIGURE 7.5. LOCATIONS OF GAS DISTRIBUTION AND ELECTRICITY TRANSMISSION



SOURCE: PARSONS, 2019

FIGURE 7.6. LOCATIONS OF TELECOMMUNICATIONS EQUIPMENT