



# PARK 101

DISTRICT  
FEASIBILITY STUDY

AUGUST 2010



# PARK 101



If you build a park over a freeway, it will change the idea of what is possible in Los Angeles.

**A good idea like Park 101 doesn't walk, it runs!**

This proposal is grounded enough in reality to inspire us all to rise to the challenge of creating it.

► Doug Felling, Director, Caltrans District 7

**This is a visionary effort.**

Park 101 has the potential to add to the great public places of Los Angeles.

► Mayor Antonio R. Villaralosa, City of Los Angeles

## A great vision for the City of Los Angeles.

Something to **heal the split between neighborhoods** caused by our need to move automobiles.

► Emily Gabel Luddy, FASLA, and Simon Pastucha, Urban Design Studio; Planning Department, City of Los Angeles

**Los Angeles is a natural home**

for the transformational thinking that Park 101 emerges from. Our city continues to lead in the global trend toward environmental sustainability and pedestrian activity; I believe that Park 101 is the kind of transformative project that will help us get there.

► Councilmember Jan Perry; City of Los Angeles

**Parks have long been recognized**

as key contributors to the physical and aesthetic quality of urban neighborhoods. Today, as more people come to recognize the **stimulating power of parks**, we must work together to transform Los Angeles' underperforming spaces into great public destinations.

► Councilmember José Huizar; City of Los Angeles

The Historic Cultural Neighborhood Council represents Chinatown, Little Tokyo, El Pueblo, the Arts District, Solano Canyon, and Victor Heights. These are the original six communities which comprised Los Angeles some 250 years ago. Our diversity and rich cultural experiences are the cornerstone of our city's past and present, and our ability to work together speaks to a strength upon which to continue to build in the future. With this in mind, and knowing that the proposed project is in the heart of our HCNC, **we offer our enthusiastic support for Park 101!** The proposed plan to cover the freeway and build public park space on top, offers a special opportunity to connect our six communities to each other and to the rest of Los Angeles. The future hope of being able to walk through and enjoy new park space offers an essential piece of the complex fabric of any rich and diverse community, and we are excited about seeing Park 101 come to pass.

► Kim Benjamin, President; Historic Cultural Neighborhood Council

**Park 101 is visionary.**

It is practical. It solves so many of Downtown Los Angeles' problems with a single gesture that building it is a no-brainer. What is particularly encouraging in this proposal is the underlying economic analysis that not only proves that *Park 101 is clearly feasible*, but that Downtown Los Angeles can no longer live without its very real benefits. Let's engage the community, let's begin detailed design, and **let's build this!**

► Brady Westwater, Vice-President; Downtown Los Angeles Neighborhood Council

An exciting concept—**creating space** where there is no open space; **building a park in thin air.**

► Edward Avila, President; Project Restore

## QUOTES FROM PARK 101: EDW/AECOM LOS ANGELES INTERN PROGRAM 2008 BOOK

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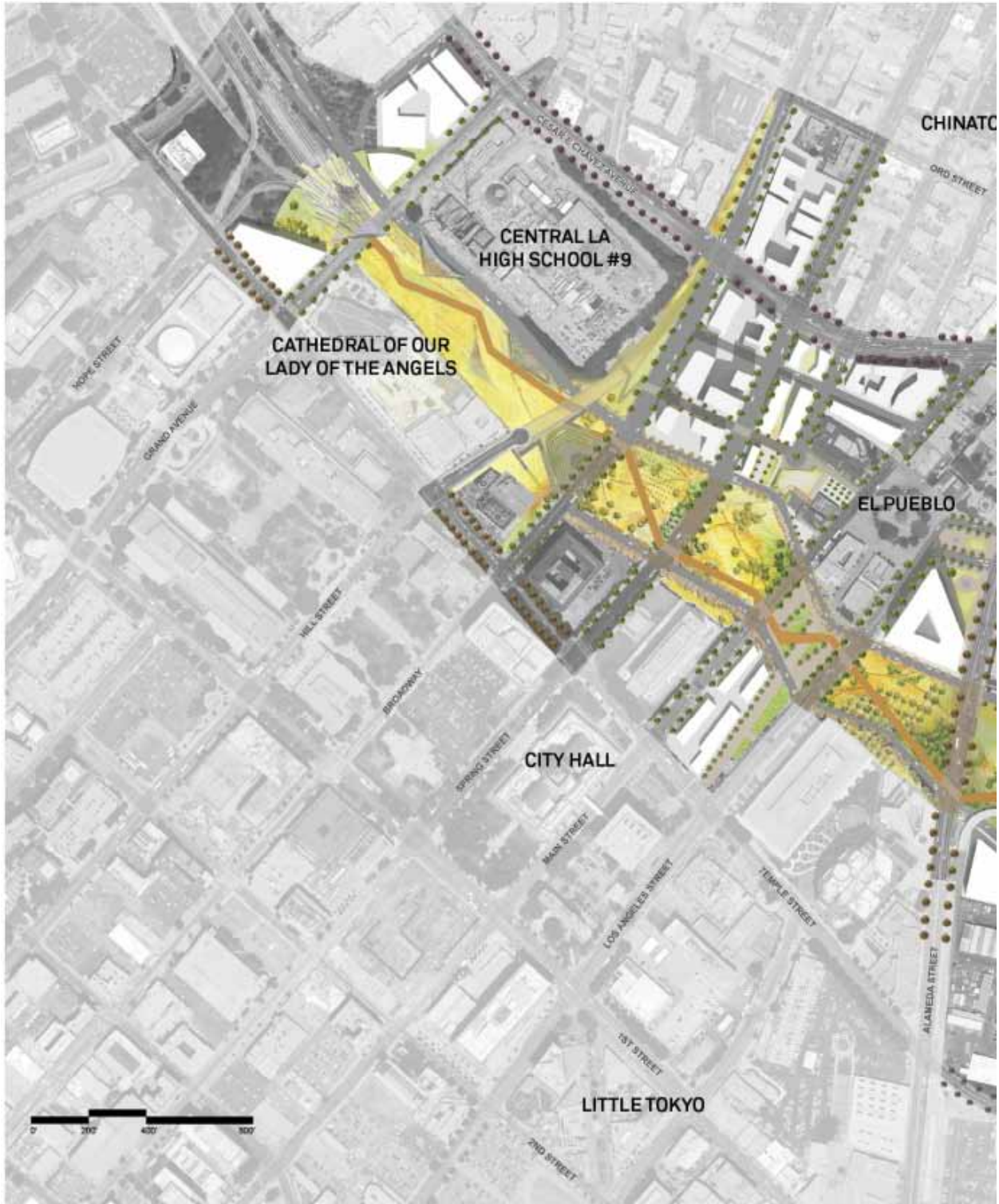
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01

EXECUTIVE SUMMARY



**CONCEPTUAL PLAN**





## THE PARK AS AN URBAN ECONOMIC REGENERATOR

PARK 101, and the proposed new district surrounding it, is a celebration of a new generation of urban parks that is giving back to the City of Los Angeles in important and subtle ways. As city builders, we can no longer focus on buildings as the primary elements of urban redevelopment. It is increasingly critical that open space and parks lead the charge to sustainable growth and the economic wellbeing of our neighborhoods. Increasingly, we are recognizing that well-planned open space adds to the quality of urban life while providing tangible benefits such as a rise in land values and the tax base of our cities.

“Recycling and re-using are becoming part of a civic consciousness and municipal responsibility...the next watchword...and a means by which we can make cities more desirable places to live”. – Mayor of San Francisco on World Environment Day in 2005

Cities that balance quality environments with support for a variety of cultures continue to attract intellectual capital, economic investment, and creativity. This balance of lifestyle, environment, and commerce leads to a positive bottom line: cities that are good to live in are successful economically... and as long as they are good to live in, that economic success is sustainable. Open space investment will truly pay dividends for those cities bold enough to plan, finance, and build useable, attractive, centrally located parks and open space. **PARK 101** is a civic infrastructure investment which will be the catalyst for the next 50 to 100 years of smart growth, job creation, and one-of-a-kind downtown redevelopment for the City of Los Angeles.



**CONCEPT RENDERING: AMPHITHEATER**



## THE PARK 101 DISTRICT

The new park created above the freeway is seen as a key component of a new neighborhood: the PARK 101 District. It is a vibrant confluence of Los Angeles' historic and founding neighborhoods representing the cultural diversity of this leading Pacific Rim city.

Within the proposed PARK 101 District, the native Tongva Indians first settled and thrived for three millennia. They were later followed by the first Mexican settlement in the LA region, El Pueblo, which continues to thrive today as a cultural landmark and is home to the largest festival of mariachis on the west coast. The original pueblo was built by the 44 settlers of Los Angeles in 1781. Today Olvera Street is one of the most famous tourist attractions in the City of Angels, a bustling marketplace of independent vendors and restaurants providing a glimpse into our Californian heritage. Just north of the proposed PARK 101 District is Chinatown, which has been cut off from Downtown by the existing freeway trench for many years.



***DOWNTOWN LOS ANGELES DISTRICTS***

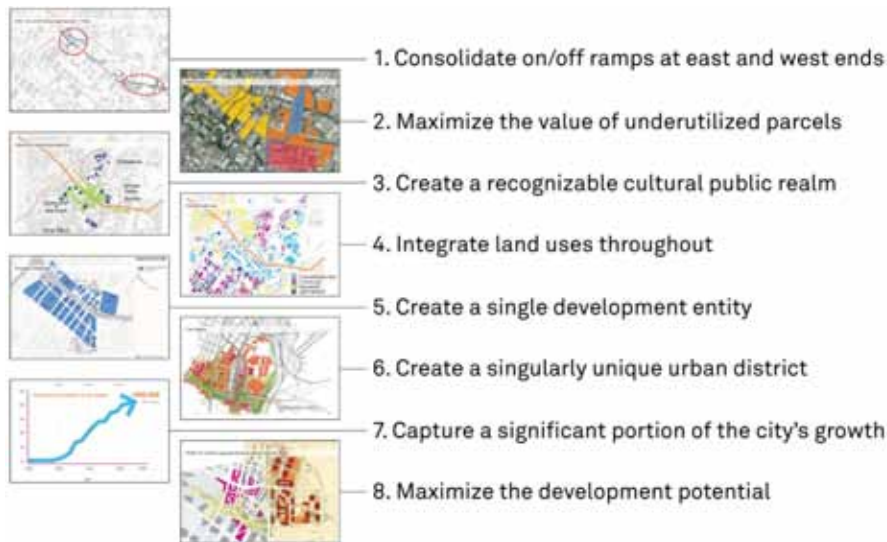
***EXISTING TRANSIT CONNECTIONS***

To the south of PARK 101 is the civic core of the city: City Hall, the County and Federal Courts, the Los Angeles County Music Center complex, and Disney Hall, as well as the new Civic Park, which has recently broken ground. Additionally, the recently-completed LAUSD School for the visual and Performing Arts and the Cathedral of our Lady of the Angeles on Grand Avenue have heightened the institutional visibility of the area. Much of this development is the result of the Bunker Hill Plan, instigated and developed over the past 40 years. Together with the recently completed Caltrans District 7 headquarters and the LAPD headquarters, this area represents a significant daily influx of workforce population for Downtown.

Little Tokyo, the Arts District, and the Los Angeles River all lie just to the east of the PARK 101 District. Anchoring the north end of downtown, and the edge of the proposed district, is the historic Union Station. Today, Union Station is the largest inter-modal transit center west of the Mississippi River, and anticipates the arrival of a new era of regional mobility with the advent of High Speed Rail across California.

The PARK 101 District is poised to become the next great place in Los Angeles and indeed southern California. PARK 101 is seen as both the catalyst for urban renewal in this neighborhood as well as the logical outcome and extension of transit investments. It forges a new roadmap toward urban sustainability and economic prosperity for Los Angeles. It is as significant an idea today as Bunker Hill or the Los Angeles Aqueduct were to a prior generation of leaders. PARK 101 would capitalize on the recent and future investments in public transit infrastructure in Los Angeles (and across the state) and is located at the heart of where these projects are set to converge.

## DESIGN PRINCIPLES



A number of key guiding ideas or design principles have emerged to shape the plan and development recommendations for the area.

1. Consolidate on/off ramps at the east and west ends of the Park
  - The 101/Hollywood freeway is severely congested in this half-mile stretch. Traffic solutions are limited by the physical nature of the existing freeway “trench” and compounded by the large number of merging traffic lanes required to operate the *sixteen* on- and off-ramps. The proposed PARK 101 District plan calls for a rationalization of freeway access and egress, consolidates the on/off ramps at either end of the “trench”, and creates a more legible and normative traffic plan with two gateways, one at the western end on Grand Avenue and the other near Vignes Street at the eastern end.
  - The El Monte Busway at the eastern end of the PARK 101 District is also anticipated to be incorporated into an expanded Gateway Intermodal Center. This expansion would reach across the freeway to the north end of Little Tokyo and provide a new point of access to Gateway Center and future high-speed rail.
2. Maximize the value of underutilized parcels
  - Currently, the District is home to a large swath of surface parking lots. While these lots provide a necessary amenity for local employees and visitors, they also represent a tremendous opportunity for redevelopment. Surface parking lots are to be redeveloped

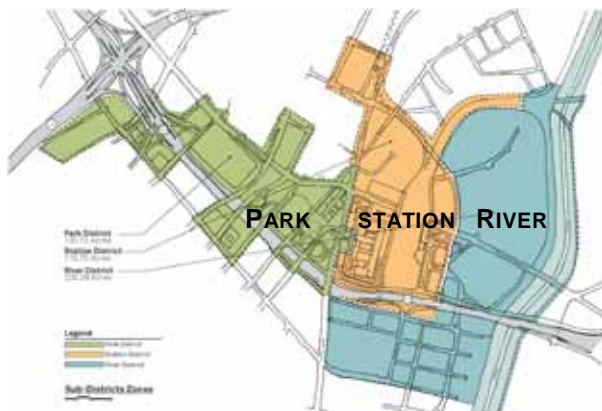
- throughout the district with active ground floor uses (shops, cafés, offices, etc.), shared replacement parking via subterranean or podium garages, and a mix of hotel, office, cultural, institutional, and residential uses on upper floors.
- Shared parking is anticipated to serve future passengers of High Speed Rail.
  - New development should be complimentary to and respectful of the historic context in and around El Pueblo. In order to complement the transit-oriented nature of the district and the existing taller buildings at Union Station, additional density and higher floor-area ratios are anticipated east of Alameda Blvd.
3. Create a recognizable cultural public realm
    - With El Pueblo and the new Latino Cultural Center located at the heart of the PARK 101 District and a proposed new ‘pedestrian first’ public realm focused on creating active lively streets and plazas, the existing music center, Little Tokyo, El Pueblo and Chinatown neighborhoods are anticipated to become seamless as a cultural melting pot for all Angelenos.
    - The Park above the freeway will incorporate a variety of venues to host events. At the park’s center is the new Main Street Plaza, an urban square designed to host farmers markets, art and craft fairs, informal music and dance. To the west extends a hillside open space for informal events (flying kites, strolling, playing Frisbee, etc.). Further west is the great outdoor amphitheater and the Grand Avenue overlook for hosting large concerts and events. East of the Main Street Square is an informal undulating linear park stretching to the banks of the Los Angeles River.
  4. Integrate land uses throughout
    - As a purposeful and deliberate departure from the current zoning in the area, the plan for the district calls for a balanced and mixed land use approach. Residential above retail, live work and other more finely woven uses will be encouraged. A hotel serving the transit hub and cultural activities is seen as a key element of the plan.
  5. Create a single development entity
    - All the currently underutilized land identified for the PARK 101 District (west of Alameda) is publicly owned and ideally suited for being managed under a single development agreement and entity. This would provide a streamlined decision making process, greater certainty and cohesiveness of development.
  6. Create a singularly unique urban district.
    - The PARK 101 District is anticipated to be unique and of the highest possible quality, promoting new and innovative development ideas and strategies for success – a new iconic urban park and developments representing the next generation of “postcard images” for the City of Los Angeles.
  7. Capture a significant portion of the city’s growth
    - With the increase in population for the City of Los Angeles projected to be approximately 600,000 people in the next 20 years, it is the goal of this project to capture a significant percentage of this growth. With an estimated 8 -10 million gross square feet of new development in and around PARK 101, it should be possible to attract between 2 – 3,000 new households. A new live-work balance for the city.



- By creating a compelling urban place with alternative local and regional public transit choices second to none, downtown will ultimately overcome the lure of suburbia, and cast off the auto-dependent mantle for the next generation of Angelinos.
8. Maximize the development potential and revenues.
- With approximately 8 – 10 million gross square feet of new development in and around the PARK 101 District, it is anticipated that a significant financial contribution could be made toward the development of the infrastructure.
  - The mix of uses is anticipated to include:
    - Residential (2 – 3,000 Dwelling Units)
    - Office
    - Hotel
    - Retail
    - Institutional
    - Cultural

## KEY ELEMENTS OF THE PLAN & ILLUSTRATIVE PHASING

The project team has subdivided the greater PARK 101 District into three sub-districts: the Park, the Station, and the River. The feasibility study has focused on illustrative phasing for the Park sub-district in order to provide details on specific design opportunities, costs, and economic benefits resulting from development and implementation.



**SUB-DISTRICT PLAN**

**ILLUSTRATIVE PHASING PLAN OF PARK SUB-DISTRICT**

Proposed development would begin at the heart of the new district: the front door to Union Station. It would conclude with development of the Cathedral Park and the Outdoor Amphitheater. Suggested phasing of the key elements of the plan includes the following:

### Park District:

- Phase 1: Union Station Promenade  
This is a relatively straightforward “by right” streetscape improvement to provide a seamless and gracious pedestrian and vehicular front door to Union Station and El Pueblo. Suggested improvements would provide an invaluable positive first impression

for commuters, employees, residents, and visitors alike. Implementation could begin immediately and primary funding is anticipated by transit and mobility agency funds.

- o Phase 1B: East Gateway (concurrent with High Speed Rail)

The arrival of High Speed Rail and the required platform lengths to cross the 101 Freeway provides a compelling rationale to extend the trench and develop a 'land-bridge'. This extension over the freeways, an iconic gateway, would connect Union Station's Gateway Center with Little Tokyo and the Arts District to the south. It would provide convenient and direct access for pedestrians, bicyclists, buses and the trains to the intermodal center from Little Tokyo.

- Phase 2: Main Street Cap Plaza

The initial "capping" of the freeway, previously identified by the City and Caltrans (in the 2010 updated Project Study Report) is proposed to be greatly simplified by focusing on construction of the freeway cap, and postponing the expansion/rebuilding of the adjacent bridges to a later phase. The resulting plaza will provide a critical pedestrian linkage between El Pueblo and downtown without disrupting vehicular transportation links along the Alvarado and Main Street bridges.

- Phase 3: Heritage Trail District [formerly called Fort Moore Connection]

The proposed new Heritage Trail will provide a seamless pedestrian connection from Hill Street to El Pueblo and Union Station, and is currently fully funded.

- Phase 4 and 5: Cathedral Park and Outdoor Amphitheater, Grand Avenue Overlook and Hill Street Paseo to Chinatown. The western reaches of the cap park will be developed in unison with the adjacent development(s) and available fiscal resources.

Station and River District Phases:

- LA River Park, Temple Street River Drive and Pedestrian Bridge to Aliso Village. Future phases of development to the east of Alameda and beyond the LA River will truly create a downtown district for all Angelinos.

Phases within the sub-districts and the greater PARK 101 District may proceed concurrently depending on the availability of funding sources and/or the timeline for approvals or entitlements. Timing may also depend on concurrent projects and their implementation schedule, like that of High Speed Rail and the LA River Master Plan.

The PARK 101 Plan does not preclude the future widening of the 101/Hollywood Freeway.



**PHASE 1: CONCEPT SIMULATION AND PLAN OF UNION STATION/EL PUEBLO PROMENADE**

## IMPLEMENTATION

The current study is intended to broadly define the project, test its economic viability, and identify the next steps toward final project definition, approvals, and ultimately construction. It is anticipated that discrete portions or phases of the project may follow separate tracks and be “championed” by the respective lead entity or agency. The timeline and project tasks below identify our current understanding of the tasks required for implementation and are broadly categorized into 5 separate tracks: Outreach, Design, Technical Studies, Entitlements and Construction.

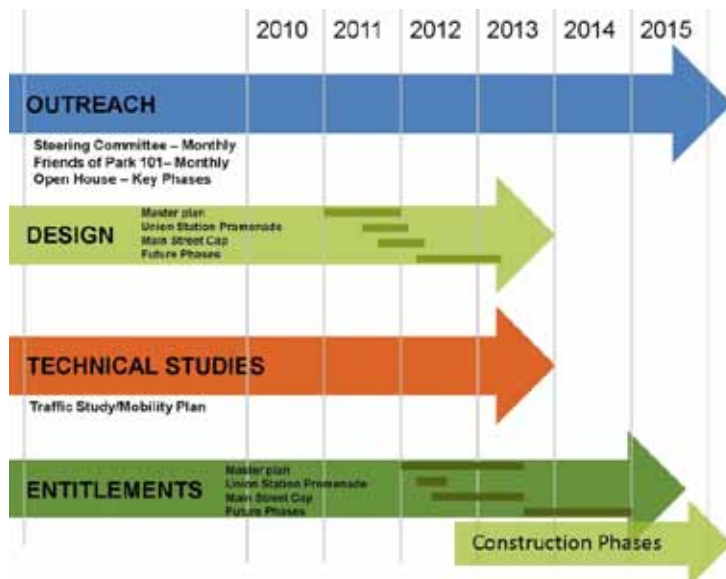
**Outreach:** This is to be both internal and external with on-going monthly internal Steering Committee coordination meetings for all city agencies, elected bodies, and implementation entities; and external public meetings coordinated by the Friends of PARK 101, acting as advocates for the business interests and general public stakeholders.

**Design:** Detailed site studies and development of alternatives for selected interventions are to be developed by the consultant team as the final preferred plan is entitled.

**Technical Studies:** Traffic and economic studies are to proceed for the approvals and development of a financial business plan in conjunction with the supporting agencies and Friends of PARK 101.

**Entitlements:** As entitlements are sought for the project as a whole, and discrete interventions, the team is to support streamlined approvals wherever appropriate in order to expedite the delivery of a pedestrian oriented public realm, parks, streets, shared parking, etc. Development rights, bonuses and/or variances for development of buildings are to be on a separate track.

**Construction:** All construction should seek to minimize impacts on the existing vehicular circulation as well as general wellbeing of the general public. A phased implementation and construction sequencing plan should be developed.





## CLOSING

The public infrastructure required to build the PARK 101 District will cost an estimated \$825 million over the next 25+years. Public improvements include more than 34 acres of new park and open space, capping nearly a mile of freeway trench, and upgrading ten linear miles of streetscape with new lighting, paving, landscaping, and related pedestrian, bicycle, and vehicular improvements. Taking a more focused look at the Park sub-district of PARK 101, the public infrastructure costs approximately \$390 million for the development of a 22 park acres plus additional streetscape improvements. This is 80 percent of the total cost of Millennium Park (approximately \$490 million). Every dollar of the public investment in PARK 101 would spur \$1.25 in new private development, which is not otherwise likely to occur.

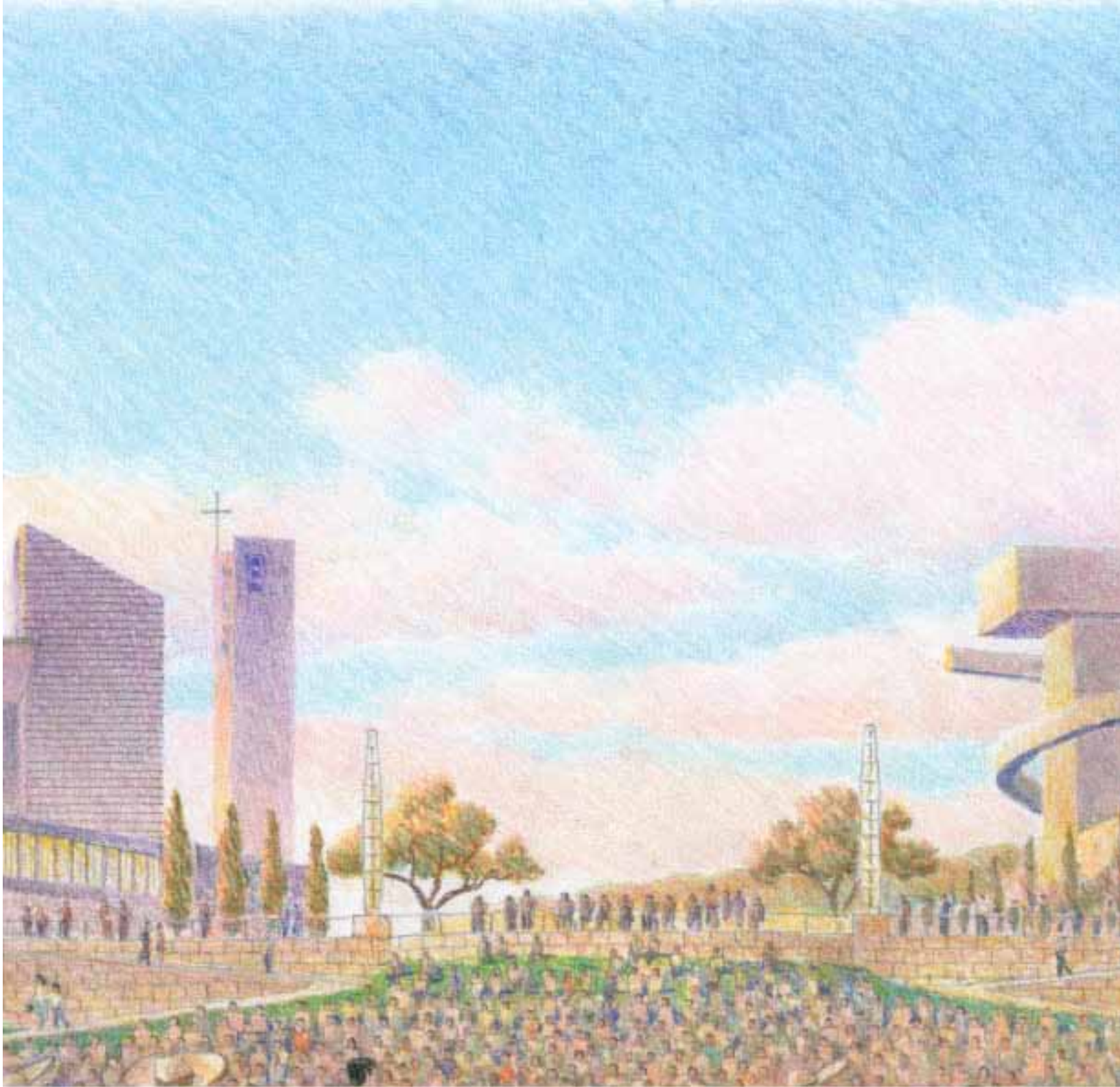
Anticipated new development in the PARK sub-district includes an estimated 1.0-1.9 million square feet of hotel, office, and retail space and 600-800 new residential units worth an additional \$490 million. In addition to 2,800-3,500 one-time construction jobs, The PARK 101 district will bring 2,800-6,000 new permanent jobs to the City and Region.

The PARK 101 District is a radical repositioning of downtown Los Angeles for the next century of use. It establishes a renewed enthusiasm for urban living and a platform for sustainable growth heretofore unmatched in Southern California. It is an essential part of our collective future, *a necessity*, rather than just a good idea. This Feasibility Study, building on CALTRANS and City Planning Department leadership and the initial impetus of the EDAW/AECOM intern program, has garnered unprecedented support from the Archdiocese of Los Angeles and business leadership of Downtown Los Angeles. Additionally the Urban Land Institute (ULI), RailLA and many other community stakeholders have endorsed the plan.

Just as Chicago did in the late 90's with Millennium Park, now is the time for Los Angeles to forge a relationship between city leaders and the philanthropic community to initiate the project which will forever change the way the rest of the world views our city, the PARK 101 District. Millennium Park has been the economic dynamo, generating up to \$1.6-2.2 billion in increased earnings for hotels, restaurants and retail establishments over ten years, and now PARK 101 has the ability to leverage new earnings for Los Angeles. Additionally, PARK 101 has the opportunity to appeal to many users including young professionals, retirees or "empty nesters" to move downtown from the suburbs and take advantage of its proximity to the many cultural attractions of the region. Secondly, PARK 101 has the ability to attract new businesses and enhance existing businesses, leveraging the advent of new high speed rail service to Union Station and the numerous local mobility choices. Thirdly, PARK 101 will attract tourists to its proposed outdoor venues, the hillside amphitheater and numerous markets and street fairs, new hotel accommodations and cultural attractions. And, finally perhaps the hardest to statistically quantify is the enhanced quality of life and image of the city, an opportunity to reclaim the urban experience and marvel at the vision and cultural reach of Los Angeles as a world-class Pacific Rim city.







02

INTRODUCTION



## MEETING THE GOALS OF SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS AND COMPASS BLUEPRINT

How the PARK 101 District project assists the region in meeting Compass Blueprint Principles of Mobility, Livability, Prosperity, and Sustainability in Downtown Los Angeles.

### 1. MOBILITY

Examples of new “green” community transportation infrastructure are derived from the re-visioning of existing transportation infrastructure, by exploring alternatives to vehicular access and mobility, through the placement of neighborhood and pocket parks, through holistic design approach and design standards for city streets, and by linking existing and proposed open spaces into contiguous green “necklaces.”

#### **Strategic land use and opportunities for affordable housing and jobs**

The project will pair these opportunities with needed public transportation infrastructure investments. Transportation infrastructure investments can be leveraged to replace street overcrossings and local interchanges, while simultaneously constructing the platform for the new park. Community involvement will be sought to help provide a conceptual design better suited to the needs of the local area.

#### **Congestion relief**

The proposed project provides congestion relief in a number of important ways. First, the project will provide a conceptual design for replacement of existing bridges/ramps together with new “green” community transportation infrastructure. Second, the project will provide new, improved, and innovative transit solutions and related opportunities for new Transit Oriented Development. Third, the project will stimulate opportunities for improved pedestrian and bicycle mobility, street connections and traffic calming features, and improved connections to new schools in the area. Together these work to provide congestion relief.

The project will achieve these objectives by virtue of its exceptional location in downtown Los Angeles and its proximity to the following: existing transit and bus stops including the Gateway Intermodal Center Union Station; the City’s centers of government, finance and culture adjacent to U.S. 101; and to important street connections. Importantly, the project is also expected to result in increased speeds on U.S. 101 following installation of the freeway cap and related improvements to freeway entrance and exit ramps. A future traffic study is recommended.

#### **Efficient movement of people, goods, and services**

The project provides efficient movement of people, goods and services by reducing automobile dependence and by increasing the efficiency of existing roadways. Automobile dependence is reduced by installation of the freeway cap because the transit connections, extensions to the urban grid, and resulting urban development work synergistically together to strengthen the urban fabric towards more pedestrian oriented land use. The efficiency of existing roadways is

increased as a result of decreased automobile dependence in the immediate area and by completion of the related improvements in transportation infrastructure.

### **Safe and healthy communities**

Importantly, the project provides increased safety as a direct result of congestion relief (as described above). Transportation planners recognize the benefits of congestion relief are not limited to increased roadway efficiency, but also result in decreased injuries and fatalities resulting from the greater pedestrian orientation. Secondly, the project also provides safe and healthy communities through the placement of neighborhood and pocket parks, through holistic design and design standards for city streets, and by linking existing and proposed open spaces into contiguous green “necklaces.” Los Angeles ranks near the bottom of other U.S. cities when it comes to open space available to its residents. Because existing land in Downtown Los Angeles is so valuable and so scarce, even the goals of the Quimby Act, which requires developers to help mitigate the impacts of development with parkland dedication or in-lieu fees, are difficult to implement. Because the freeway cap would essentially add new land, the feasibility of creating parks and open space in connection with the urban design is readily enhanced. In turn, the greater availability of parks leads to more active lifestyles for both local residents, commuters on lunch breaks, and visitors to the area. Connections between the project’s new open space and new local schools in the vicinity will also mean healthier, more active lifestyles for the youth of the local community.

### **Pedestrian, bicycle, and transit mobility and access**

The project provides pedestrian, bicycle and transit mobility and access by providing new “green” community transportation infrastructure, such as by exploring alternatives to vehicular access and mobility, through the placement of neighborhood and pocket parks, through holistic design approach and design standards for city streets, and by linking existing and proposed open spaces into contiguous green “necklaces.”

## **2. LIVABILITY**

Examples of opportunities for related urban revitalization include improved viability for urban residential mixed use development at or near the inter-modal Union Station; greater accessibility and potential redevelopment of the Los Angeles Mall and the City Hall East Annex; improved urban grid and transit connections leading to visible redevelopment in Chinatown; renewed impetus for the development of the Latino Cultural Center at El Pueblo; and strengthened pathways between the Pueblo Church and the Cathedral; and Grand Avenue’s museums, schools and performance centers. It will add an impressive array of urban open space already underway through the Grand Civic Park to the south and the State Historic Park to the north. Numerous private redevelopments already underway in the vicinity are likely to become more attractive as the freeway cap takes shape in the public mind and, ultimately, as a physical feature in the urban landscape.

The communities that stand to benefit most from PARK 101 are the densely urbanized and park-poor communities of inner Los Angeles. The PARK 101 District reconnects the civic,

cultural, and financial cores of the present-day modern Los Angeles with the City's historic origins at El Pueblo, Chinatown and Union Station. An earlier study found that the project area is currently home to over 30,000 residents (almost a third of who live in poverty), predominantly Hispanic and Asian communities of Chinatown, Angelino Heights, El Pueblo, Boyle Heights, Civic Center, and Little Tokyo.

An early effort of PARK 101 has been to actively engage stakeholders and a wide spectrum of civic leaders. Regular meetings of the Steering Committee, Friends of PARK 101 and Public Open Houses facilitate this goal of actively engaging the local community and stakeholders.

### **3. PROSPERITY**

A pragmatic vision for the plan is vitally important to the success of the project. While the design process is shaped by imagination and creativity, it is also necessary to propose what is feasible and buildable, which balances physical, economic and social constraints and objectives with the broader goals and vision of the project.

#### **Public and stakeholder participation**

The project has provided public and stakeholder participation by actively engaging stakeholders from a broad civic spectrum. The engagement of the public and officials has helped in the development and refinement of the preferred plan and will continue to play an important role in the project development. This interaction has also promoted a sense of ownership and desire to make PARK 101 a reality.

In the project area, elected representatives include Mayor Antonio Villariagosa, City Councilman Jose Huizar, Councilwoman Jan Perry, and County Supervisor Gloria Molina; cultural and faith institutions include Our Lady of the Angels Cathedral, El Pueblo de Los Angeles and Chinese American Museum of Los Angeles; community-based organizations include Downtown Los Angeles Neighborhood Council, Historic Cultural Neighborhood Council, and Chinatown Business Improvement District; and public agencies include the City of Los Angeles Community Redevelopment Authority, the City of Los Angeles Planning Department (and its Urban Design Studio), the Los Angeles County Metropolitan Transportation Authority (Metro) and the California Department of Transportation (Caltrans).

### **4. SUSTAINABILITY**

The project seeks to extend the modern urban fabric of the downtown Los Angeles grid across the longstanding divide of the freeway centered on a tangible and relevant design proposal for a freeway cap. Once implemented, the freeway cap will provide previously separated local communities with new connections between recently constructed leading development projects to and with key historic areas. Specific additional results include:

- Conceptual design for replacement of existing over-cross bridges together with new “green” community transportation infrastructure;
- Generation of new park and open space areas downtown not otherwise available;



- Provision of new, improved and innovative transit solutions and related opportunities for new Transit Oriented Development, connected to Union Station and the future High Speed Rail;
- Support for Infill Development, Mixed Use Development and Affordable Housing Development in and around the project area; and
- Stimulation of opportunities for related urban revitalization, including improved pedestrian and bicycle mobility, street connections and traffic calming features, and improved connections to new schools in the area.
- Together the project provides a unique model for a new sustainable design approach for Downtown Los Angeles and the region.

The project will provide measures to reduce air pollution (e.g., technologies offer unprecedented performance to maintain clean air in “cap” situations) and greenhouse gas emissions. The stakeholder Program is well suited to meet the needs of the local communities that will benefit from resulting design proposal, and there are also benefits to the young people that will someday be leaders: direct experience in combating climate change.

### **Conservation of energy and other natural resources**

The project provides conservation of energy and other natural resources by drawing on fellow students schooled in the latest technologies and learning methods. Los Angeles has a lack of rainfall that is exceptional in the U.S., but is not so unusual in other parts of the world. Importantly, the natural design of a freeway cap results in important opportunities to capture and store rainwater and thereby improve runoff conditions typically found on freeways.

### **Protection of sensitive habitat and farmland**

The project provides protection of sensitive habitat and farmland by focusing development in urban centers and existing cities. Moreover, the project can explore, in further iterations, the capacity of the Cap Park to accommodate native habitat corridors or truck farming opportunities to further distinguish the character of its open space. As described in the Compass Blueprint 2% Strategy of the Southern California Association of Governments, development strategies to accommodate growth help to preserve rural and agricultural areas.

## RECENT EFFORTS & PAST PLANS

Since the mid-20<sup>th</sup> century several plans for Downtown Los Angeles and its Civic Center were created. Some were partially implemented. These documents were independently authored by numerous agencies. Consequently, the plans reflect an evolution of planning, urban design, and sociological thought. Key among these efforts was the following:

### 2009 CENTRAL CITY COMMUNITY PLAN

In June 2009, as a result of the EDAW|AECOM Intern Program, the City of Los Angeles recommended and included the PARK 101 concept in the Central City Community Plan as part of the General Plan update.

### EDAW|AECOM 2008 INTERN PROGRAM

The intense two-week workshop brought students of architecture, landscape architecture, urban design, planning, transportation, economics, and social sciences from all over the world to work on a progressive project of current importance involving issues of local and global relevance – PARK 101. Caltrans hosted the two-week workshop at the District 7 offices in Downtown Los Angeles. The current PARK 101 effort builds upon the concept developed during the 2008 Summer Intern Program.

### 2009 CALTRANS SUPPLEMENTAL PROJECT STUDY REPORT (PSR)

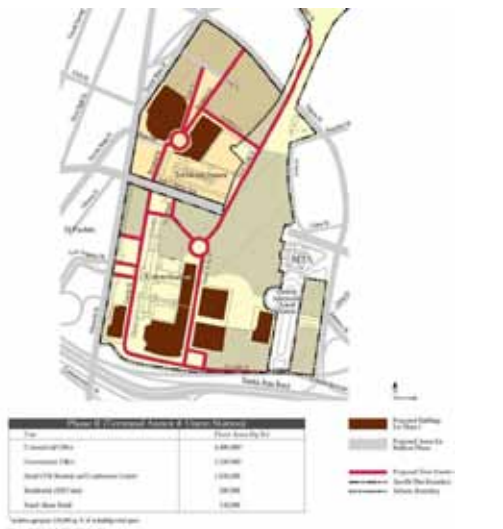
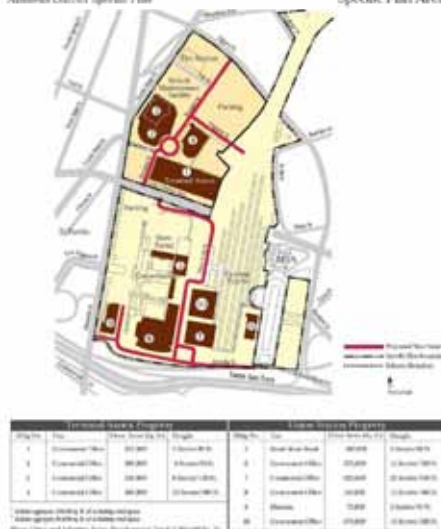
In October 2009, the supplemental document, “07-LA-101-PM 0.7/1.0, Supplemental PSR/PDS for decking over US 101, from Los Angeles to Main Street Overcrossings, October 2009”, was approved and added to the original 2003 Caltrans PSR. This document helps PARK 101 advance by: 1) updating the original PSR scope to include multiple phases consistent with PARK 101, 2) not precluding Freeway widening and 3) using the relevant cost estimate for budgeting purposes. The updated cost for the initial freeway cap from Main Street to Los Angeles Street, including the two bridges is estimated at \$50 million.



### 1996 Alameda District Specific Plan

The Alameda District Specific Plan 1996 will guide development on the Terminal Annex and Union Station properties as a major transit hub for the region and as a mixed-use development. The station area is north of the downtown center and is physically isolated by the 101 Freeway. Most projects in the Alameda District Specific Plan are office buildings with minor retail and entertainment uses. Most development is taking shape through a joint development agreement between MTA and Catellus Development Corporation on LA County Metro owned land around the Transit Station.

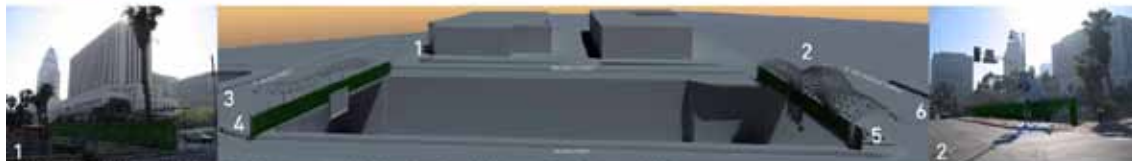
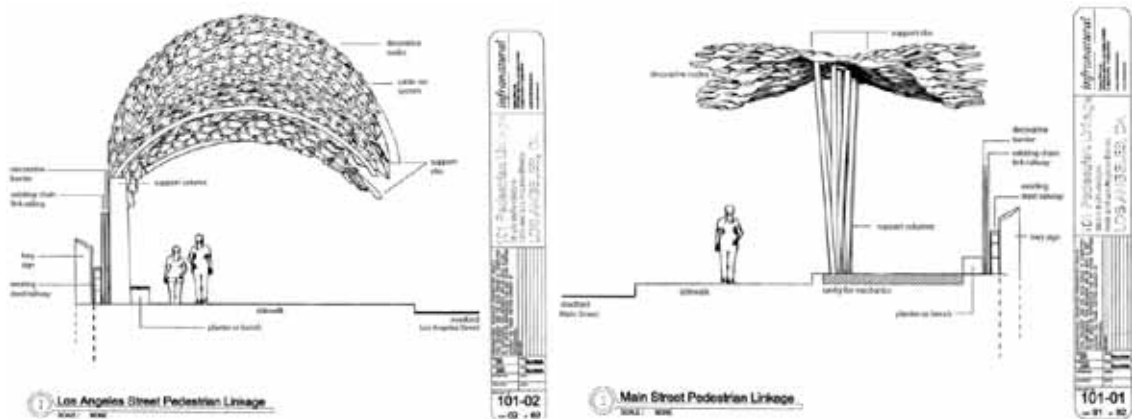
The 1996 Alameda District Plan received 10,862,000 square feet of entitlement space for the 51-acre transportation-served urban, mixed-use development. The undeveloped square footage of entitlement space will remain entitled through 2022.





**LOS ANGELES STREET / MAIN STREET PEDESTRIAN LINKAGE (PHASE 2)**

This sidewalk beautification project proposes sidewalk widening improvements and art installations along the west side of Los Angeles Street and east side of Main Street from Aliso Street to Arcadia Street. This project is by the City of Los Angeles Bureau of Engineering (BOE) in cooperation with Caltrans District 7. The project includes overhead artwork on Los Angeles Street and a kinetic pedestrian canopy on Main Street. This project is deemed necessary to improve pedestrian access and the overarching linkage between Union Station and the Civic Center. Funding is from Federal and Local funding through the STIP-TEA funding program.



**CROSS SECTIONS AND CONCEPTUAL RENDERINGS, SOURCE: 07-LA-101-PM 0.87/0.93 LA-101-LOS ANGELES STREET/MAIN STREET LINKAGE (PHASE 2) EA 07-4S3000 JUNE 2008**

**PROJECT RESTORE: CIVIC CROSSROADS PLAN**

This Project Restore project focuses on the Civic Center and the two north-south streets that border it: Main Street and Spring Street from Fourth Street up to Cesar Chavez Boulevard. It will improve pedestrian linkage and better connect El Pueblo to City Hall and the Civic Center.

## LOS ANGELES RIVER REVITALIZATION MASTER PLAN

The Los Angeles River Revitalization Master Plan provides a vision for the LA River and identifies opportunity sites within close proximity to the PARK 101 District. The principles of this comprehensive plan will serve as a guide at locations where the PARK 101 District connects to the LA River. Below is a composite of PARK 101 Plan overlaid on the LA River Revitalization Master Plan where the two proposed plans converge.



**LOS ANGELES RIVER REVITALIZATION MASTER PLAN: DOWNTOWN INDUSTRIAL AREA PREFERRED ALTERNATIVE (PAGE 6.38-6.39)**

### “STEEL CLOUD”

In 1988, the unbuilt West Coast Gateway competition winning scheme was a monument sculpture over the 101 Freeway between Olvera Street and the Civic Center.

### CENTRAL CITY ASSOCIATION (CCA) ENDORSEMENT

The CCA is an advocacy organization on behalf of businesses throughout Los Angeles. In 2009, The Central City Association of Los Angeles endorsed the PARK 101 concept.

### HIGH SPEED RAIL

The proposed future arrival of High Speed Rail to Union Station, at the heart of PARK 101, and the concurrent planning is a valuable opportunity to cohesively integrate the two projects where they converge.

A recent study for the US Conference of Mayors entitled “The Economic Impacts of High-Speed Rail on Cities and their Metropolitan Areas” was conducted by the Economic Development Research Group and released June 16, 2010. The report found that high-speed rail would have

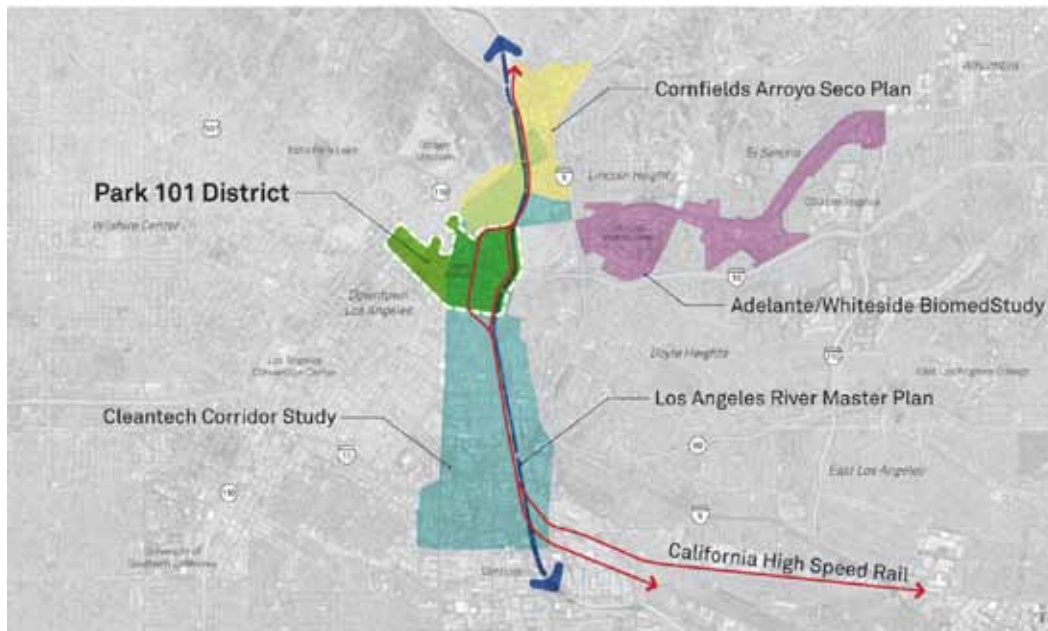
a substantial impact on the Los Angeles economy, increasing the region's economic output by \$4.3 billion a year and creating 55,000 permanent new jobs.

*"This important report adds to the growing evidence that high-speed rail will be a catalyst for businesses large and small – and create thousands of new jobs in Los Angeles and beyond... The experts agree that investing in California's infrastructure now, by building a cohesive statewide high-speed rail network, will pay dividends in economic opportunity for years to come."* – California High-Speed Rail Authority Chairman Curt Pringle

## FUTURE CONCURRENT PROJECTS

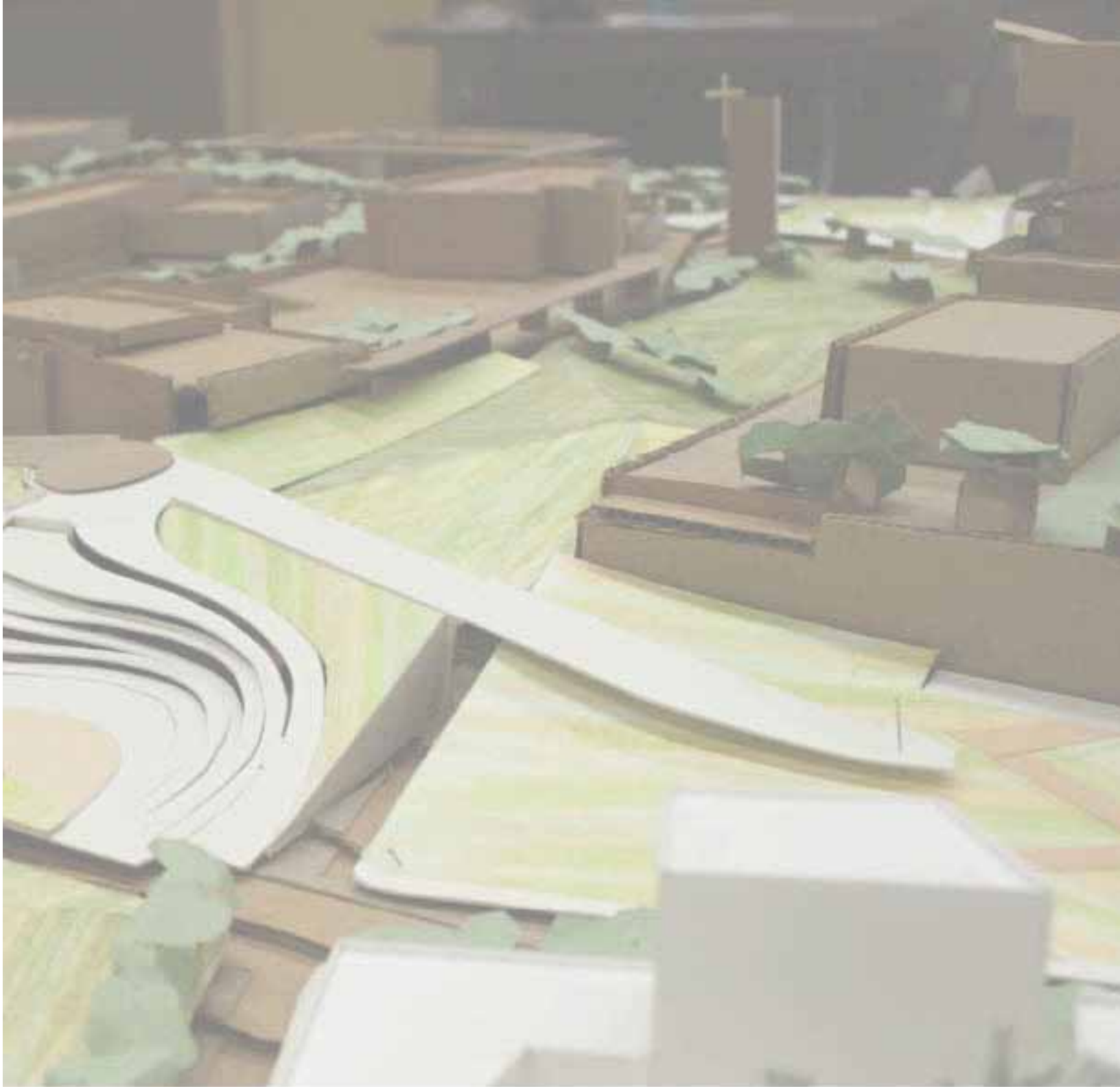
PARK 101 is advantageously situated where many concurrent projects converge. It has the vision and opportunity to connect the ongoing efforts of transportation infrastructure, historic neighborhoods, cultural institutions and natural resources like the LA River. The following are major projects currently proposed or under construction:

- Regional Connector
- LA Streetcar
- Grand Avenue Civic Park
- Latino Cultural Center



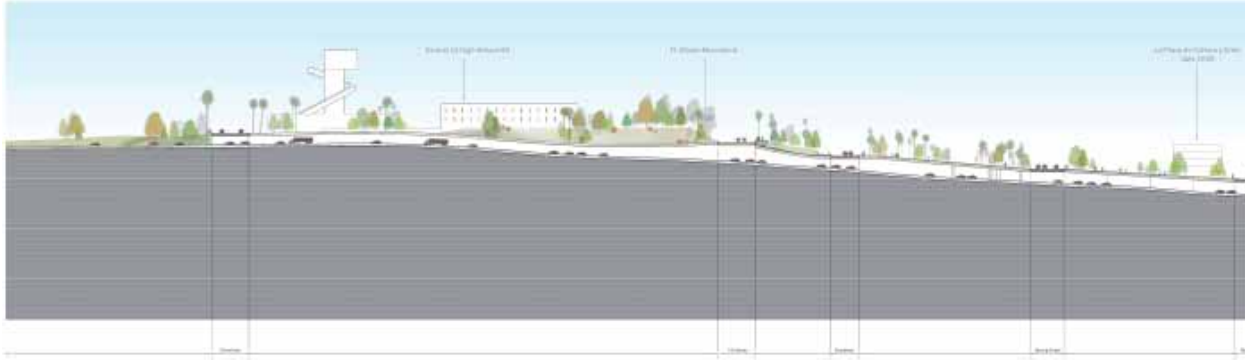
**PARK 101 AT THE EPICENTER OF EXISTING AND FUTURE LAND USE AND TRANSIT PROJECTS**





03

P R E F E R R E D   P L A N



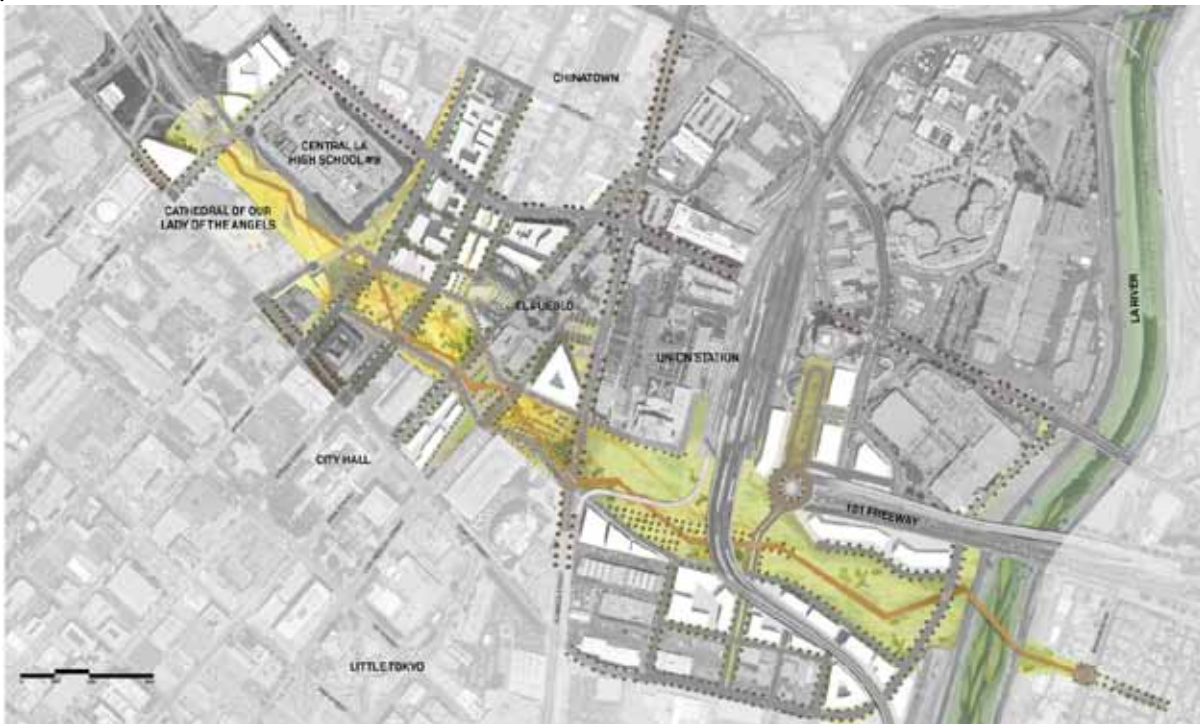
01 Freeway Section

### CONCEPTUAL SECTION

## OVERVIEW

PARK 101 goes far beyond being a simple cap over a freeway. PARK 101 creates a new iconic district that mends the fragmentation of the city's core and embodies the culturally rich, diverse, and sustainable future of Los Angeles.

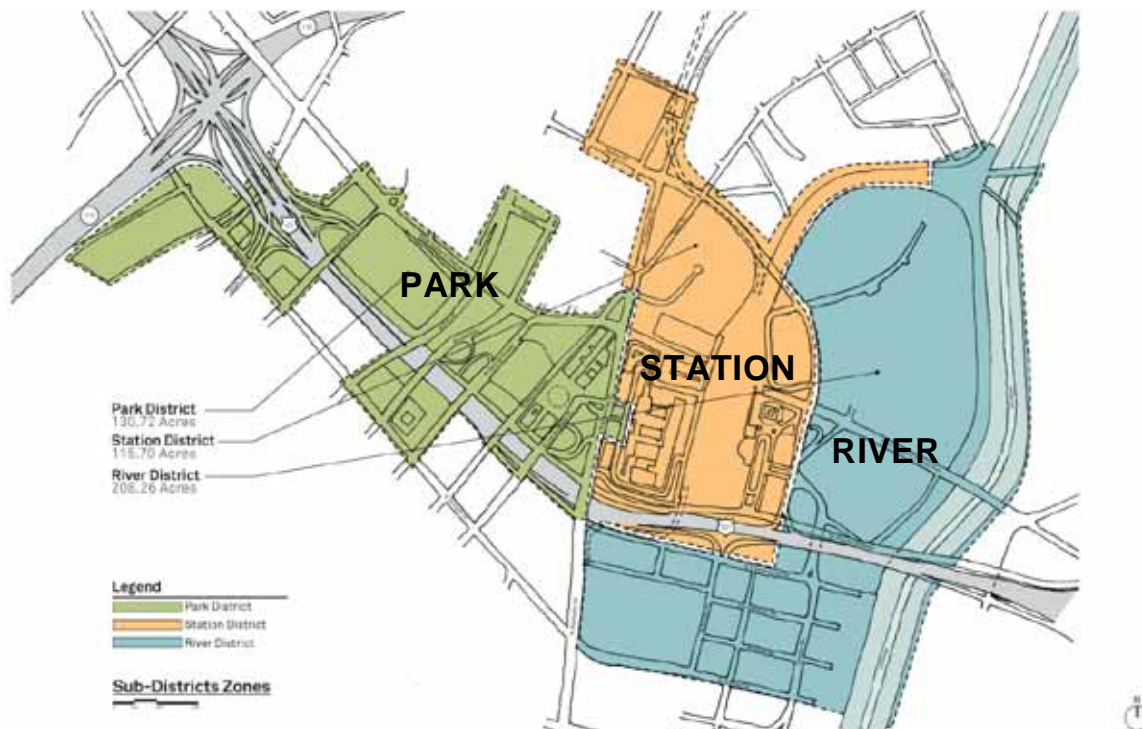
The design of the park is based on the extension and intersection of disconnected street grids on both sides of the freeway, as well as the opportunities inherent in Union Station and its future high speed rail component. The plan seeks to reconcile points of intersection and the axial vistas connecting key landmarks such as the Cathedral of Our Lady of the Angels, Union Station, Fort Moore Hill, and the Los Angeles River providing opportunities for a range of programmatic components, and create the physical alignments and forms that give shape to the park.



CONCEPTUAL PLAN



Urban plazas, small parks, and courtyards along the park's northern edge create a smooth transition from the new PARK 101 to El Pueblo to Chinatown. Further enhancing the pedestrian environment are re-envisioned Arcadia and Aliso Streets and a paseo that run parallel to the park. New streets create active edges between the park and new development and allow street trees to continue their green canopy into the Civic Center. The streets also allow for the placement of shops and sidewalk cafes to maximize the real estate value of the ground level and create a vibrant address.



**SUB-DISTRICT PLAN**



## PARK DISTRICT



**CONCEPT SIMULATION: PARK 101 LOOKING NORTHWEST FROM MAIN STREET TOWARDS GRAND AVENUE**



**BEFORE: LOOKING NORTHWEST FROM MAIN STREET TOWARDS GRAND AVENUE**

## GRAND AVENUE OVERLOOK

Anchoring the west end of PARK 101 will be the Grand Avenue Overlook. Extending across Grand Avenue with special paving, lighting, and overhead structures, the location will be the highest point in the Park and will help spur new development opportunities along the boulevard. The Grand Avenue Overlook will reflect the artistic and cultural character of Bunker Hill, and help to generate a rich pedestrian experience that ties together the Music Center, the Cathedral of Our Lady of the Angels, Los Angeles High School for the Visual and Performing Arts, and the Grand Avenue civic park. Offering generous views of the Park to the east and Hollywood Hills to the west, as well as providing a dynamic visual statement announcing the Park to traffic moving south on the 101 Freeway, the Grand Avenue Overlook will play an important role in the overall identity of PARK 101.

## HILL STREET PASEO TO CHINATOWN

Graciously connecting the Cathedral of Our Lady of the Angels with Chinatown will be a pedestrian paseo created by the re-alignment of Hill Street. With a new Hill Street following the toe of the slope below Fort Moore and connecting with Broadway, the old Hill Street (from the northern corner of the Cathedral to Ord Street) will be shaded with new trees and dedicated to pedestrians and bicycles. The paseo will drastically transform the walkability of the district, offering a connection between Civic Center and destinations to the north. Below the paseo, Broadway and Hill Street will meet at Cesar Chavez Avenue, creating a new transportation hub and development opportunities at the southern edge of Chinatown.

## HERITAGE TRAIL [formerly called Foot Moore Connection]

Paying homage to the early history of Los Angeles through interpretive signage, interactive exhibits, and stories embedded in walls and paving, the Heritage Trail will stretch from the entry of Union Station west to Fort Moore—passing through El Pueblo and LA Plaza de Cultura y Artes along the way. Using the sidewalk in some segments and dedicated pedestrian arcades in others, the Heritage Trail will draw on the history of adjacent buildings and public spaces to explain the origins of the city and those who were instrumental in its development. As the path moves west from LA Plaza, new development opportunities will flank it on both sides, making the path not just a ceremonial gesture, but a functional link in the new pedestrian network of the district.

## OUTDOOR AMPHITHEATER

Knitting together the Cathedral of Our Lady of the Angels and the new High School for the Visual and Performing Arts, a grassy amphitheater will be tucked into the Park just south of existing Hill Street. The space will take advantage of the great views and pedestrian movement, both east-west and north-south. The amphitheater will create a large event space for gatherings, set the stage for people-watching, and offer a classic Southern California photo opportunity. Majestic staircases and escalators will connect the Hill Street Paseo with the lower portions of the amphitheater, and an open plaza area above the amphitheater will allow for kiosks, farmers markets, and small events tied to the Cathedral. With planting and lawn filling the terraces between seating platforms, the amphitheater will be an inviting space whether filled with attendees during a concert or just sprinkled with visitors on a warm summer evening.

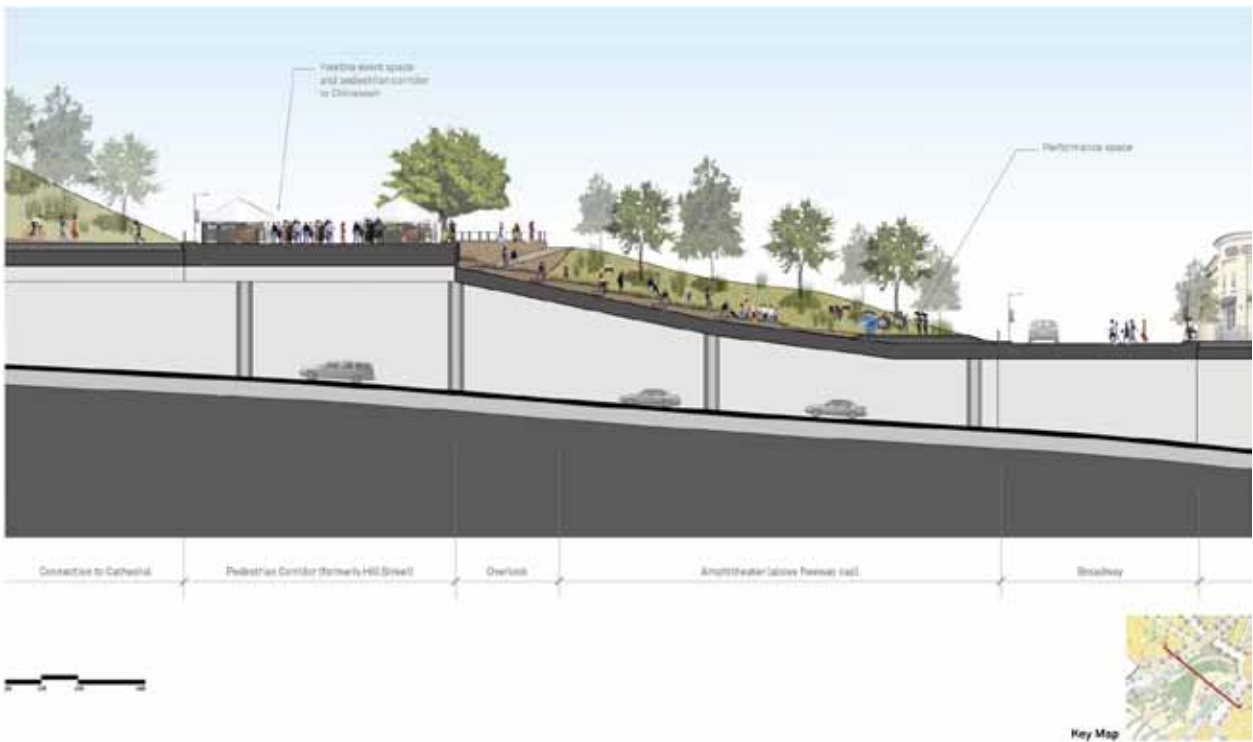


**CONCEPT PLAN: AMPHITHEATER**





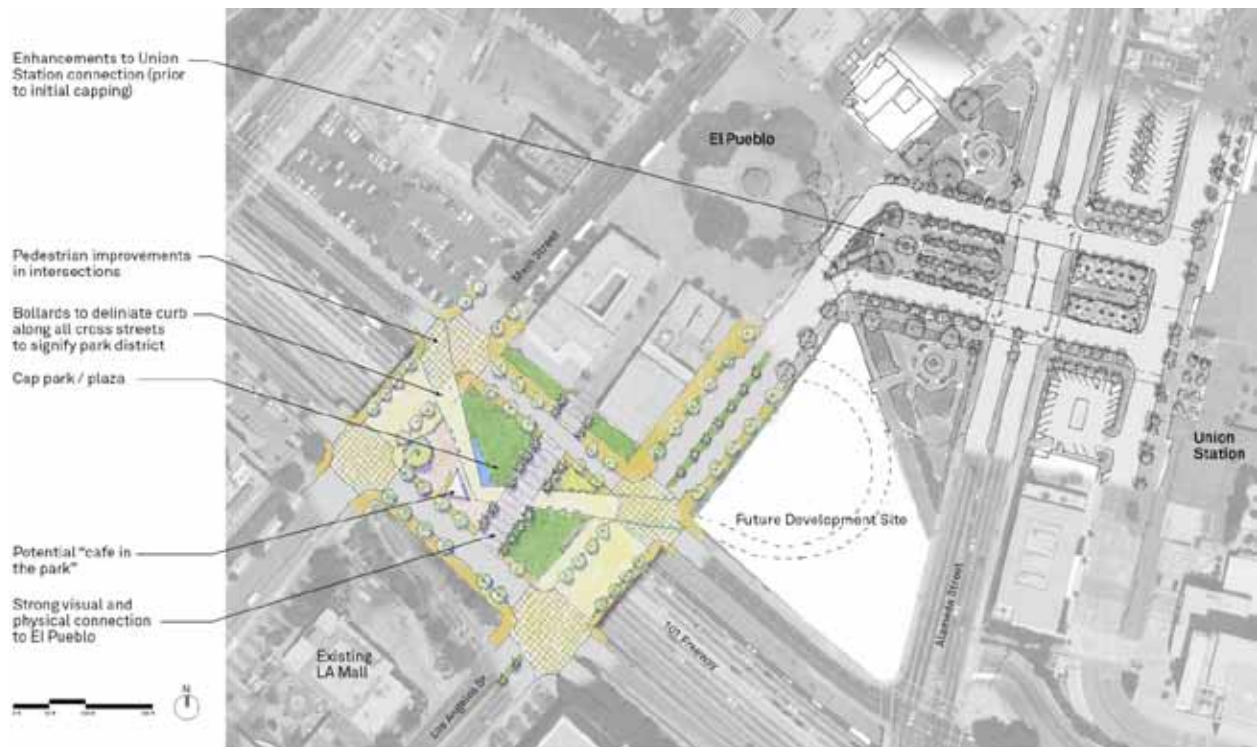
**CONCEPT RENDERING: AMPHITHEATER**



**SECTION: AMPHITHEATER**

## MAIN STREET CAP PLAZA

Central to PARK 101 is the Main Street Cap Plaza. Potentially the first piece of the cap park to be constructed, the Main Street Cap Plaza will stretch across the freeway between Los Angeles Street and Main Street, uniting historic El Pueblo and LA Plaza de Cultura y Artes with civic uses to the south. With vendor kiosks, potential farmers market location, water features, and shaded seating, the Main Street Cap Plaza can become a destination of its own as well as a stopping point for pedestrians travelling between Union Station and downtown. With pedestrian activity replacing a freeway trench, the Main Street Cap Plaza will provide the impetus for retail and restaurant opportunities along Aliso Street and Arcadia Street—essentially “dining on the green”. In addition, the creation of the Main Street Cap Plaza primes the adjacent Los Angeles Mall for re-development over its existing subterranean parking garage, further infusing new energy into the district.



**CONCEPT PLAN: MAIN STREET CAP PLAZA**



**MAIN STREET CAP PLAZA LOOKING SOUTHWEST**



**TYPICAL SECTION: MAIN STREET CAP PLAZA LOOKING NORTHEAST**



## STATION DISTRICT

### UNION STATION PROMENADE

The Union Station Promenade, discrete street and pedestrian improvement at the intersection of Los Angeles Street and Alameda Street, will gracefully link the main entrance of Union Station with historic El Pueblo to the west. With minor road re-alignment and the creation of a safe, inviting pedestrian zone, a new “front door” will be created for visitors arriving in Los Angeles via train as well as for locals with downtown destinations. Taking its design vocabulary from the rich architecture and detail of El Pueblo and Union Station, the promenade will be formal in style with small fountains, seating areas, and strong axial views. A new pocket park will be created on the southwest corner of Los Angeles Street and Alameda Street, closely mirroring the existing plaza on the northwest corner. With the proposed re-location of the 101 Freeway on-ramp, an opportunity will emerge for a grand hotel fronting the park.



**CONCEPT PLAN: UNION STATION/EL PUEBLO PROMENADE**



**CONCEPT SIMULATION: UNION STATION/EL PUEBLO PROMENADE**



**BEFORE: UNION STATION**

## EAST GATEWAY PLAZA

Acting as an iconic gateway at the eastern edge of the PARK 101 freeway cap, East Gateway Plaza will extend over the freeway, tying together Union Station’s Gateway Center with Little Tokyo and the Arts District to the south. A vehicular roundabout will enhance the transportation interface between Gateway Center and the El Monte Busway and will offer the location for a vertical statement about PARK 101 and Downtown Los Angeles. The plaza will also accommodate pedestrian and bicycle traffic, providing an important link to the south as well as to new mixed-use development opportunities along Vignes Street. Beneath the plaza, on- and off-ramps to the 101 are consolidated and are joined to Vignes Street. Just west of the plaza, the elevated high speed rail will extend over the freeway, allowing park and users to meander underneath, between the hillside and LA River.

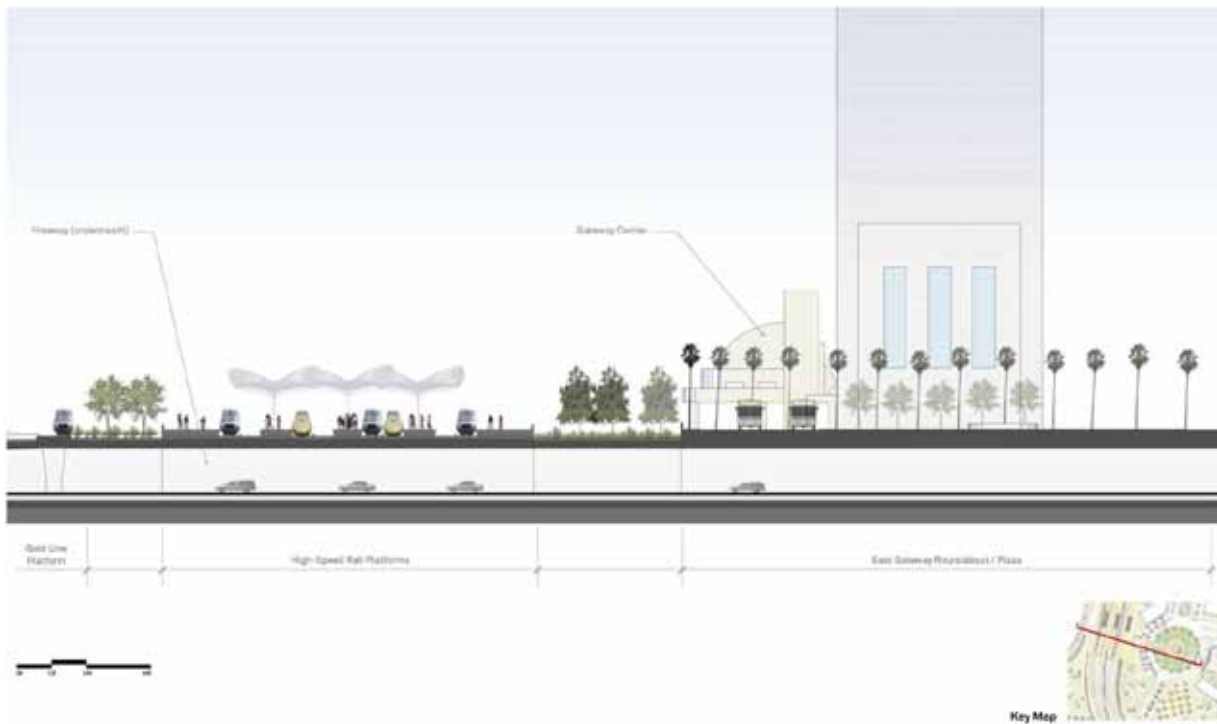


**CONCEPT PLAN: EAST GATEWAY PLAZA**





**CONCEPT RENDERING: EAST GATEWAY PLAZA**



**SECTION: EAST GATEWAY PLAZA**

## RIVER DISTRICT

The River District is situated where PARK 101 will converge with High Speed Rail and reconnect with the Los Angeles River. New high-rise development will reinvigorate this neighborhood as well as provide a buffer between High Speed Rail and the LA River Park.



**CONCEPT PLAN: RIVER DISTRICT**

## LA RIVER PARK

The LA River Park would connect the PARK 101 District down to the Los Angeles River. This park would have pedestrian paths with native plants, but would not be highly programmed. The park could incorporate and preserve the historic stories like that of “El Aliso” which was originally located just north of the park:

“A sacred sycamore that served as Los Angeles’ Plymouth Rock once fixed in time and place a now-vanished village of the Tongva Indians, whose settlement thrived here for three millenniums.”

Potential new development would flank the LA River Park including high-rise residential/office on the north and mixed-use development on the south, further expanding on the current approved Alameda District Specific Plan and entitlements.

## TEMPLE STREET RIVER DRIVE

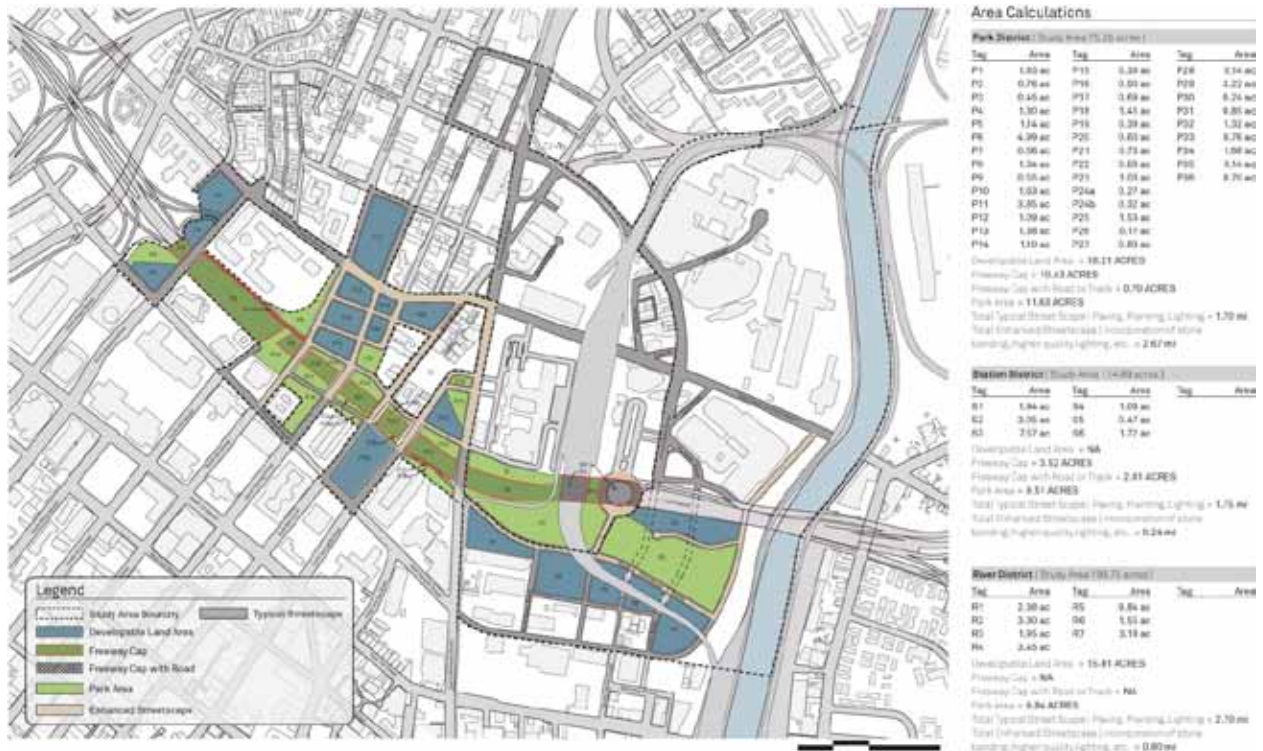
The extension of Temple Street north, from where it currently terminates, would create a scenic meandering road along the river. The river drive would offer views of the revitalized Los Angeles River and would eventually connect north of the freeway to East Cesar E. Chavez Avenue. The river drive, along with potential pedestrian paths would activate and promote recreational uses along the Los Angeles River.

## PEDESTRIAN BRIDGE TO ALISO VILLAGE

A proposed Pedestrian Bridge across the Los Angeles River would connect the neighborhood of Aliso Village to the proposed LA River Park and Temple Street River Drive, providing pedestrian access to Union Station and future high speed rail. This neighborhood is currently separated from the Los Angeles River by a swath of industrial land. This pedestrian bridge would allow neighborhood access to the new PARK 101 District as well as promote identity with a new gateway along Mission Road to Aliso Village.

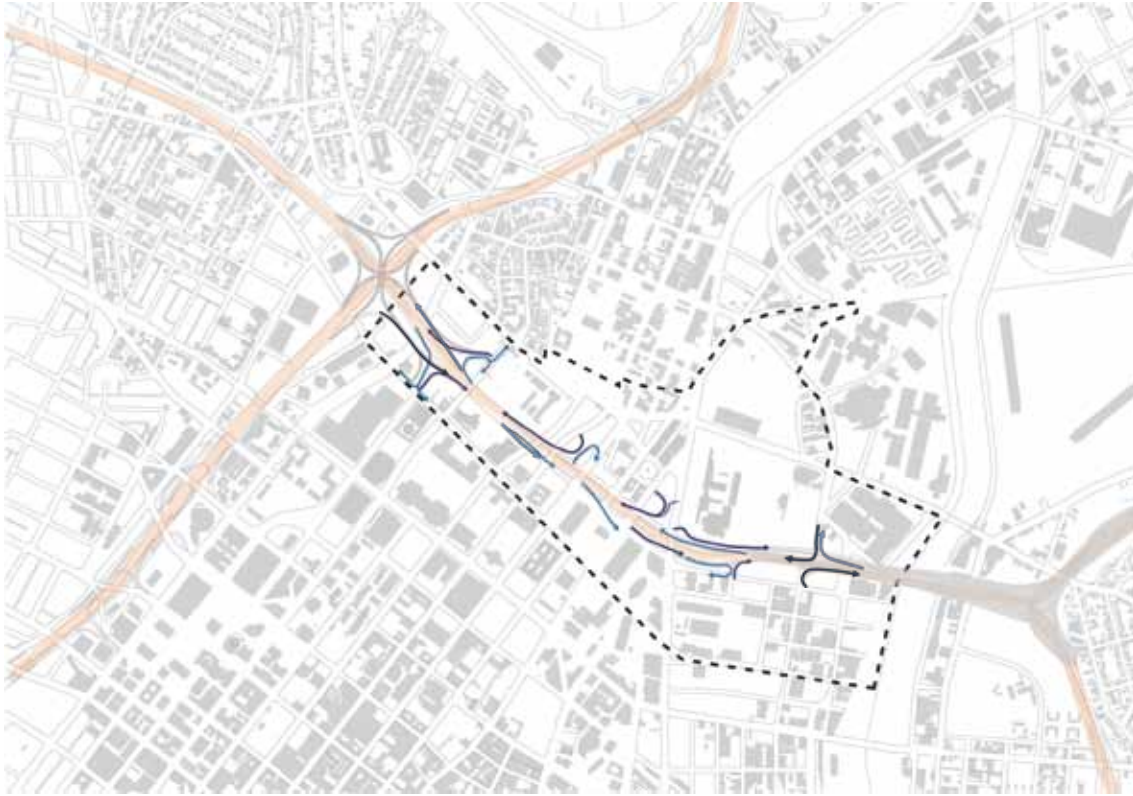
## AREA CALCULATIONS

The following map and legend illustrates the area calculations by sub-districts: Park, Station and River respectively. The total study area is then broken down by developable land, freeway cap (with and without road or rail track), park, typical streetscape, and enhanced streetscape. These calculations were used for cost analysis and are referenced in Chapter 5: Economic Analysis.





## FREEWAY RECOMMENDATIONS



***TRAFFIC CIRCULATION: THE AREA HAS 16 FREEWAY ON AND OFF RAMPS***

There are 16 existing freeway on and off ramps in the proposed PARK 101 District area. The preferred plan recommends consolidating the on and off ramps at the east and west ends of the PARK 101 District area. This consolidation would allow for gateway opportunities to the PARK 101 District area and the surrounding historic, civic and transit districts on both sides of the freeway cap. Consolidated East and West freeway access would also allow for proposed street improvements in the center of PARK 101. This proposal could potentially alleviate traffic congestion, especially existing bottleneck traffic along this section of US 101.

A comprehensive traffic study and mobility plan is recommended.



**PROPOSED FREEWAY ACCESS: CONSOLIDATE AT EAST AND WEST ENDS**



**PROPOSED STREET IMPROVEMENTS**

## FREEWAY WIDENING ASSUMPTIONS

### Conceptual Section



### Existing Section



### CONCEPTUAL SECTION

### ASSUMPTIONS

1. This study does not preclude future freeway widening between Los Angeles and Main Street.
  - An additional lane in both the north and southbound direction is anticipated in the Caltrans PSR
2. Future widening of the freeway north of Main and/or south of Los Angeles will be considered on a case by case basis.

### RECOMMENDATIONS

1. A technical study should be conducted at the earliest possible time to confirm or refute the need for this freeway widening.
2. Other measures for alleviating traffic congestion should be considered, like the following:
  - Comprehensive Mobility Plan
  - Surface Street improvements
  - Consolidation of existing on-off ramps



## CIRCULATION AND PARKING

### CIRCULATION

The PARK 101 project would transform the function of the 101 corridor through downtown Los Angeles. Currently, the corridor functions primarily to collect and distribute vehicular traffic into and out of downtown land uses and, secondarily, to carry regional through traffic from Hollywood and points west to the San Gabriel Valley and points east. Its frontage roads function only peripherally, and very poorly, at connecting Chinatown and the Union Station area to Bunker Hill and to the historic downtown. It functions even more poorly, if at all, as a successful and active pedestrian environment.

By eliminating many of the numerous freeway ramps along the 101 corridor, the PARK 101 project would allow for the opportunity to create an active pedestrian environment that would link the communities on both sides of the freeway. It would also facilitate the passage of regional traffic through downtown by eliminating much of the congestion caused by the large number of existing on- and off-ramps. It would, however, pose some challenges for access to downtown from the regional freeway network. Currently, the 101 ramps that may be eliminated carry a significant fraction of the commuter traffic into and out of downtown. In addition, Aliso and Arcadia, streets, which currently also help distribute traffic from the freeway to the north/south streets of downtown, would be reoriented toward pedestrian uses and, perhaps, disconnected from the freeway ramp system.

Therefore, the next steps in the PARK 101 project will need to examine methods for providing alternative access to downtown Los Angeles. Alternatives to explore could include improvements to the Cesar Chavez, First Street, and Fourth Street ramps from the 101 in Boyle Heights between I-10 and I-5, and to the routes between these interchanges and downtown. With strengthened connections across the Los Angeles River and between these interchanges and downtown, some of the need for vehicles from the east to use the freeway through the PARK 101 area could be reduced.

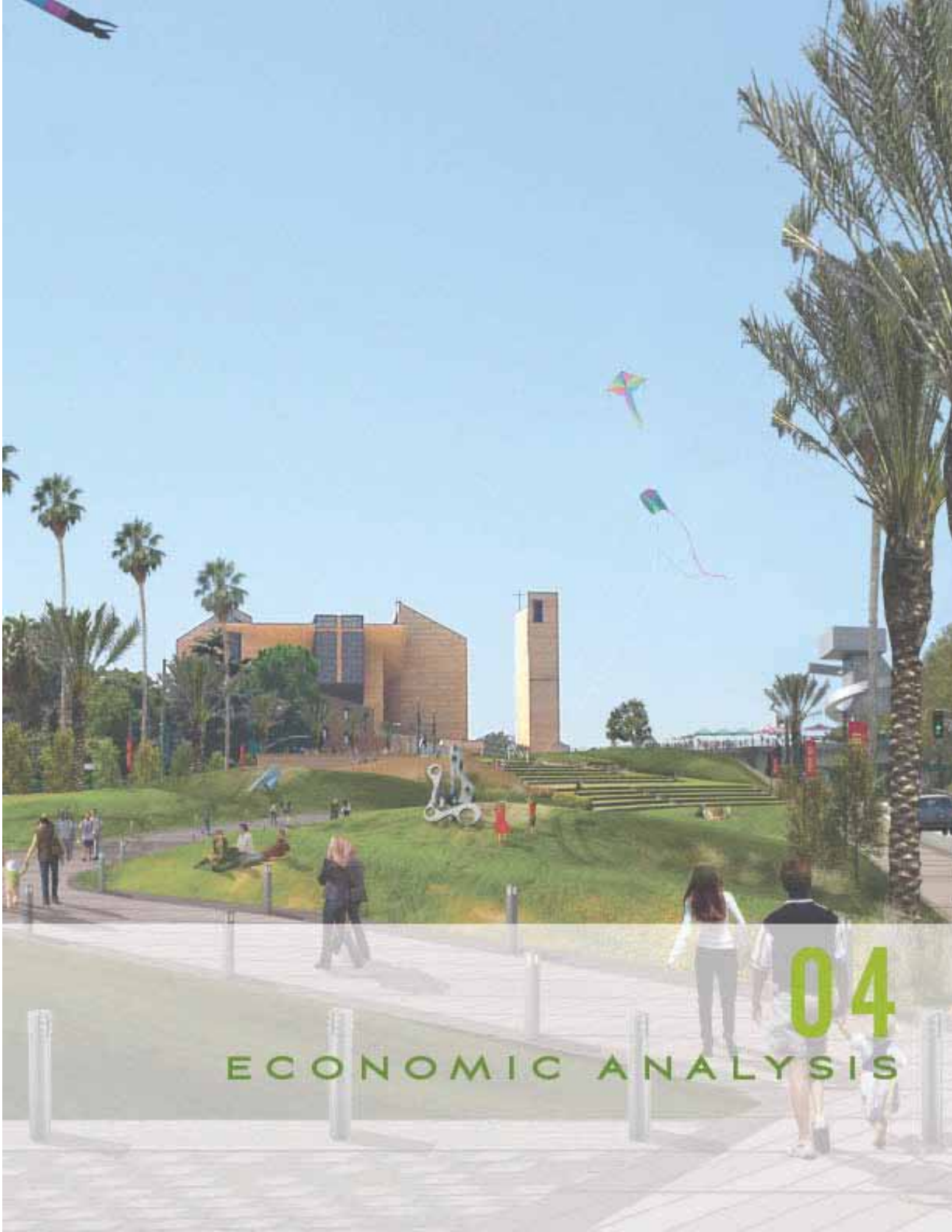
The PARK 101 plan suggests a new interchange in the area of Vignes Street. Locating a full interchange with an undercrossing at Vignes Street may be problematic because of the Metro Red Line tunnel, which runs directly beneath the 101 at that location. An overcrossing is also not feasible because of the adjacent elevated El Monte Busway. An interchange at the existing Ramirez Street/Center Street undercrossing may merit investigation. A full interchange, possibly a single-point urban interchange beneath the freeway, may be feasible at that location if the El Monte Busway structure were relocated from the north side of the freeway to the median. Moving the Busway into the median would also provide an opportunity to cross the westbound lanes of the Busway over the eastbound lanes at the same time, so that right-side driving is restored on the Busway as it transitions to the extension of Patsaouras Plaza proposed as part of the PARK 101 project.

The PARK 101 plan also suggests reconfiguring the off-ramps from the northbound and southbound 110 freeway that currently connect to Temple Street. Alternative configurations of these off-ramps, as well as the corresponding on-ramps from Grand Avenue, should be

investigated. For improved access to both sides of the 101, alternatives connecting all of these ramps to Grand Avenue should be considered.

**PARKING**

The PARK 101 project provides opportunities to distribute parking along the 101 corridor and to share parking among existing and future uses. The proposed amphitheater will require substantial parking, some of which could possibly be provided by the existing Cathedral of Our Lady of the Angels parking structure. Redevelopment of the Los Angeles Mall could allow its underground parking facilities to be used by nearby uses to be developed on both sides of the freeway. Other large development sites, such as the location of the existing loop on-ramp to the freeway located at the northwest corner of Alameda and Arcadia Streets could provide parking that would be shared by adjacent uses.



04

ECONOMIC ANALYSIS



## INTRODUCTION

“You can’t put a monetary value on public works that enhance the image and quality of life of a city. In so doing, they stand to draw huge numbers of city and suburban dwellers downtown to reclaim some of the communal urban experience that has been lost...Cities are defined by progress as much as history.”<sup>1</sup>

With High Speed Rail coming to Union Station, the PARK 101 District becomes a new front door to Los Angeles. PARK 101 leverages and adds to the significant investment planned for the region – without PARK 101, Union Station will remain a highly visible island isolated in the midst of an edge neighborhood. PARK 101 actively unlocks and integrates Chinatown and Cornfields Arroyo Seco with Bunker Hill and the Civic Center of Downtown in a way that would otherwise be impossible due to the Highway 101 freeway trench. The park itself acts as the core of the new public realm, and is part of a larger system of greenways stitching together multiple sub-areas to create value throughout the District.

The public infrastructure required to build the PARK 101 District will cost an estimated \$825 million over the next 25+ years. Public improvements include more than 34 acres of new park and open space, capping nearly a mile of freeway trench, and upgrading ten linear miles of streetscape with new lighting, paving, landscaping, and related pedestrian, bicycle, and vehicular improvements. Taking a more focused look at the Park sub-district of PARK 101, the public infrastructure costs approximately \$390 million for the development of a 22 park acres plus additional streetscape improvements. This is 80 percent of the total cost of Millennium Park (approximately \$490 million). Every dollar of the public investment in PARK 101 would spur \$1.25 in new private development, which is not otherwise likely to occur.

Anticipated new development in the PARK sub-district includes an estimated 1.0-1.9 million square feet of hotel, office, and retail space and 600-800 new residential units worth an additional \$490 million. In addition to 2,800-3,500 one-time construction jobs, The PARK 101 District will bring 2,800-6,000 new permanent jobs to the City and Region.

Millennium Park receives an estimated 3 million visitors a year, resulting in \$1.9-2.6 billion in visitor spending, and \$1.6 – 2.2 billion in economic benefits to hotels, restaurants and retailers over ten years. **We think PARK 101 can do better.**

The support and championship of public agencies will be of utmost importance in the successful development of PARK 101. These include the City of Los Angeles and its various operating departments, Caltrans, Metro, the California High Speed Rail Authority, and numerous other federal and state agencies. Support from the local business and philanthropic community as well as neighborhood associations is also critical to the creation of a district that addresses and meets the needs of the people and firms living, working in, and visiting PARK 101.

What follows is a quantitative analysis of the costs, benefits, and potential funding sources for the PARK 101 District. These are our best estimates, but they are still only estimates. They should not overshadow the long term economic growth and qualitative impact this new front door and cultural epicenter, PARK 101 will bring to Los Angeles.

## OVERVIEW

In this chapter, AECOM has conducted a preliminary economic assessment of the PARK 101 District using the design elements described elsewhere in this report. Based on an estimate of the capital costs of improvements, our assessment is moderated by anticipated new revenue-generating land uses that result from district improvements and anticipated infrastructure investments across the Los Angeles region.

The PARK 101 District as envisioned in this study includes many components, including a cap over the existing freeway trench; park and landscaping improvements over the cap, along the cap edges, and in other district locations; realignment of several surface roads as well as many of the freeway on- and off-ramps; streetscape and paving improvements throughout the district; and redevelopment of numerous private parcels to higher intensity uses.

As envisioned, proposed PARK 101 District concept does not include widening the 101 freeway. The proposed freeway cap, however, does accommodate future widening of the freeway should Caltrans or another transportation agency deem it necessary. This is accomplished by a support system placed at a distance far enough apart to allow lane expansions without impacting the pylons supporting the cap structure itself. In other words, capping the freeway does not mean we are forever limited to the existing number of freeway lanes.

As part of our examination of the economic benefits and costs likely to be associated with the PARK 101 District, the study team conducted case study research, examined project reports for freeway cap parks currently planned across the country, and reviewed the existing Project Study Report published by Caltrans for the Los Angeles Street Pedestrian Park Cap. Additionally, we consulted standard construction cost reference materials and experts on the consulting team for generalized order of magnitude costs for construction, landscaping and streetscaping improvements. Land values in the district were assessed based on recent property transactions and active property listings.

AECOM then calculated the total cost of public infrastructure investment for the PARK 101 District, and allocated that cost to the three sub-districts. In order to quantify a potential development scenario in terms of timeframe and required investment, AECOM then developed an illustrative phasing plan for one sub-area of the greater PARK 101 District. These phasing suggests how the sub-district could be developed over time and by achievable segments. Phases may proceed concurrently depending on the availability of funding sources and/or the timeline for approvals or entitlements. Timing may also depend on concurrent projects and their implementation schedule, like that of High Speed Rail and the Los Angeles River Master Plan.

The development of the PARK 101 District will involve a significant public investment in terms of time, funding, political capital, and community involvement. As demonstrated in the park case studies, some of this cost will inevitably be borne by public agencies such as the City of Los Angeles, Caltrans, and Metro. At the same time, there is also significant opportunity for new value capture through fees, financing districts, or other value-capture mechanisms. Real estate development is neither a silver bullet nor the golden goose – it is a critical element to the mix of

funding sources for the new PARK 101 District, but it cannot be the only source of funding. It is, however, likely to be a critical piece of the funding puzzle.

Funding public amenities with incremental value capture of real estate is not a novel idea, but it is one that requires sound public-private partnership mechanisms that adequately share risks and rewards, and players on both sides who are willing to follow through on their commitments for a much greater mutual benefit. This analysis puts a greater emphasis on the potential for creating public-private partnerships as these require the identification of the most appropriate mechanisms, negotiations and flexibility in design and project implementation. Recognizing the potential from such partnerships and understanding their order of magnitude benefits can help set the stage for the multiple stakeholders to come together to shape design and implementation strategies that not only benefit them individually, but also create a public amenity in Los Angeles that is second to none.

Our research into cap parks and open space districts also shows that there is an opportune moment for the public sector to capture value from real estate development: at the beginning of the process. This requires public agencies to set up and instigate financing mechanisms – whatever they may be – **before** redevelopment takes place. In other words, the time for action is now.

In addition to capital investment in the built environment, the PARK 101 District will create new places for people to live, work, and recreate. AECOM has also developed preliminary estimates of the number of new residents and employees in the district. Finally, we conclude our analysis with an overview of potential grant, loan, and other operational programs that may serve as sources of initial or ongoing funding for the PARK 101 District.

The following sections of this chapter include:

- Case Studies: Cap Parks
- Case Studies: Value Premium from Open Space/Redevelopment
- Land Cost Analysis
- Cost Estimates
- Redevelopment Value
- Jobs & Residents
- Funding Sources



## CAP PARKS: NATIONAL CASE STUDIES

AECOM reviewed an initial set of approximately ten cap parks, and acquired detailed information on six of them after extensive primary outreach and secondary research. The final six parks are profiled in summary form below, with complete details following in the Appendix. Information provided in the case studies and Appendix are the result of a compilation of sources including interviews, publications by local and state agencies, and publications by news outlets and websites. Many of the original and/or detailed cost documents associated with cap and park development were not available from the agencies charged with park construction and operation, nor from secondary sources. All information provided below should be considered in light of available resources, and there may be other more definitive sources that we were not able to access.



### SUMMARY OF KEY FINDINGS

There are generally three types of broad categories of freeway cap park projects: mitigation projects, public private partnerships, and new public projects. The parks profiled in the following case studies can be organized into three broad categories, which occasionally overlap:

- **Mitigation Projects:** Mitigation Projects are park projects that were created after freeways/roadways were built, as a means to revitalize neighborhoods negatively impacted by the roadway. These types of park projects are characterized by timing and funding. In regards to timing, the roadway has usually been established and in use for a long period of time before the park is constructed. Mitigation parks are often primarily funded by federal or state agencies and funds, but can also include public/private partnerships. Case Studies include:
  - Lake Place Park & Leif Erikson Park (Duluth, Minnesota) – Public Funding
  - Seattle Freeway Park (Seattle, Washington) – Public Funding
  - Millennium Park (Chicago, Illinois) – Public/Private Partnership

- Olympic Sculpture Park (Seattle, Washington) - Public/Private Partnership
- **Public-Private Partnership Projects:** These park projects are characterized by the strong role of the private sector in park development and funding. The parks may not necessarily be associated with the construction of the freeway/roadway, but there is overlay with mitigation projects. They may be developed to mitigate negative impacts caused by an existing or new freeway or roadway. The private sector is generally involved in many or all aspects of park development, from fundraising for the park (private donations) to design and programming. Typically, joint committees of public and private participants are created to guide the development and general operation of the park. Park fundraising often includes an endowment for the future maintenance of the park, which assures the park maintains continuity in programming and appearance in spite of fluctuating government budgets. Parks developed under public-private partnerships have been shown to incorporate more active programming areas and less passive open space. Case Studies include:
  - Millennium Park (Chicago, Illinois)
  - Olympic Sculpture Park (Seattle, Washington)
  - Seattle Freeway Park (Seattle, Washington)
- **Publicly Funded Projects:** These park projects are primarily paid for through public funds and may involve minimal to no private sector funds. Funding may come from federal, state, and/or local sources. Unlike Mitigation Projects, Publicly Funded Projects are typically part of new freeway/roadway construction plan. Publicly Funded Projects tend to be passive green spaces, with limited active programming (and limited program budgets). Maintenance and operation costs are funded by the local government's General Fund. Case Studies include:
  - Teralta Park (San Diego, California)
  - Margaret T. Hance Park (Phoenix, Arizona)

Over time, parks operated and maintained by a municipal Parks and Recreation department appear to lose their initial sense of specialness and become just another city park. Cap parks developed in partnership between a variety of private stakeholders and local government tend to bring together community and impact both local and visitor experiences. Public private partnership projects are generally quite complex because they involve existing infrastructure and agency inertia. Public/private partnership parks tend to be more highly programmed and maintained at a higher standard by a special group dedicated to those efforts. As a result, operational costs are significantly higher but the parks themselves tend to become valued and valuable community assets.

Joint funding efforts between local, state and federal agencies are essential to successful development of large cap park projects. Continual collaboration between businesses and institutions nearby or within the park are beneficial for creating events to keep the area vibrant with activity. Finally, strategic landscaping and lighting are key components for a safe and active public park.

**LAKE PLACE & LEIF ERIKSON PARK  
DULUTH, MINNESOTA**

**Size:** Lake Place: 2.5 acres; 1000-foot long deck (tunnel); 40 feet off the ground

Leif Erikson Park: 3.3 acres; 1,500-foot long deck (tunnel)

**Construction Completion:** 1992

Park Impact

The development of the freeway and the cap parks had several positive impacts for the city. As people participated in the redesign process of the freeway, citizens began to “rediscover” Lake Superior and waterfront area. Additional community amenities, such as Lakewalk, would not have been developed without the cap project. The creation of the deck at Leif Erikson Park allowed an important community icon, a 1,200-plant rose garden, to be restored to its original condition after the construction of the freeway (it was actually doubled in size after the completion of the freeway, in 1994, to be twice as large and feature over 2,000 plants of 99 different varieties). Approximately 6.3 acres of new public land along Lakewalk was created using the 179,000 tons of gabbro volcanic rock that was excavated in the tunneling process. According to the City Architect of the City of Duluth, Terry Groshong, Old Downtown Duluth has seen a “renaissance” in the last few years, with the development of the Technology Village, combination stores, restaurants, and professional businesses. The south side of Superior Village has been developed into high-end office space, condominiums and ground floor retail.

Lessons Learned

- The controversial freeway extension project became a successful development and public works project by working with the opponents in the community
- The creation of the Citizens Advisory Committee allowed for residents to take ownership of the project and work out a solution that improved the urban fabric. The series of caps over the I-35 freeway creates a network of waterfront areas and parks that improved the overall downtown area and allowed the residents to take advantage of the lakefront property (Erikson Park was dedicated in 1994)





**MARGARET T. HANCE DECK PARK  
PHOENIX, ARIZONA**

**Size:** 29 acres; ½-mile long

**Construction Completion:** Freeway in 1990; Park in 1992

Park Impact

The tunnel was a solution to the problem of having a freeway bisect the historic neighborhoods of Phoenix; the tunnel and park were created to connect the west coast and east coast segments of the I-10 freeway, while not disturbing the local urban fabric. The park is split into two district areas – one side is an open play area, while the other serves as the entryway to the Phoenix Public Library and



Japanese Friendship Garden. The Deck Park is considered to be the heart of Phoenix's downtown cultural center and is the city's second-largest downtown park. The park has spurred efforts to revitalize the surrounding downtown area, including construction of a new library, market rate and affordable housing, and the expansion and/or renovation of local museums.

Lessons Learned

- Public support for park deck enabled freeway to be built through the heart of the city, which included historic neighborhoods and two ancient archeological sites
- Previous attempts to build the freeway were rejected because they would have required the freeway to exist at-grade or above-grade and bisect the area
- The park has been catalyst for commercial and residential revitalization in surrounding area
- Waterproofing is an ongoing concern; deck has experienced some minor leakage from the pond on top
- Good interdepartmental communication system is key. Special events must be monitored very closely considering weight of special vehicles on deck, assemblage of temporary structures, etc. Any event planned or anything that will penetrate ground more than 3 feet must be approved by ADOT
- Lighting can be a potential problem when entering/exiting the tunnel
- Trees must be carefully and appropriately selected. On the park, the trees have not grown to full height, possibly because there was not enough dirt for the type of tree (soil is only 3-5 feet deep). Due to weight limitations, special fills are required; and solid soil fill can be too heavy

**MILLENNIUM PARK  
CHICAGO, ILLINOIS**

**Size:** 24.5 acres

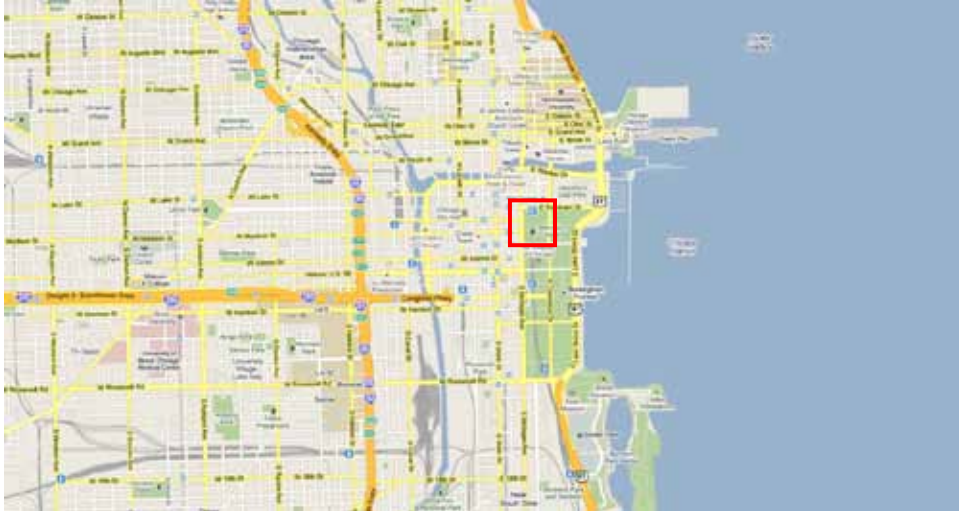
**Construction Completion:** July 2004

Park Impact

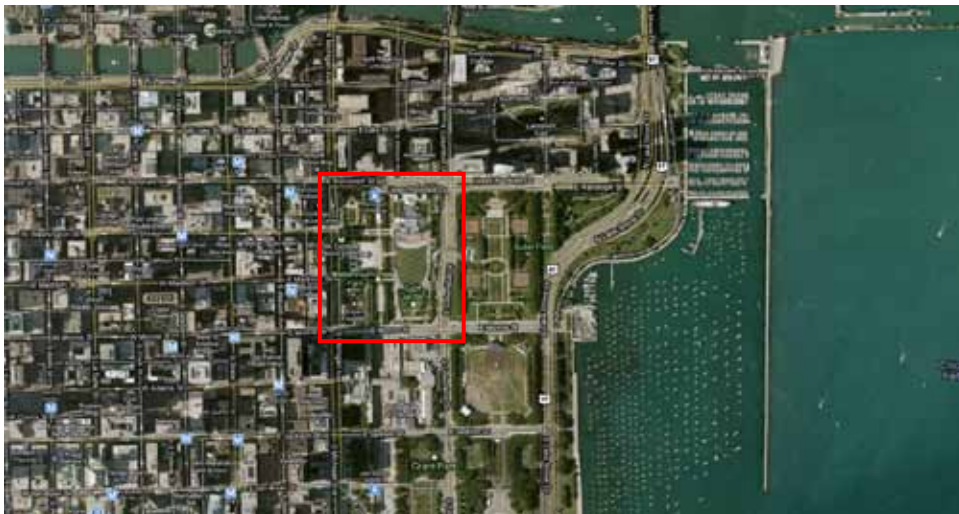
Millennium Park has been a catalyst for economic development and tourism in Chicago, including estimated increases in nearby real estate values that total \$1.4 billion and an increase in tourism revenues of \$2.6 billion over a projected twenty year period. Although the project struggled from its large (and constantly changing) price tag and controversies with contractors, the Park benefits from a strong, positive reputation today and tremendous public support. While serving as an iconic development for the City (with immediately recognizable features, such as the *Cloud Gate*), it also has played a significant role in the redevelopment and invigoration of the surrounding area. The public was concerned about privatization of the park, due to high values of private fundraising (nearly half of the project was built with private money). Millennium Park has mitigated this concern, at least in part, by the offering dedicated programming staff and providing more than 500 annual events hosted by the Chicago Department of Cultural Affairs, which are funded by a combination of City money and by private donors. The park's current operating budget is nearly \$13 million per year and is administered by a nonprofit created to service the park.

Lessons Learned

- Portions of the park were opened ahead of the grand opening of the entire project, including the ice skating rink, garnering strong public support after heavy criticism for the delays and escalating costs
- Private funds and public funds were kept distinct from one another, giving private donors the ability to design and build elements according to their own preference, which in turn provided an incentive for more donors to give. The separation of funds allowed donors to maintain decision-making authority; the funds they provided added amenities to the core park elements that were being funded by the City.
- There was significant concern about privatization of public space, due to increasing reliance on private funding to cover cost overruns. This is mitigated, in part, by the large number of free public events and strong outreach across the city.
- Heavy investment in ongoing maintenance and programming staff is required to activate and maintain the space for an estimated 3+ million annual visitors.



**AREA OVERVIEW OF MILLENNIUM PARK (SHOWING AREA FREEWAYS)**



**SATELLITE OVERVIEW OF MILLENNIUM PARK**



**OLYMPIC SCULPTURE PARK  
SEATTLE, WASHINGTON**

**Size:** 9 acres

**Construction Completion:** January 2007

Park Impact

Integration/Urban Fabric: The park design earned the prestigious Veronica Rudge Green Prize in Urban Design award in 2007. The award recognizes large-scale works that make a substantial contribution to a city’s urban environment. Visitors to the park start at a glass exhibit pavilion and descend 40 feet along a continuous Z-shaped green platform to reach the water. The path is lined with sculptures and native plant species. It also acts as an overpass for existing train tracks and a freeway, helping to integrate the project into the urban landscape. The open, topographical design capitalizes on the views of the downtown skyline, bayside location, and surrounding mountains. The design connects three parcels into a series of four distinct landscapes. In doing so, it afforded a wide range of environmental restoration processes, including brownfield redevelopment, salmon habitat restoration, native plantings, and sustainable design strategies.



Value Creation: The project transformed a 9-acre industrial site into open and vibrant green space. Residents and tourists now have the opportunity to experience a variety of artistic sculptures and fixtures in a pleasant outdoor setting, free of charge. The project provides an inviting and popular public space, and helps to increase residents’ sense of community ownership. A report recently released by the Trust for Public Land credits the park for sparking new residential and business development in adjacent areas, and increasing nearby residential values.

Lessons Learned

- Unique park design (the zigzag shape) connects the larger park area to the waterfront, without having to create a large deck over the roadway. The deck is only a small portion of the park and creates a wide walkway for visitors to safely cross over the roadway to the waterfront at minimal cost; additionally, the zigzag design creates sightlines towards the waterfront.
- The park was a public-private partnership, with two non-profit organization (Seattle Art Museum and the Trust for Public Land) initiating and driving the project. The partnership with the Trust for Public Land helped to remediate the brownfield
- Part of the overall development cost is an endowment to fund the maintenance of the park, which eases the burden of maintaining the green space

**FREEWAY PARK  
SEATTLE, WASHINGTON**

**Size:** 5.2 acres

**Construction Completion:**

- July 1976
- Expansion #1 with construction of Pigott Corridor in 1984
- Expansion #2 with extension to meet Washington State Convention Center in 1988

Park Impact & Lessons Learned

The development of the park initiated other development, including the Washington State Convention Center adjacent to the park. In an attempt to create a “nature trail” in the urban environment, the park was designed with a meandering pathway through the use of walls, trees and fake boulders. As the landscaping matured, it created an unsafe environment by limiting sightlines and creating dark spaces. It is important to continually maintain the area to create active and safe spaces. Initially, the park was actively programmed with lunchtime and evening concerts, making the park a landmark location for the community. However, as programming became more limited, the passiveness of the space led to underutilization of the green space over time. Keeping the space energized with multiple uses and programming is important to keep the space relevant to residents and visitors.



**TERALTA PARK  
SAN DIEGO, CALIFORNIA**

**Size:** 5.4 acres (grass area - 3.3 acres; hardscape - 1.3 acres)

**Construction Completion:**

- I-15 completed January 2000
- Park completed April 2002

Park Impact & Lessons Learned

Teralta Park is a part of a series of landscaping improvements and other smaller, pocket parks along the I-15 extension. Originally, the park was perceived as an added cost of surrounding private development due to tax rate increases and negative associations/property value declines associated with the freeway project. Now that the project is complete, the park is perceived as a benefit to the community. The park was created in a park deficient area of San Diego and provides badly needed open space for the local neighborhood. The park was incorporated into the final plans for the development of the I-15 extension, as the residents and governmental agencies were aware of the division the roadway extension would cause in the historic neighborhood. The inclusion of the park, as part of the plans for the roadway improvement/extension, changed the perception of the freeway project, as the park was seen as an opportunity to catalyze community revitalization (rather than just as an “ordinary transportation improvement project” that would “tear apart the fabric of the community”).





## OPEN SPACE: CASE STUDIES OF VALUE PREMIUM FROM REDEVELOPMENT

The following section provides an overview of case study findings with respect to the real estate impacts of “Open Space”<sup>2</sup>. AECOM examined a number of relevant national case studies to determine the value premium associated with open space in relation to residential and commercial real estate. Next, AECOM incorporated information from a similar open space improvement project (the San Diego River Project) currently under development in San Diego, where we recently concluded a case study including outreach to a number of San Diego residential and commercial real estate agents and brokers to determine what affect the San Diego River was having on residential and commercial real estate values and absorption in the area. Then, AECOM estimated the range of value premium that could be expected based on proposed improvements to the PARK 101 District. Finally, based on the land use analysis and redevelopment potentials, we provide an estimate for incremental net new redevelopment value created based on the proposed PARK 101 District improvements.

The impacts highlighted herein are quantitative, although it is important to also keep in the mind the qualitative benefits, such as improved quality of life, increase pedestrian activity, and protection of the natural environment that are not presented, nor valued, in this report.

### NATIONAL CASE STUDIES

Analysts have completed a number of studies that attempt to assess the value that Open Space adds to the surrounding properties. Over the years the studies have become more refined, attempting to eliminate the impacts of outside factors such as size, type, improved access to transit, and so forth. AECOM has focused its literature review on the associated value of residential and commercial office land uses within proximity to Open Space.

It should be noted that the existing research provides analysis on value premiums generated by a variety of Open Space formats. While some of the case studies are not directly comparable to the proposed PARK 101 District improvements, they provide a reasonable range of value premiums that can be used to guide our estimates. Direct comparable research regarding value premium for park improvements similar to those proposed in the Master Plan is not available.

In order to better understand the range of potential value premium based on the proposed PARK 101 District improvements, AECOM has selected the following five residential studies that help illuminate existing Open Spaces real estate value impacts to surrounding land uses. It should be noted that according to the Trust for Public Land, more than 30 studies have demonstrated a positive effect on nearby property values adjacent to Open Space. The case studies were selected due to their level of detail and applicability to future River improvements.

Much of the available research for price appreciation associated with Open Space is focused strictly on residential values. The residential literature is based on academic studies that have investigated residential property value in relation to proximity of Open Space. The information presented below regarding commercial property values is empirically based and not analyzed

with same academic rigor. It is also important to point out that the commercial office examples are taken from established office markets with strong demand for office space.

**SUMMARY: RESIDENTIAL**

In general, the benefits of Open Space and parks are partially captured in the price of properties close to it. Based on the literature reviewed, this value can generally be measured within 2,000 feet from Open Space. However, residential value premiums are largely captured, whether it is large or small, within properties with close proximity to Open Space. The residential value premiums researched in this report range from approximately 0-30 percent depending on the characteristics of the park or Open Space. These findings are consistent with past AECOM research that noted that upward bounds of benefits in residential real estate value were 20-30 percent based on park proximity.<sup>3</sup>

**SUMMARY: COMMERCIAL**

Although each case is different, lease rates for units with a view of Open Space can command higher rates. In the cases examined, the rental premium ranged from 10 to 40 percent. There is also a precedent that the introduction of a park can also stimulate overall leasing activity. However, it should be noted that the case studies and general research on the subject is limited. AECOM believes that Open Space provides a valuable amenity for commercial office properties. In some examples, the large price appreciation reported is based on the removal of unsafe conditions (e.g. crime) and thus skew the potential value premium that Open Space might provide commercial office properties in other market areas.

Boulder, Colorado (Residential)

In 1978, Correll, Lillydahl, and Singell<sup>4</sup> studied the effect of a 1,382 acre greenbelt purchased by the City of Boulder on property values in three different neighborhoods. The focus of the study was 82 single-family homes that sold in a selected year which were located within 3,200 feet of the greenbelt. Seven variables were identified that were believed to influence the sales price of the properties. Using a statistical regression model, the analysis showed that there was a \$4.20 decrease in the average sales price of residential property for every one foot distance from the greenbelt. The study found that the value of the properties adjacent to the greenbelt was 32 percent higher than those located 3,200 feet away.

Austin, Texas (Residential)

In 2005, Nicholls and Crompton<sup>5</sup> reported the impact of Barton Creek Greenbelt and Wilderness Park in the City of Austin. The greenbelt is a linear 171 acre natural area that includes a 7.5 miles of multi-use trails. Three major residential areas border the greenbelt and were the subject of the analysis over a three year time period between 1999 and 2001. The examination of single-family home transactions concluded that the adjacency to the greenbelt produced property value premiums in two of the three neighborhoods. The premium for adjacency to the greenbelt, based on average home sales price in comparison to other homes in the same neighborhood but not adjacent to the greenbelt, ranged from 20 percent to 6 percent. The one

neighborhood that showed no price premium was attributed to the different character of the greenbelt due to deep, thickly vegetated ravines that offered neither recreational access nor attractive views. Similar to the previous study, the authors found that the average sales price depreciated the further homes were from those adjacent to the greenbelt.

**Price Premiums in Austin Neighborhoods (Premium Average Sales Price)**

Neighborhood	Average Sales Price Premium
Barton	20%
Lost Creek	0%
Travis	6%

Source: Nicholls and Crompton

**Portland, Oregon (Residential)**

In 2001, Lutzenhiser and Netusil presented findings from their study of over 16,500 single-home sales in the City of Portland between 1990 and 1992 to measure the relationship between a home’s sale price and its proximity to different Open Space typologies. A statistical technique called the “hedonic price method” was used relating the sales price of a property to structural characteristics, location, and environmental attributes. The hedonic model attempts to isolate the impact of numerous individual values on a single dependent value (i.e. average home sales price premium)

Open Space was categorized by four major types: natural area parks, urban parks, specialty parks/facilities, and golf courses. As shown below, results indicate that Open Spaces gave a statistically significant effect on a home’s average sale price in comparison to similar homes although the effect varies by Open Space type and with the distance from the home to the Open Space. Homes located within 1,500 feet of a natural park were found to experience, on average, the largest increase in sale price.



**Price Premiums from Portland (Premium Average Sales Price)**

Distance	Natural Park	Urban Park	Specialty Park/Facility	Golf Course
Less than or equal to 200 Feet	16.9%	2.9%	11.2%	21.0%
201 - 400 Feet	15.4%	3.1%	8.7%	11.9%
401 - 600 Feet	19.1%	1.8%	15.5%	4.3%
601 - 800 Feet	17.0%	NS	8.6%	13.4%
801 - 1,000 Feet	13.6%	NS	7.5%	13.4%
1,001 - 1,200 Feet	12.3%	2.6%	6.9%	6.6%
1,201 - 1,500 Feet	15.1%	NS	5.8%	6.6%

Notes:

Urban Park: More than 50% of the park is manicured or landscaped and develop for non-natural resource dependent recreation (e.g., swimming pools, sports courts, ball fields).

Natural Area Park: More than 50% of the park is preserved in native and/or natural vegetation. Park use is balanced between preservation of natural habitat and natural resource-based recreation (e.g., hiking, wildlife viewing, camping). This definition includes parcels managed for habitat protection only with no public access or improvements.

Specialty Park/Facility: Primary use at the park and everything in the park is related to the specialty category (e.g., boat ramp facilities).

Findings reported at various levels of statistical significance. NS = Not statistically significant.

Source: Lutzenhiser and Netusil

**Chicago, Illinois (Residential)**

In 2005 Goodman Williams Group reported the economic impact of Millennium Park for the City of Chicago’s Department of Planning and Development. In an attempt to capture the roles of the park in generating demand for new residential development, Goodman Williams analyzed the price per square foot premium in achievable sales price that was linked to Millennium Park and the market’s perception of the location. The research concluded that adjacency to the park created a 33 percent increase in overall residential value. Goodman Williams also estimated that over a ten period approximately 25 percent of future development and subsequent absorption near the park could be attributable to the park’s development.

**Philadelphia, Pennsylvania (Residential)**

The Trust for Public Land’s Center for City Park Excellence issued a report to the city of Philadelphia regarding the value the city receives from its park and recreation system.<sup>6</sup> Using GIS mapping technology, all residential properties were analyzed within 500 feet of every “significant park and recreation”<sup>7</sup> area in Philadelphia. The study found that some 98,000 properties or 15 percent were located within 500 feet of the park and recreation land in the city. Without being able to assign Philadelphia parks into various categories, the study concluded that price premium associated with park proximity is five percent, which was noted to be a conservative estimate.

New York, New York (Commercial)

The rehabilitation of Manhattan's Bryant Park is a frequently cited example of how Open Space can create value premiums for nearby commercial properties. The eight-acre park behind the New York Public Library was long considered dangerous and attracted crime. Rebuilt and reopened in 1991, the park is now one of the most attractive locations in midtown. According to local brokers, 24 months after the park opened, leasing activity on 6<sup>th</sup> Avenue had increased 60 percent in the first eight months of 1994 compared to 1993. Additionally, between 1990 and 2002, rents for nearby commercial office space around Bryant Park increased 115 percent to 315 percent, while surrounding submarkets experienced only a 41 percent to 73 percent increase in similar commercial properties.<sup>8</sup> Proximity to the park is currently viewed as a positive attribute and amenity, whereas decades earlier, proximity to the park negatively impacted the marketability of the commercial properties. At the time AECOM analyzed the properties, brokers reported a 40 percent premium for comparable properties within a close proximity of the park.

Boston, Massachusetts (Commercial)

The City of Boston finished its Central Artery tunnel project (also known as the Big Dig) in 2007. According to a review of tax-assessing records by the Boston Globe in 2004, commercial properties along the mile-long greenway (Rose Kennedy Greenway) increased \$2.3 billion between 1998 and 2003, up 79 percent. Over the same time period, the value of commercial properties in the city rose 41 percent. The research only examined assessed values<sup>9</sup> as reported by the state. Under state law the assessments are intended to reflect actual market value, and the city adjusts the figures annually.<sup>10</sup> The almost doubling in price appreciation suggests that the Rose Kennedy Greenway has provided an amenity to adjacent commercial properties that is reflected in the rising property values.

Another example is Boston's Post Office Square, a 1.7 acre urban park situated above a parking garage in Boston's financial district. Based on past AECOM research the park's transformation from an above ground parking structure to an urban park has significant increased adjacent commercial office values. According to local real estate brokers, lease rates for office space facing the park command a ten percent premium over office space within the same building without a park view. Moreover, while building located two or three blocks from the park before the park was developed commanded higher lease terms, at the time of our research office properties adjacent to the park commended the highest lease terms.

San Diego, California (Residential & Commercial)

During the months of November and December 2009, AECOM contacted a number of residential real estate agents, leasing agents, and commercial brokers working in the Mission Valley area of San Diego. The purpose of these interviews was to determine the extent that the San Diego River (in its existing condition) creates premiums for residential and commercial office uses. The majority of the residential complexes that face the River are situated along the street Camino De La Reina in Mission Valley. This street is located on the south side of the River facing north, and north of Interstate 8, and east of State Route 163. Another newer and

more modern complex, The Lido, is situated on the north side of the River facing south. Complexes in this area along the River with River views include the following: River Scene, Rio Del Oro, River Colony, Mission Gate, River Front, Promenade Rio Vista, and the Lido.

In summary, apartment complexes with river views appear to command a 3-4 percent premium for units facing the River. Based on our interviews, the premium associated with River facing units may also come in terms of absorption of vacant units. While properties do not receive significant price premiums, there is evidence that these units rent faster than other comparable units.

One inherent problem with determining view premiums with commercial office properties in Mission Valley is that nearly all of the office space, especially on Hotel Circle and Camino Del Rio, have some sort of river view, depending on their location within the building. The commercial brokers whom we interviewed estimate that River views command a \$0.10 per square foot per month premium in additional rent in Class A properties per month, which suggests a 3 percent premium on current rents. However, we were unable to confirm the accuracy of these statements through secondary data sources.

**PARK 101 PREMIUMS**

Based on information gathered during the open space case studies, AECOM has estimated a range of value premiums for various private land uses that are expected to occur within the PARK 101 District. Premiums range from two percent to 10 percent by expected use, and are summarized below. These premiums represent additional value that a development may be worth based on the intangible benefits of proximity to parks, open space, and other amenities anticipated within the PARK 101 District.

Estimated Value Premium	
Hotel	2%
Office	2%
Retail	2%
Residential- Rental	5%
Residential - For Sale	10%



## LAND COST ANALYSIS

AECOM examined recent real estate transaction and current real estate listings in the downtown Los Angeles region to develop a set of land cost estimates for the PARK 101 District analysis. First, we collected recent sales transactions and current real estate listings for properties in the downtown Los Angeles area. The average price per square foot (*PSF*) of land was determined by type of property (ex. office, retail, etc.) and neighborhoods as defined by the Downtown Center Business Improvement District). Next, we compared our findings to the recorded assessed land values on a per square foot basis, as reported by the Los Angeles County Assessor's Office, in order to better understand trends within the downtown real estate market. Finally, the information we applied the range of land costs by property type to the new PARK 101 District area.

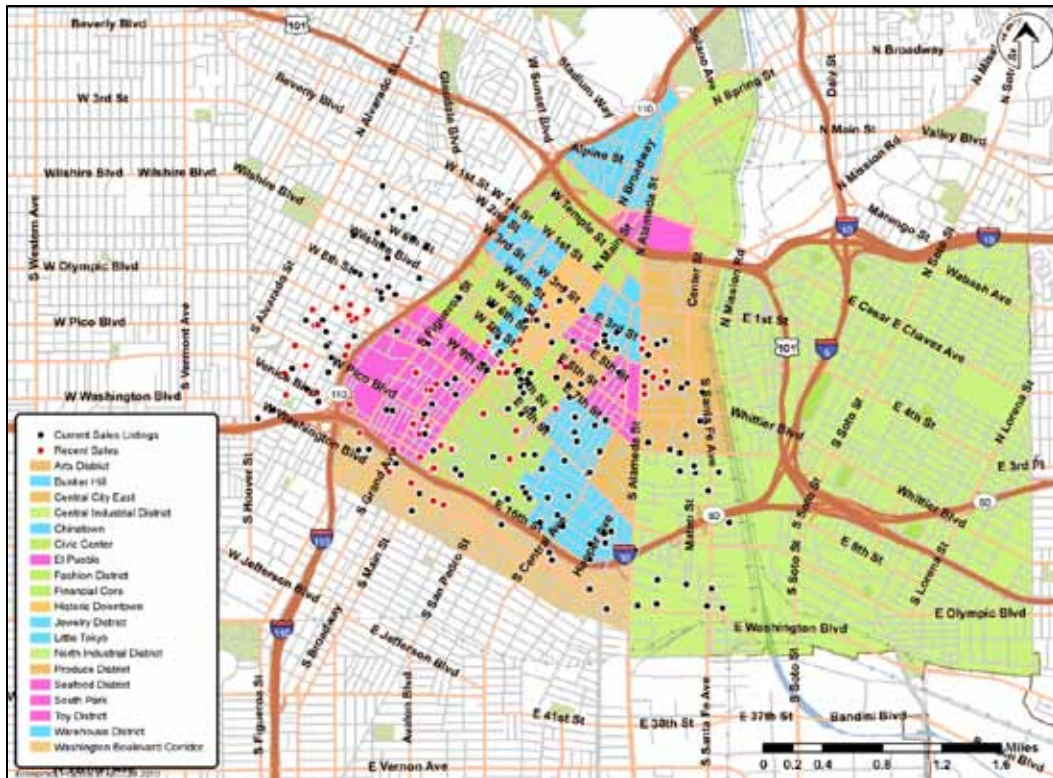
### DATA

Data was primarily collected from LoopNet and CoStar. LoopNet offers online commercial real estate listings (for sale and for lease) in the United States, as well as profiles of recent real estate transactions. CoStar is one of the largest third party providers of commercial real estate information in the United States, including recent sales information and current real estate listings. AECOM examined approximately 1,000 real estate transactions recorded by LoopNet and CoStar in the last ten years in the downtown Los Angeles area, as well as 170 current real estate listings. Transaction data for recent sales provided by CoStar include only the zip code of the property (not the street address) and so were therefore analyzed separately from the other address-based data.

### RECENT SALES AND CURRENT LISTINGS

In order to better understand the range of land costs in downtown Los Angeles, AECOM mapped recent sales transactions and sales listings, organized by downtown Los Angeles neighborhoods, as shown below:

Recent Sales Transactions and Current Sales Listings by Downtown Neighborhood



Source: LoopNet; CoStar; Downtown Center Business Improvement District

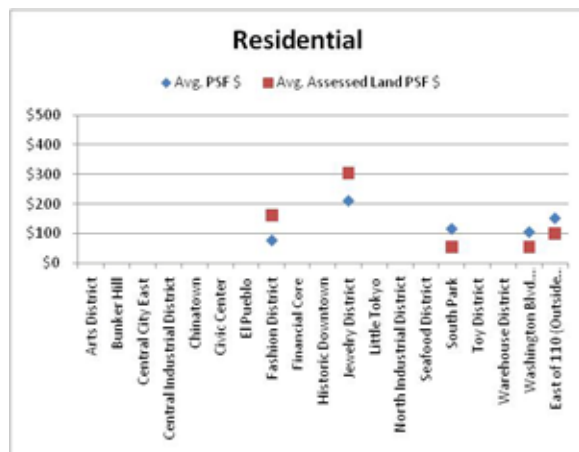
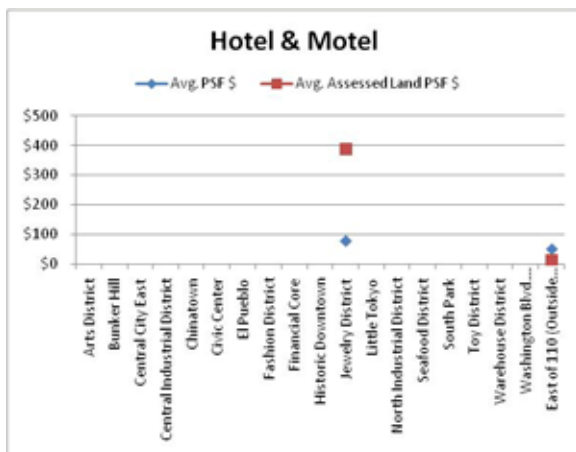
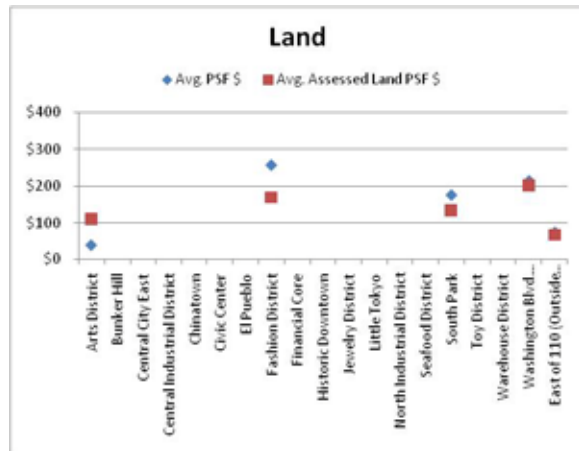
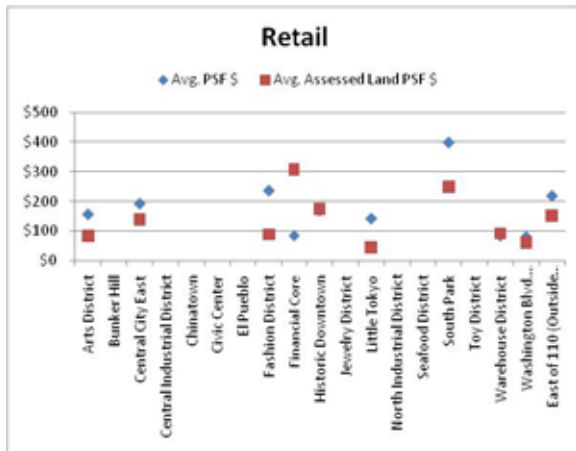
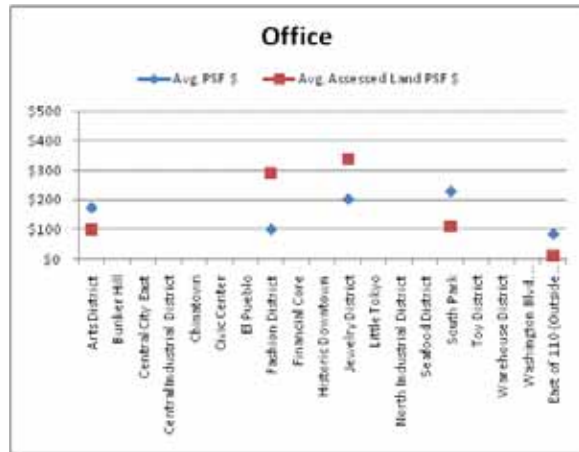
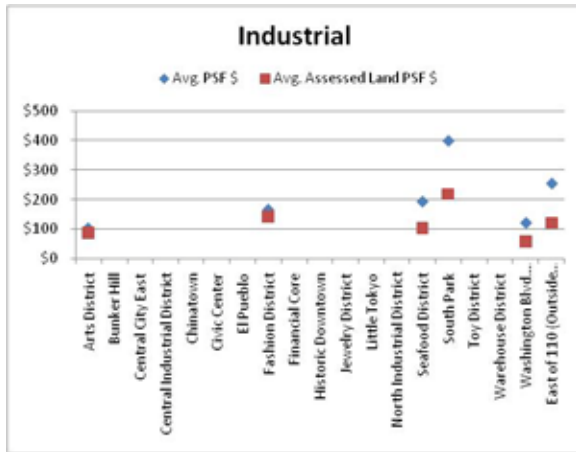
As expected, AECOM found that the average land price per square foot varied by the location of the property. Each downtown neighborhood provides a different configuration of property types and amenities that are attractive to different users, thereby commanding different sale prices per square foot for the same property type.

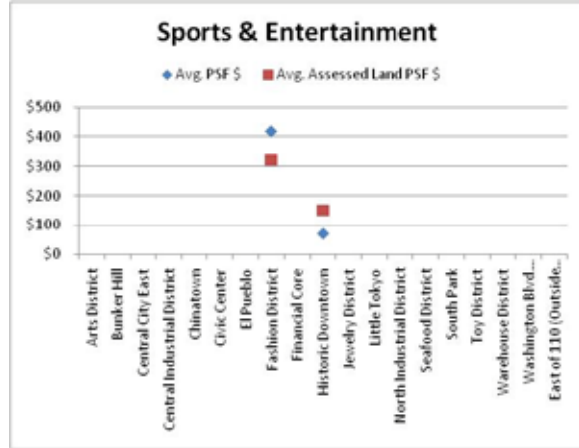
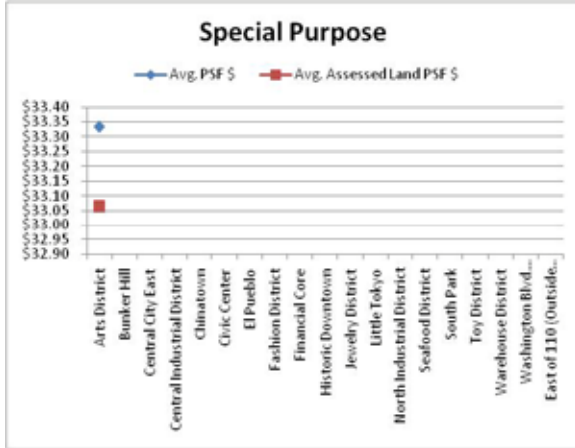
**SALE PRICE VS. ASSESSED VALUE**

AECOM also compared average sale price (on a square foot basis) against average assessed land values by neighborhood and land use to better understand the current real estate market in downtown Los Angeles. Assessed values by parcel were sourced from the Los Angeles County Assessor’s Office 2009 Local Roll.

Comparison by Neighborhood and Use:

Average Sale Price PSF for Recent Transactions vs. Average Assessed Land Value PSF





**SUMMARY OF PARK 101 LAND COST ESTIMATES**

AECOM found that some downtown neighborhoods have fared much better than others during the recent decline of the real estate market. For example, the new South Park neighborhood features luxury condominiums and new retail and commercial space. Data shows that recent average sale prices for all use categories are higher than the existing assessed values, indicating that land has been selling for a premium in this area. On the other hand, land in neighborhoods with high vacancy rates, such as the retail property market in the Financial Core, have been selling at prices lower than the average assessed value.

**Recent Transaction Sale Price per Square Foot by Neighborhood and Type of Property (June 2010)**

	Number of Transactions	Size of Building (or Land for Land Sales) in SF			Reported Sale Price			Sale Price PSF		
		Average	Min.	Max.	Average	Minimum	Maximum	Avg.	Min.	Max.
Hotel & Motel	2	21,600	10,700	32,600	\$1,511,000	\$522,000	\$2,500,000	\$63	\$49	\$77
Industrial	20	27,600	3,200	95,700	\$2,794,700	\$700,000	\$6,600,000	\$180	\$55	\$398
Land	6	24,200	4,700	71,900	\$2,889,333	\$350,000	\$7,500,000	\$156	\$37	\$258
Office	6	42,300	5,500	120,000	\$7,289,833	\$1,600,000	\$24,300,000	\$170	\$84	\$293
Residential	16	40,900	2,000	268,100	\$5,751,938	\$500,000	\$56,500,000	\$146	\$77	\$265
Parking Lot	1	7,500	7,500	7,500	\$250,000	\$250,000	\$250,000	\$33	\$33	\$33
Sport & Entertainment	2	29,900	7,700	52,200	\$3,450,000	\$3,200,000	\$3,700,000	\$245	\$71	\$418

Source: Loopnet, AECOM

**Current Listing Sale Price per Square Foot by Neighborhood and Type of Property (June 2010)**

	Number of Transactions	Size of Building (or Land for Land Sales) in SF			Reported Sale Price			Sale Price PSF		
		Average	Min.	Max.	Average	Minimum	Maximum	Avg.	Min.	Max.
Hotel	3	7,500	3,100	15,000	\$930,000	\$300,000	\$2,190,000	\$104	\$69	\$146
Industrial	65	22,600	800	100,000	\$3,924,015	\$325,000	\$30,000,000	\$238	\$44	\$800
Land	31	31,500	2,500	143,700	\$3,531,125	\$200,000	\$17,500,000	\$161	\$44	\$470
Office	22	37,000	800	278,900	\$3,557,748	\$159,000	\$12,500,000	\$284	\$60	\$494
Other	3	33,000	1,100	75,800	\$4,083,333	\$750,000	\$6,500,000	\$338	\$86	\$700
Residential	24	36,900	4,500	190,900	\$2,465,810	\$525,000	\$13,000,000	\$113	\$46	\$175
Retail	22	19,000	900	90,000	\$3,531,262	\$449,000	\$12,800,000	\$300	\$94	\$869

Source: Loopnet, CoStar, AECOM

Based on the analysis shown above, AECOM used the following range as the basis for land cost based on the assumed use :



Use	Land Cost (\$ PSF)
Industrial	\$125 - \$175
Office	\$100 - \$200
Retail	\$100 - \$150
Residential	\$100 - \$150

Detailed transaction information for each of the downtown neighborhoods is provided in the Appendix.

## PARK DISTRICT COST ESTIMATES

In order to estimate the capital costs for PARK 101 District infrastructure improvements, we first looked at the components that make up the public and private zones of the PARK 101 District:

Public zones include:

- Freeway cap structures
- Park improvements above freeway
- Park improvements on regular land
- Bridges and overpasses
- Freeway on- and off-ramps
- Street & roadway improvements
- Sidewalk improvements, lighting, and street furniture
- Land and land acquisition

Major components of private zones and redevelopment opportunities within the PARK 101 District include:

- Existing structures (if any) and any related rehabilitation or demolition
- Circulation and landscaping
- New buildings
- Parking

### COST FACTORS

As discussed in previous sections of this chapter, AECOM conducted case study research, examined project reports for currently planned freeway cap parks, and also reviewed the existing Project Study Report published by Caltrans for the LA Street Pedestrian Park Cap (bridge improvements Los Angeles Street and Main Street, freeway cap park, and on/off ramp structural updates). We also consulted standard construction cost reference materials and experts on the consulting team for generalized order of magnitude costs for construction, landscaping and streetscaping improvements. Finally, we used the findings from these varied inputs to reach a standardized assumption set of cost inputs for improvements to the PARK 101 District, as shown in the table below.

Summary Cost Inputs			
	Cost PSF	Cost/Acre	Cost/Unit
Freeway Cap	\$700 (\$680-\$750)		
Park Improvements		\$1,000,000	
Streetscape - typical	\$18 (\$15-\$20)		
Streetscape - enhanced	\$25 (\$20-\$30)		
Street paving	\$10		
Bridges & overpasses			not included
Freeway on/off ramps			not included
Land	\$100-200		
Demolition	\$10		
Site Work	\$5		
New Construction	\$80-\$125		
Parking			\$15,000 - \$35,000

Notes

Streetscape includes sidewalks, crosswalks, furniture, lighting, plantings.

Land costs vary by entitled use. Construction costs vary by type of building.

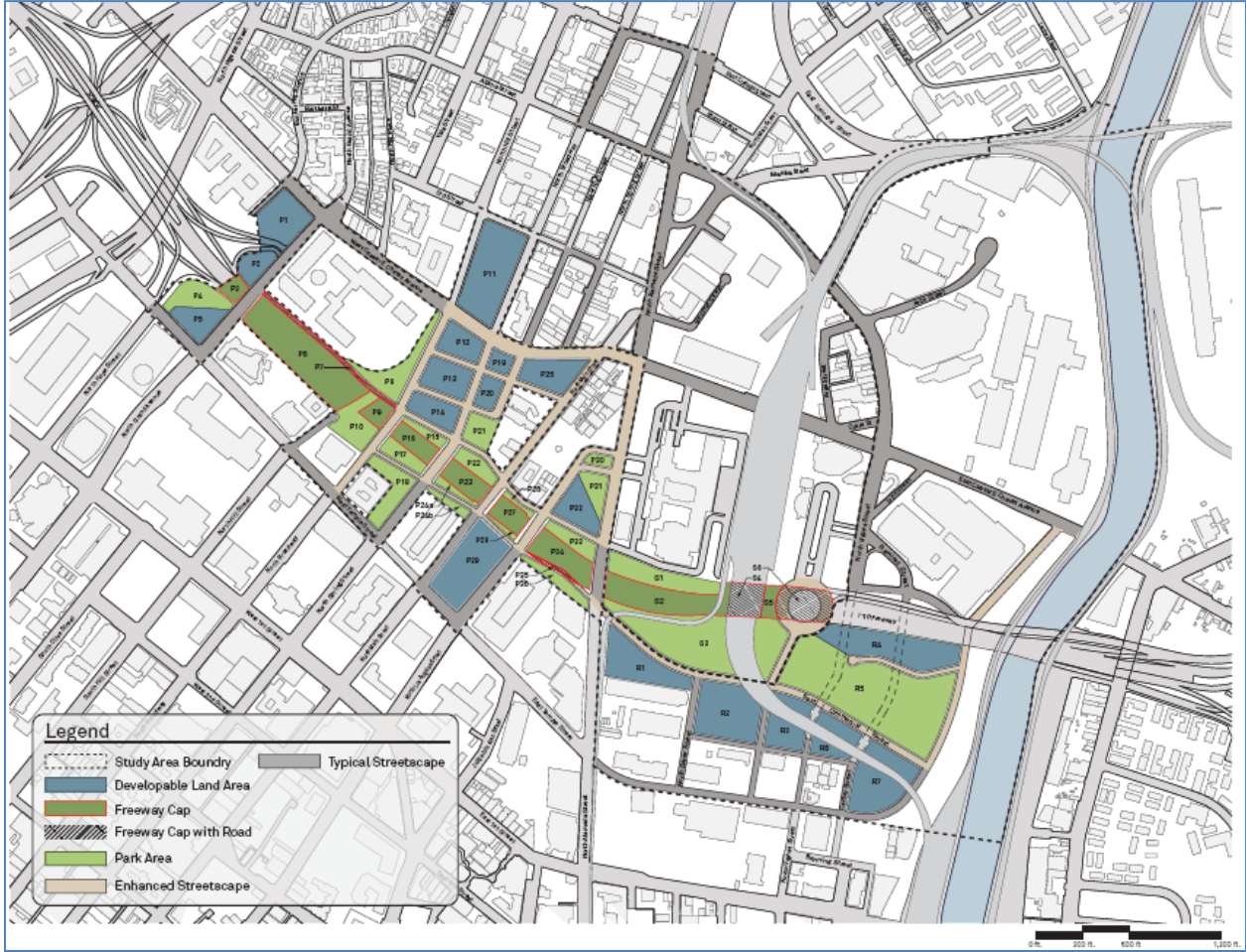
Parking costs are provided on a per-stall basis and vary by structure type.

*Exclusions:* Some costs were explicitly excluded from our analysis. These include improvements to bridges and bridge right-of-ways, and on- and off-ramp construction/re-alignment. These were excluded because such costs will depend on a wide variety of technical engineering and design factors – including road capacity and alignment choice – that preclude a reasonable order of magnitude cost to be derived at this stage of analysis, and the agency responsibility for such improvements is unclear. As noted elsewhere in this report, the current vision for PARK 101 *does not prevent* expansion or widening of the 101 freeway. The cap park design includes bridge and support footings spaced at wide enough distance to accommodate construction of additional lanes of freeway under the cap, should an expansion be required in the future.

**UNIT AREA**

As part of the visioning process, the design team also calculated gross unit areas on a block-by-block basis for the PARK 101 District. These calculations include area measurements for acreage of new freeway cap & cap park, regular park improvements, redevelopment opportunities sites, as well as linear distances in miles for regular and enhanced streetscape and roadway improvements. A summary of these area calculations is provided below in both graphic and tabular format; a full scale map image is provided in the Appendix.

	Sub-District			Total
	Park	Station	River	
Developable Land (acres)	18.2	0.0	15.8	34.0
Freeway Cap Park (acres)	10.4	3.5	0.0	14.0
Cap with Road (acres)	11.6	9.5	9.8	31.0
Park Acquisition (acres)	0.0	7.6	9.8	17.4
Park Design (acres)	5.1	4.8	3.5	13.4
Streetscape - typical (linear miles)	34.3	91.5	164.3	290.1
Streetscape - enhanced (linear miles)	18.2	0.0	15.8	34.0
Remainder of District (acres)	10.4	3.5	0.0	14.0
Total Area (acres)	75	115	200	390



Based on calculated areas for freeway cap, additional park improvements, and streetscape and sidewalk mileage as described above, AECOM applied per unit cost factors to estimate an order-of-magnitude cost for the total public infrastructure investment required for each sub-area within the greater PARK 101 District. The total estimated cost of the infrastructure investment is approximately \$825 million, and is distributed among the three sub-areas:

- Park Sub-District: approximately \$385 million
- Station Sub-District: approximately \$300 million
- River Sub-District: approximately \$135 million
- Total PARK 101 District: approximately \$825 million

Components	Park	Station	River	Total
Cap Park (\$millions)	\$328	\$111	\$0	\$439
Park* (\$m)	\$12	\$92	\$117	\$221
Streetscape (\$m)	\$47	\$98	\$20	\$165
Total Costs (\$m)	\$387	\$301	\$137	\$825

\* Includes (1) costs of land acquisition from private owners and (2) a write-off of public land acquisition costs from partner agencies, with an estimated market value of approximately \$22 million

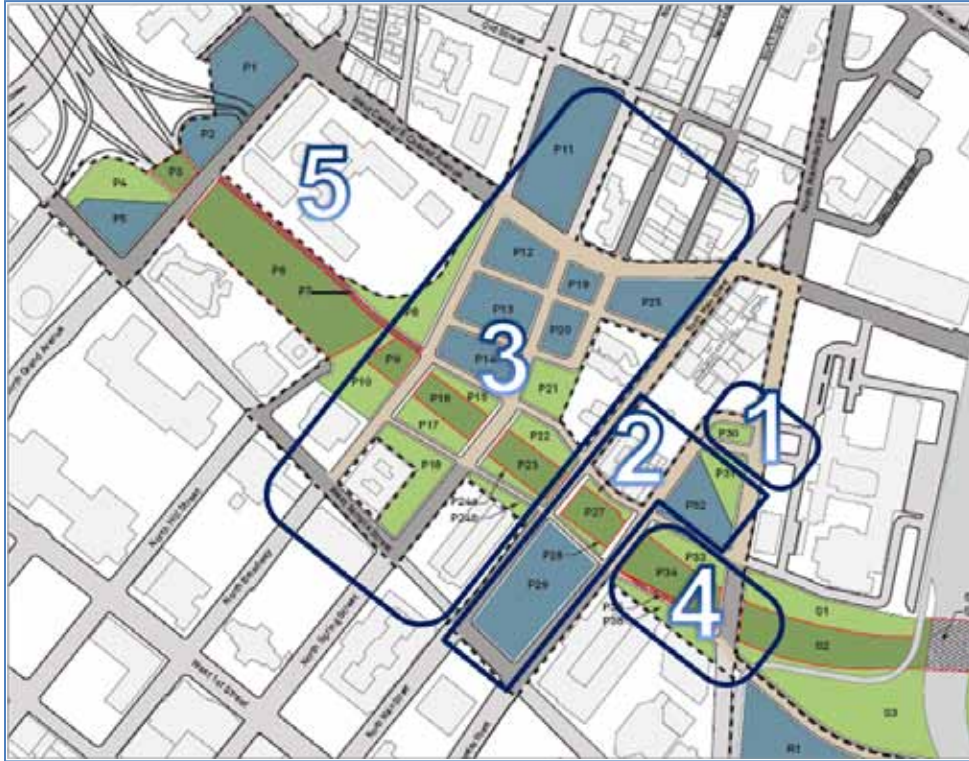


## ILLUSTRATIVE PHASING: PARK SUB-DISTRICT

In order to quantify one potential development scenario in terms of timeframe and required investment, AECOM has developed the following illustrative phasing plan for the Park Sub-District. These phases suggest how the Sub-District may be developed over time and by segments. A diagram of the illustrative phasing plan is presented below, followed by estimated costs.

- Phase 1: Union Station Promenade at El Pueblo.  
This is a relatively straightforward “by right” streetscape improvement to provide a seamless and gracious pedestrian and vehicular front door to Union Station and El Pueblo. Suggested improvements would provide an invaluable positive first impression for commuters, employees, residents, and visitors alike. Implementation could begin immediately and primary funding is anticipated by transit and mobility agency funds.
  - Phase 1B: East Gateway (concurrent with High Speed Rail) in the Station Sub-District (cost/value estimates not included in discussion that follows)  
The arrival of High Speed Rail and the required platform lengths to cross the 101 Freeway provide a compelling rationale to extend the trench and develop a ‘land-bridge’. This extension over the freeways, an iconic gateway, would connect Union Station’s Gateway Center with Little Tokyo and the Arts District. It would provide convenient and direct access for pedestrians, bicyclists, buses and the trains to the intermodal center from Little Tokyo and other neighborhoods located to the south of Union Station.
- Phase 2: Main Street Cap Plaza & Redevelopment  
In this phasing plan, the initial “capping” of the freeway as previously identified by the City and Caltrans (in the 2010 updated PSR) is simplified by focusing on construction of the freeway cap while postponing the expansion/rebuilding of the adjacent bridges to a later time and/or project phase. The new plaza will provide a critical pedestrian linkage between El Pueblo and downtown without disrupting vehicular transportation links along the Alvarado and Main Street bridges. Private development opportunities include a new hotel adjacent to Union Station and redevelopment of the site containing a retail mall on the western edge of the park.
- Phase 3: Heritage Trail District [formerly called Fort Moore Connection]  
The proposed new Heritage Trail will provide a seamless pedestrian connection from Hill Street to El Pueblo and Union Station, and is currently fully funded.
- Phases 4 and 5: Cathedral Park and Outdoor Amphitheater, Grand Avenue Overlook and Hill Street Paseo to Chinatown  
The western reaches of the cap park will be developed in unison with the adjacent development(s) and available fiscal resources.

The PARK 101 Plan does not preclude future widening of the 101/Hollywood Freeway, should such a task be deemed necessary by Caltrans or other transportation agencies.



Phases may proceed concurrently depending on the availability of funding sources and/or the timeline for approvals or entitlements. Timing may also depend on concurrent projects and their implementation schedule, like that of High Speed Rail and the LA River Master Plan.

Based on the total area of each infrastructure component in the Park Sub-District, AECOM has estimated total infrastructure costs for the sub-district will total approximately \$387 million. The suggested initial phases of development are much smaller than later phases: Union Station Promenade (Phase 1) is estimated to cost \$2.5 million for landscaping and street improvements; the Main Street Cap Plaza has an estimated \$34 million cost for the initial cap, freeway park, and related streetscape.

Park Sub-District Infrastructure Cost Estimates	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
Freeway Cap Park	0%	76%	79%	90%	88%	85%
Park	43%	1%	6%	2%	2%	3%
Streetscape & New Roads	57%	23%	15%	8%	10%	12%
Total Cost (\$ millions)	\$2.5m	\$34m	\$77m	\$59m	\$215m	\$387m

Phasing of Station and River Sub-Districts:

- LA River Park, Temple Street River Drive and Pedestrian Bridge to Aliso Village Future phases of development to the east of Alameda and beyond the LA River will create a downtown district for all Angelinos. These sub-districts will be closely tied to

design alternatives for High Speed Rail and the LA River Master Plan. Due to these relationships and the somewhat fluid nature of their current design, AECOM has not undertaken the redevelopment planning necessary to provide preliminary value estimates for private improvements in these sub-districts. We have provided public infrastructure cost estimates in the preceding section of this chapter.

## REDEVELOPMENT VALUE

Quality public infrastructure investment spurs commercial activity. This principle is demonstrated earlier in this report through our case studies of cap parks and open space improvements.

By creating the PARK 101 District, the Los Angeles region will be able to capitalize on the billions of dollars of transportation, public infrastructure, and private development already planned and under construction in the downtown area (e.g. High Speed Rail, Grand Avenue Project, LA River Revitalization, etc.). By unifying the multitude of existing and planned amenities through re-aligned and improved streets, lighting, pedestrian linkages, new open space, and integrated transit options, the PARK 101 District has the potential to reframe Union Station and its surrounds as the new front door to the Los Angeles region.

The development of the PARK 101 District will involve a significant public investment in terms of time, funding, political capital, and community involvement. As demonstrated in the park case studies, some of this cost will inevitably be borne by public agencies such as the City of Los Angeles, Caltrans, and Metro. At the same time, there is also significant opportunity for new value capture through fees, financing districts, or other value-capture mechanisms. Real estate development is neither a silver bullet nor the golden goose – it is a critical element to the mix of funding sources for the new PARK 101 District, but it cannot be the only, or even the major, source of funding.

Our research into cap parks and open space districts also shows that there is an opportune moment for the public sector to capture value from real estate development: at the beginning of the process. This requires public agencies to set up and instigate financing mechanisms – whatever they may be – **before** redevelopment takes place. In other words, the time for action is now. Current real estate activity in the study area and surrounding neighborhoods is nearly non-existent. The proposed PARK 101 District investments will change this – we expect significant interest from the development community as district improvements and other public projects are planned and implemented. As the district changes, opportunities for private investment will arise via redevelopment and intensification of existing land uses. In particular, the Park District sub-area consists of a number of underutilized sites – primarily parking lots – that offer high quality, low-impact redevelopment opportunities for a new mix of retail, office, and housing. By adding density to underutilized parcels, developers are able to create new value without displacing existing residents or businesses.

For each phase in the Park Sub-District, AECOM has derived a residual value which is indicative of the new value created when a site or area is fully entitled for the proposed use or uses. Residual value is equal to the capitalized sales price of the project, measured as the

sales price of all for-sale development plus the value of all income from rental uses including housing, office, and retail, less the development cost of the project. Development costs typically include land acquisition and pre-development, construction, financing, and sales costs, and profit. Residual value is the additional profit created after an investor has developed a project; it is the upside potential of a deal and the cushion for any additional costs or overruns not anticipated during the planning and construction process. Residual value can also be used to cover some portion of infrastructure or public improvement costs. A negative residual value indicates that a project does not generate enough revenues to cover associated costs, and would need additional subsidy in order to garner interest from private developers.

AECOM has modeled the redevelopment potential of underutilized land in the Park Sub-District within a range of development intensities that range from 2.0 to 6.0. We arrived at the following residual value estimates for each site, with more detail provided in the Appendix. These values are based on our best estimates of development costs, supportable market pricing and rents, and typical operating margins.

Redevelopment Opportunity (FAR ≈ 2.0)						
Park Sub-District	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
Park (acres)	1.1	1.1	6.4	3.1	10.3	22.1
Hotel (rooms)	-	250	-	-	-	250
Office (SF)	-	140,000	173,000	-	248,000	561,000
Retail (SF)	-	140,000	173,000	-	16,000	329,000
Residential Rental (units)	-	-	180	-	150	330
Residential For Sale (units)	-	-	240	-	-	240

We find that, in addition to public infrastructure costs, private investment and redevelopment in the Park Sub-District alone could reach more than \$400 million based on a redevelopment density of 2.0 FAR. These private improvements – in new hotel, office, retail, and residential units – could yield net profits of \$83 million, with additional premiums created by park proximity of up to \$20 million. The property tax revenues from these investments could total more than \$5 million annually at build out, with up to \$1.3 million flowing directly to the bottom line of the City of Los Angeles budget.

Under a more dense scenario, with FARs ranging from 2.0 near El Pueblo to 6.0 near Broadway and Alvarado, private investment and redevelopment in the Park Sub-District could reach more than \$575 million. These private improvements could yield net residual value of \$180+ million, with additional park-related premiums of \$26 million. Property tax revenues from this higher-density scenario could reach nearly \$8 million annually, with up to \$1.9 million flowing directly to the City of Los Angeles.



Redevelopment Opportunity (FAR up to 6.0)						
Park Sub-District	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
Park (acres)	1.1	1.1	6.4	3.1	10.3	22.1
Hotel (rooms)	-	250	-	-	-	250
Office (SF)	-	350,000	520,000	-	500,000	1,370,000
Retail (SF)	-	140,000	170,000	-	20,000	330,000
Residential Rental (units)	-	-	300	-	260	560
Residential For Sale (units)	-	-	240	-	-	240

Source: AECOM. Values rounded.

The following table provides a summary of the redevelopment costs, capitalized and residual values, and for full build-out of the Park Sub-District, as well as potential additional value premiums resulting from location with the larger PARK 101 District. These initial value estimates suggest that the creation of the PARK 101 District and investment in public infrastructure could spur additional private development worth one-half to three-quarters of a billion dollars in an area that is currently underutilized with a predominance of parking lots and shuttered buildings, and little to no private interest or demand for new development.

Value Creation in the Park Sub-District				
	Required Investment	Capitalized Value	Residual Value (Net)	District Value Premium
<b>Lower Density Scenario: FAR ≈ 2.0</b>				
Public: Parks & Streets	\$387	-	(\$387)	-
Private: Hotel, Office, Retail, Residential	\$408	\$491	\$83	\$20
Total	\$795	\$491	(\$304)	\$20

<b>Higher Density Scenario: FAR ≈ up to 6.0</b>				
Public: Parks & Streets	\$387	-	(\$387)	-
Private: Hotel, Office, Retail, Residential	\$577	\$757	\$181	\$26
Total	\$964	\$757	(\$206)	\$26

Values in \$ millions. () indicate negative values.

District Value Premiums represent additional value that may accrue to properties as a result of access to open space and other district amenities including transit

## VALUE CAPTURE

As described above, development of public infrastructure in the Park Sub-District will cost almost \$390 million, and the entire cost of the PARK 101 District could reach \$825 million. The question of how we pay for these improvements is not easily answered. Funding will necessarily include a variety of sources, many of which are outlined in the next section of this chapter and include local, state, and national transportation agencies and authorities, the City and County of Los Angeles, as well as philanthropic benefactors and private business associations.

Developers also have a role to play towards financing the public infrastructure that will catalyze private value vis-a-vis new housing, commercial outlets, and cultural facilities. Potential revenue sources related to land development include developer contributions, and developer agreements, and tax increment.

The following tables illustrate the potential value of tax increment and direct developer contributions as a source for financing infrastructure in the Park Sub-District. Total contributions range from approximately \$61-102 million, or 16% to 26% of total required funding for infrastructure. (Total values vary based on development intensity.) As a singular category, real estate generates a significant contribution toward funding PARK 101 improvements; however, it is also clear that it cannot be the only source of funding.

The support and championship of public agencies will be of utmost importance in the successful development of PARK 101. These include the City of Los Angeles and its various operating departments, Caltrans, Metro, the California High Speed Rail Authority, and numerous other federal and state agencies. Support from the local business and philanthropic community as well as neighborhood and community associations is also critical to the creation of a district that addresses and meets the needs of the people and firms living, working in, and visiting PARK 101.

Park Sub-District (FAR ≈ 2.0)						
	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
<b>Cost Summary</b>						
Park & Infrastructure Cost	\$2.5	\$34	\$77	\$59	\$215	\$387
Private Investment – Cost	\$0	\$119	\$208	\$0	\$81	\$408
Private Investment – Value	\$0	\$145	\$252	\$0	\$93	\$491
<b>Real Estate Funding (\$m)</b>						
TIF Bonding Capacity	\$0	\$12.9	\$20.7	\$0	\$8.2	\$42
Developer Contribution	\$0	\$2.7	\$5.9	\$0	\$2.8	\$11
Developer Agreement	\$0	\$2.6	\$4.5	\$0	\$1.2	\$8
<u>Total – Real Estate</u>	<u>\$0</u>	<u>\$18</u>	<u>\$31</u>	<u>\$0</u>	<u>\$12</u>	<u>\$61</u>
Other Sources	\$2.5	\$16	\$46	\$59	\$202	\$325
<b>Real Estate Funding (%)</b>						
TIF Bonding Capacity	0%	38%	27%	0%	4%	11%
Developer Contribution	0%	8%	8%	0%	1%	3%
Developer Agreement	0%	8%	6%	0%	1%	2%
<u>Total – Real Estate</u>	<u>0%</u>	<u>53%</u>	<u>41%</u>	<u>0%</u>	<u>6%</u>	<u>16%</u>
Other Sources	100%	47%	59%	100%	94%	84%

Park Sub-District (FAR up to 6.0)						
	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
<b>Cost Summary</b>						
Park & Infrastructure Cost	\$2.5	\$34	\$77	\$59	\$215	\$387
Private Investment – Cost	\$0	\$158	\$283	\$0	\$135	\$577
Private Investment – Value	\$0	\$204	\$378	\$0	\$175	\$757
<b>Real Estate Funding (\$m)</b>						
TIF Bonding Capacity	\$0	\$18.3	\$32.2	\$0	\$15.8	\$66
Developer Contribution	\$0	\$3.7	\$8.9	\$0	\$5.2	\$18
Developer Agreement	\$0	\$4.6	\$9.4	\$0	\$4.0	\$18
<u>Total – Real Estate</u>	<u>\$0</u>	<u>\$27</u>	<u>\$50</u>	<u>\$0</u>	<u>\$25.0</u>	<u>\$102</u>
Other Sources	\$2.5	\$7	\$26	\$59	\$190	\$285
<b>Real Estate Funding (%)</b>						
TIF Bonding Capacity	0%	54%	42%	0%	7%	17%
Developer Contribution	0%	11%	12%	0%	2%	5%
Developer Agreement	0%	14%	12%	0%	2%	5%
<u>Total – Real Estate</u>	<u>0%</u>	<u>78%</u>	<u>66%</u>	<u>0%</u>	<u>12%</u>	<u>26%</u>
Other Sources	100%	22%	34%	100%	88%	74%

## JOBS AND RESIDENTS

In addition to capital investment in the built environment, new development also provides places for people to live, work, and recreate. AECOM has utilized industry standard residential and employment factors for the multiple land uses included in the PARK 101 District to estimate the number of new residents and employees in the Park Sub-District by suggested phasing.

Land Use	Jobs	Residents	Metric
Hotel	1.2		employees/room
Office	250		SF/employee
Retail	400		SF/employee
Residential Rental		1.1	residents/unit
Residential For Sale		1.1	residents/unit

As shown in the following table, development of the Park Sub-District alone can accommodate 2,800 to 6,000 workers and 600 to 900 new residents, depending on the final density and land use mix. In addition to adding vitality and energy to the urban environment, these workers and residents will also bring new tax revenue and discretionary spending to the City. As mentioned earlier, new property taxes could total \$5-8 million annually, with the City of LA General Fund benefiting from a direct influx of \$1.3-1.9 million per year.

Though AECOM has not undertaken an estimate of potential visitation to the Park itself, we anticipate thousands, if not millions, of unique park visits on an annual basis. These visitors will spend new dollars on food and beverage, entertainment, lodging, and transportation, of which a substantial portion is likely to support both local businesses as well as establishments across the region.

Net New Employment & Residents in the Park Sub-District							
	FAR	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
New Jobs	≈2.0	-	1,100	700	-	1,000	2,800
	up to 6.0	-	2,000	2,100	-	2,000	6,000
New Residents	≈2.0	-	-	500	-	200	600
	up to 6.0	-	-	600	-	300	900



## FUNDING OVERVIEW

A number of grant, loan, and other operational programs are profiled below. These are potential sources of funding for various aspects of the PARK 101 District, but the list is by no means exhaustive. Each program requires a lead agency or developer to coordinate an application or implementation process and to administer and monitor funding. Programs are administered by a wide array of local, state, and national agencies; as such, their application requirements and guidelines vary widely.

### **CALTRANS/CALIFORNIA DEPARTMENT OF TRANSPORTATION**

Select Caltrans Funds that may be available for environmental studies and/or capital improvement projects:

#### Congestion Mitigation Air Quality (CMAQ) Improvement Program

To better align transportation planning focus to be more environmentally sensitive, multimodal in approach yet collective in problem solving, Congress amended the Clean Air Act (CAA) to encourage the United States to work towards achieving the National Ambient Air Quality Standards (NAAQS) in 1991. Congress adopted the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 which authorized the CMAQ improvement program. CMAQ program budget is about \$6.0 billion and is provided specifically for surface transportation and other related projects that help to improve air quality and reduce road congestion. This program is administered by Highway Administration (FHWA) and Federal Transit Administration (FTA).

In 2005 the CMAQ program was reauthorized in 2005 by the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The SAFETEA-LU CMAQ program provides funding of about \$8.6 billion to State DOTs, MPOs, and transportation agencies to investment in projects that brings air quality to standards outlined by NAAQS, this includes areas that do not meet those standards (nonattainment areas) and areas that are currently in compliance (maintenance areas). Funding was provided over a period of 5 years, from 2005 to 2009.

#### State Transportation Improvement Fund (STIP)

The State Transportation Improvement Program (STIP) is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the Transportation Investment Fund and other funding sources. Funds can be used for streets, street beautification, and streetscape enhancement. STIP programming generally occurs every two years. The fund estimate serves to identify the amount of new funds available for the programming of transportation projects. Caltrans prepares the Interregional Transportation Improvement Plan (ITIP) and regional agencies prepare Regional Transportation Improvement Plans (RTIPs).

### Surface Transportation Program (STP)

The Surface Transportation Program (STP) was created by the Federal Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991. The program remains in effect with the passage of the Transportation Equity ACT for the 21<sup>st</sup> Century (TEA-21). STP provides states and local governments with flexible funding in Federal-aid transportation projects like highways, transit capital, bridges, public roads, bus terminals and facilities, and bicycles and traffic operations. Over the last decade, approximately \$320 million have been apportioned annually. The Caltrans STP program budget estimate for 2010-2011 is approximately \$417 million. Approximately 10% of the STP fund is designed for use in Transportation Enhancement Activity (TEA).

The FHWA is also responsible for administering Senate Bill 286 for Transportation Enhancement (TE) projects, which provides funding for projects that enhance or beautify surface transportation projects and facilities. The annual program budget for Caltrans is around \$75 million and is distributed to projects approved by the Regional Transportation Planning Agencies (RTPA) or 12 Department districts. The RTPA selects about 75% of all TE approved projects. These projects then are programmed into Regional Transportation Improvement Program (RTIP) and become part of the Statewide Transportation Improvement Program (STIP). The 12 Department districts choose the remaining 25% TE approved projects, which are incorporated into the Interregional Transportation Improvement Program (ITIP) and also became part of STIP.

### Safe Routes to Schools

Caltrans administers a Safe Routes to Schools program, which provides funds for infrastructure projects that substantially improve the ability of students to walk and bicycle to school. The students at John Muir High School, as well as other nearby schools, can benefit from programs such as this.

### Transit Enhancement Funds (T Grants)

These funds are used for projects that enhance or beautify transportation projects and facilities.

## **METRO**

### Measure R

In November 2008, Measure R was approved by a two-thirds majority of voters in Los Angeles County. The vote committed approximately \$40 billion to traffic relief and transportation upgrades throughout the county over the next 30 years via transit and highway project improvements. At present, according to agency staff, all available Measure R funds have been committed to existing, planned, and proposed projects. The process for reallocating funding is difficult and appears unlikely given the existing demand and project list. Should a new measure be passed, PARK 101 District would be a strong candidate to field a competitive proposal for funding. Funds are likely to be administered by/through Los Angeles County.

## **OTHER GRANT FUNDING**

### New Markets Tax Credit

The New Markets Tax Credit (NMTC), a federal tax initiative, could be used to stimulate investment in new development within the Plan Area. The NMTC offers tax credits to investors who finance development in low-income communities. These credits are intended to finance minor gaps in project funding and to increase the rate of return for investors. New Markets Tax Credits can fund up to 30 percent of eligible project costs. Projects must create new jobs in the service area and should provide community benefits that would not otherwise be possible solely through private financing. Although residential development is not eligible for the program, commercial space in a mixed-use building or stand-alone commercial projects could be financed in part by the NMTC.

### Community Development Block Grant (CDBG)

Community Development Block Grants are administered by the Department of Housing and Community Development. CDBG funds are annual grants based on a formula and must provide benefits to low- or moderate-income individuals, prevent or eliminate slums or blight, or may be used for other emergency community needs, such as related to a natural disaster. CDBG funds can be used for development purposes within low- or moderate income census tracts, or, if the development or activity is located outside of a low- or moderate-income census tract, funds must provide benefits to low- or moderate-income households. Funding is available on an annual basis and generally ranges from \$50,000 to \$2 million per project. The grants can be used for downtown revitalization projects, infrastructure improvements, low income housing, and reduction of blight.

## **OTHER FINANCING MECHANISMS**

Other funding options, in addition to grants and aid from public agencies, include a variety of self-financing districts, individual developer agreements, and taxes. The most common include:

### Tax Increment Financing (TIF)

Redevelopment Area or SB375 or other state or city designation. The creation of a new financing district or redevelopment area is an exhaustive process, but one which allows cities to capture value and reinvest it specifically within boundaries of the financing district or project area. Financing districts allow for the sale of tax-exempt bonds to fund capital improvements to the district. Funding is generally restricted for development of public and infrastructure improvements, and generally cannot be used to build private property (office, retail, etc.) except for affordable housing. The bonds are paid back using the property tax increment resulting from the increase in property taxes over a base year value. This mechanism is known as tax increment financing (TIF). TIF can be used for economic development incentives such as land acquisition, parcel assembly, infrastructure, and other public improvements. TIF is intended to pay for public improvements and infrastructure, and generally cannot be used to construct private property (office, retail, etc.) except for affordable housing.

### Community Facilities District (CFD)\*

Mello-Roos financing is a discretionary financing mechanism for qualifying projects. A Mello-Roos financing district can only be enacted by a two-thirds majority approval of residents living within the district boundaries. A special tax, which is separate from property taxes, is imposed on real property in an area that benefits from the public improvement. The amount of the tax is determined by the homeowners (or developer) and is usually less than 1% of the home or property value at the time the property value was assessed for CFD funding. The newly formed district then seeks public financing through the sale of tax-exempt bonds that are paid down by homeowners over a period (typically 20 to 30 years) that matches the term life of the public facilities. Through Mello-Roos, a project developer or property owner would have access to capital at submarket rates that can be used to build infrastructure and public improvements. The debt associated with those capital investments recourses back to the property owners rather than to the City.

### Benefit Assessment Districts\*

Benefit Assessment Districts are a set of special annual ongoing assessments that function as overrides over and above the existing property tax assessment limitations imposed by Proposition 13 and its various amendments. When a benefit assessment district is adopted, property owners pay an additional assessment on top of their existing property taxes. These annual collections can be used for the ongoing operations and maintenance of landscaping, lighting, streets, and sewers, and other ongoing public costs.

\* Community facilities districts and benefit assessment districts are only appropriate when residents/businesses paying for the facilities have sufficient income to afford these additional payments. The value of the property or the benefit from the improvements needs to be sufficient to warrant the additional investment and debt payments.

### Development Agreement (DA)

Developer agreements refers to contracts between a city and a developer in which the city may impose certain conditions or requirements on proposed projects in exchange for the certainty of project entitlements through the agreement period. Conditions may include fees or other concessions from the developer such as paying for parks or open space, specific infrastructure or transit improvements, etc.

Development Agreements can be an effective tool in encouraging public-private partnerships in large scale projects that are developed over a series of phases. It provides developers a certain level of certainty about the land use requirement and gives the partner agency an opportunity to advance its local planning policies through comprehensive planning efforts. Benefits to both public and private parties include: greater latitude in approval methods for new and creative local land use; public agencies have more flexibility in enforcing requirements and contingencies on proposed development projects; and developers have a level of certainty about land use and how future regulatory standards will not materially affect later development phases once a project has been approved.



### Disposition and Development Agreement (DDA)

A Disposition and Development Agreement (DDA) is different from a Development Agreement in that it is guided by the provisions set in the California Health and Safety Code, who authorizes a city or redevelopment agency to carry out a specific project within a redevelopment project area. The project is typically built out in a single phase and is usually smaller in scale.

### Development Contribution or Fee

Generally used to describe a fixed percentage or unit charge contribution based on total square footage or number of residential units that a developer pays to a municipal agency (such as a city planning department) in exchange for project entitlements. Contributions are often part of a development agreement.

### Parking Fee or Parking Tax District

A parking fee or parking tax district refers to a funding mechanism in which the City creates a special district, and then dedicate funds generated through parking fees collected within the boundaries to pay for new parking and/or infrastructure improvements.

### Business Improvement District (BID)

Unlike ad valorem property tax programs, BIDs seek to add specific benefits within a selected area. They are financed through special assessments placed on commercial property within the designated district. After petitioning the city to form a BID, passage requires majority approval by affected property owners. Once formed, BIDs are governed by a board of directors who are elected by property owners in the district rather than by residents.

A study would need to be commissioned to examine the feasibility of a PBID, formulate the exact structure and economic program, and assist with the implementation of such an entity. A BID could play a crucial role in the economic enhancement of the PARK 101 District in addition to providing funding for physical improvements. Some of the money collected from the BID could be earmarked for public art, event coordination, marketing, or maintenance. A BID could also play a key role in coordinating store hours, merchandising, and creating promotions and advertisements.

The purpose of BID revenue is to support additional services to an area, not to replace standard City services. For this reason, BID assessments must be used within the BID boundaries. Although BID assessments are collected by the County, all assessment funds are then returned to the PBID through annual contract agreements. Fees vary among businesses and are often assessed according to a subject property's size and location. BID assessment revenues provide varying services, including maintenance and cleaning for sidewalks, parks, and open space as well as private security. Some BIDs in California also use their fees for marketing their respective areas through brochures, tourist information, and special events. California law limits a BID's existence to ten years, after which it must be renewed or terminated.

**ENDNOTES**

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- <sup>1</sup> Uhler, Edward K. "The Millennium Park Effect." Originally printed in *Economic Development Journal* (Vol. 4, No. 2, Spring 2005) published by the International Economic Development Council, 734 15<sup>th</sup> Street, N.W., Washington DC 20005. Available online at <http://www.americansforthearts.org/NAPD/files/11989/Millennium.pdf> , last accessed July 2010.
- <sup>2</sup> Open Space is defined to include parks, passive recreation, greenways, and other open space formats. Specific references will be made when discussing a particular open space typology.
- <sup>3</sup> Economics Research Associates (ERA), Real Estate Impact Review of Parks and Recreation for Illinois Association of Park Districts (2005).
- <sup>4</sup> Corell, Mark R., Lillydahl, Jane H., & Singell, Larry D. (1978). The effect of greenbelts on residential property values: some findings on the political economy of open space. *Land Economics*, 54 (2), 207-217.
- <sup>5</sup> Nicholls, Sarah & Crompton, John L. (2005). Impact of Greenways on Property Values: Evidence from Austin Texas. *The Journal of Literature Research*. Third Quarter.
- <sup>6</sup> The Trust for Public Land. How Much Value Does the City of Philadelphia Receive from its Park and Recreation System?
- <sup>7</sup> Significant park and recreation area included every park, one acre in size or larger, in Philadelphia even if owned by the county, state, federal or some other agency.
- <sup>8</sup> Earnest & Young. How Smart Park Investment Pays Its Way.
- <sup>9</sup> Assessed values are the dollar figures placed on buildings and land for taxation purposes.
- <sup>10</sup> The measure has its limitations because city assessors are required to place a value on a building based on the revenues it could command if fully leased, whereas investors consider both current conditions and future market value.





05

SITE ANALYSIS AND  
CASE STUDIES





## 101 FREEWAY AND THE HISTORY OF TRANSPORTATION IN LOS ANGELES

Constructed in 1950, the 101 Freeway became the major north-south link along the Pacific Coast, currently running from near the project site at the East Los Angeles Interchange up to Olympia, Washington. The positive impact of the freeway was enormous at a regional scale where it connected places and people across the vast Los Angeles basin and beyond. Over time, on the local level, it transformed the fine-grained street grid, in the northern part of Downtown Los Angeles, from pedestrian-oriented to automobile-focused. As the 101 Freeway cut through the Civic Center and Chinatown it destroyed many of the city's historic adobe buildings. Often referred to as the "Big Trench", the impact of the 101 Freeway can be felt, seen and heard as one attempts to walk between major Downtown destinations such as the Civic Center, El Pueblo and Union Station.

Los Angeles' sprawl came into being before the car became a common commodity. It was possible due to an extensive network of public rail transportation which connected the region's many parts. In the 1920's, the Los Angeles rail system was one of the most comprehensive in the world, making possible long distance connections in the still pedestrian city. It consisted of approximately 1,000 miles of track and covered four counties within the region. The network reached its peak in 1924 after which automobiles became increasingly available for many middle-class Americans. This marked the slow beginning of the streetcar's demise in Los Angeles. By the early 1960's the last operating lines of the Pacific Electric Red Cars and Los Angeles Railway Yellow Cars were dismantled.

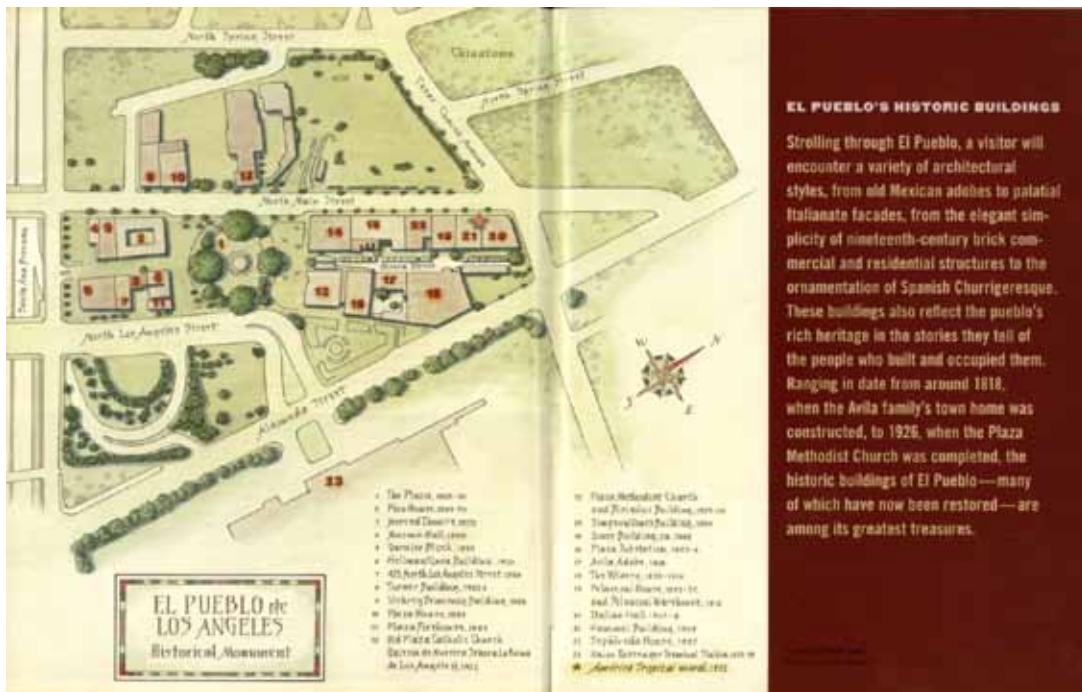


*ALISO STREET VIADUCT, C. 1944 (REPLACED BY 101 FREEWAY BRIDGE IN 1950)*

## EL PUEBLO AND OLVERA STREET

Built on a bluff on the west bank of the Los Angeles River in 1781, El Pueblo was Los Angeles' first settlement and is considered to be the birthplace of the city. This early settlement fulfilled two purposes. Economic activity at the Pueblo supported the Spanish military presence in California through its agriculture and commerce, while the Mission fulfilled the religious needs of the early settlers. The settlement grew into a small town and became a center for cattle ranching. The city's center eventually moved south toward today's Downtown and El Pueblo gradually lost its place as the heart of the city by the early 20th century.

The 27 historical buildings still standing in the area are testimony to the architectural and cultural diversity of early Los Angeles. The Firehouse Museum, Sepulveda House, Italian Hall, and Chinese-American Museum are all indicative of many varied building styles associated with the city. In 1930, Olvera Street was reborn as a Mexican marketplace, opening under the slogan "A Mexican Street of Yesterday in a City of Today" and enjoyed newfound success as a popular tourist destination.





## EL ALISO AS INSPIRATION

The once sacred sycamore tree (El Aliso in Spanish) represented the original settlement of the Tongva Indians. The approximate location was just south of where the MTA building stands today.



**SOURCE: LOS ANGELES TIMES ARTICLE 9.8.02 AND PHOTOS FROM LOS ANGELES PUBLIC LIBRARY**

## FORT MOORE

Fort Moore lies about a quarter-mile west of El Pueblo and just north of the 101 Freeway. It is the highest point within the project site. With its astonishing and largely undiscovered views to the east, Fort Moore is a northern extension of Downtown Los Angeles' Bunker Hill neighborhood. As the northernmost United States outpost during the Mexican American war, Fort Moore began as a primitive barricade during the 1846 occupation. In 1863, ten years after the Fort was decommissioned, part of the hill became one of the city's first cemeteries and also served as a public playground during this time. By the late 1870's, the cemetery was closed and its remnants moved to other burial grounds.

Following this, Fort Moore Hill became home to the Los Angeles High School from the early 1890's to the late 1910's and later also became the headquarters of the Los Angeles Unified School District. During recent years, as the site was being prepared for the construction of the new High School for the Visual and Performing Arts, excavations revealed human bones in 171 gravesites from the site's earlier days as a cemetery.



## UNION STATION AND CHINATOWN

Los Angeles' original Chinatown was located where Union Station now stands. It was founded in the late 1800's. During this era the district had its own distinct culture which included both a Chinese opera and its own newspaper. Old Chinatown was relocated to make way for the new Union Station, which was completed in 1939. Seven years later, a proposal for a new Chinatown was finally put forward. During this delay, many of the former neighborhood's Chinese businesses failed before the area's new plan was implemented during the 1930's. In 1938, the city's new Chinatown was established, spanning from Olvera Street to Dodger Stadium, where it still stands today.



*LOOKING EAST AT ORIGINAL CHINATOWN, C. 1924 (REPLACED BY UNION STATION IN 1939)*

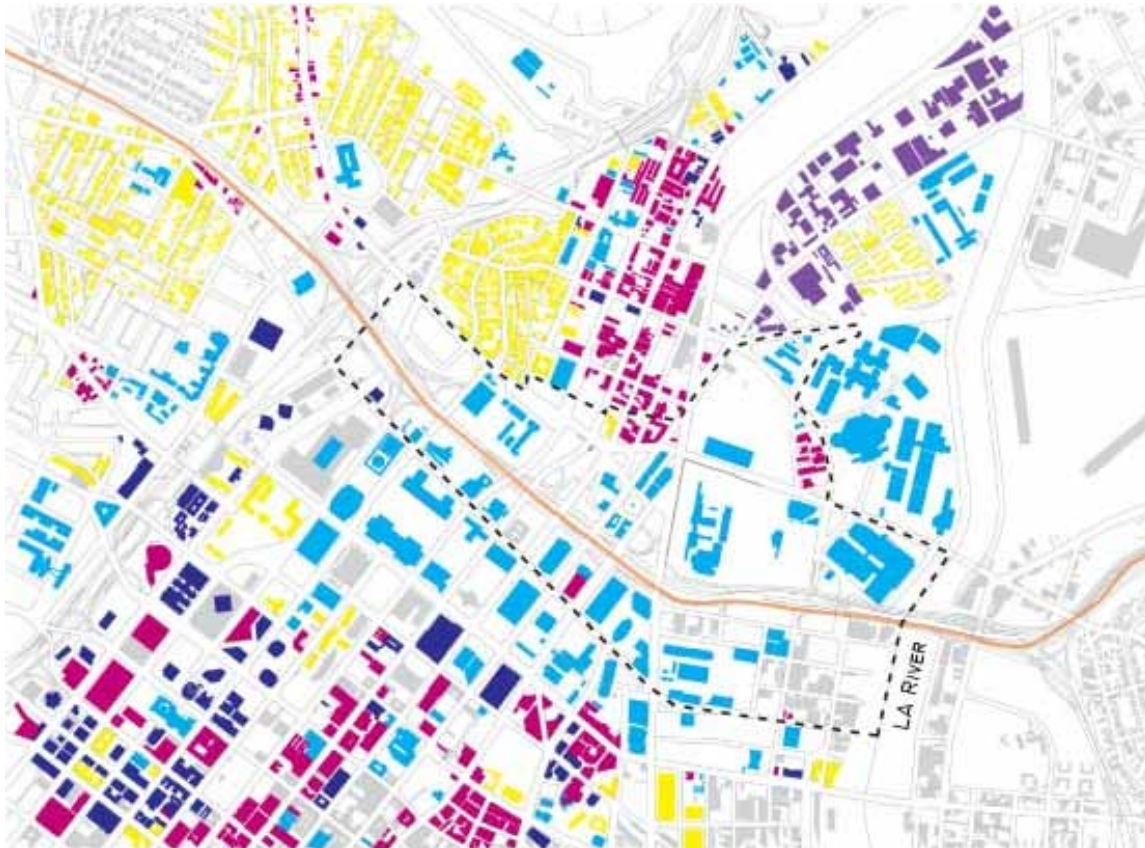
## CIVIC CENTER, BUNKER HILL, AND DOWNTOWN

Los Angeles' Civic Center is located south of the 101 Freeway, stretching from the top of Bunker Hill to Alameda Street. It runs parallel with the freeway along its entire length. Prior to becoming the Civic Center, this site was a continuous and dense urban neighborhood with well defined streets linking El Pueblo, Chinatown and Union Station to the greater Downtown area. Beginning in the 1920's, the new Civic Center began to take shape. Los Angeles' landmark City Hall was completed in 1928, standing over 400 feet high, breaking what was then the city's building height limit of 150 feet.

In 1955, city authorities began planning for the redevelopment of Downtown's Bunker Hill neighborhood at the north end of the Civic Center. Once a gracious residential area, the development of the city's rail system and the subsequent construction of the 101 Freeway gave Downtown's residents the opportunity to live away from the city core and the neighborhood began its slow decline. With the changes to the city's building height limit, developers seized the new opportunities and began to capitalize on the other revisions in zoning regulations that were beginning in the Downtown area. Soon after, Bunker Hill as it stands today, a dense cluster of towering skyscrapers, started taking shape. Today only the Angel's Flight, a funicular rail going up the hill from Hill Street to Olive Street, remains from the original neighborhood; albeit relocated half a block south of its original location.

## SITE ANALYSIS

### LAND USE



Modes of transportation have been crucial to both the shaping of cities and our experiences in them. Before the introduction of automobiles or rail systems, cities followed a logical, dense pattern. The rise of high speed travel, however, ushered in a transformation of the traditional city. Density was no longer desirable as the traditional urban paradigm shifted toward modernism. City planning moved away from the old, mixed-use model which was based on designing for close amenities to be reachable by foot and buildings that could accommodate many different uses over time.

The option of commuting from outside the city meant there was no longer a need to place factories or Workplaces within an urban context. The suburb was born and “single use” became the new way to plan land as buildings became increasingly designed for specific uses. This mono-functional approach to organizing the city meant that its different sections were inhabited during different parts of the day. The suburbs were alive with people in the evenings and weekends; business and factory districts were used only during the day as people commuted in between.

Today, this trend has shifted yet again. We have recognized that something important was lost when the dense, walkable Downtowns of our cities became deserted. Today many cities across the country aim to regain their lost core and once again provide their residents with “live, work, play” environments within walking distance.

The study area is dominated by civic and cultural uses with cultural institutions at Bunker Hill, El Pueblo, and the Cathedral of Our Lady of the Angels, public and government buildings at Civic Center and the High School for the Visual and Performing Arts. A few mixed-use areas lie south of the freeway in Bunker Hill and Little Tokyo.

North of the study site lies Chinatown, a community with a strong identity, yet physically divided into residential and a mostly commercial section. Residential buildings are situated on the hill that lies east of Hill and Yale Streets, with the commercial area below the bluff and north of Cesar E. Chavez Avenue.

South of the freeway the Civic Center is filled with people working during the day. After office hours, most of the time, the only people in the area are those who visit the cultural center on Bunker Hill. The same phenomenon occurs at El Pueblo, a place that is filled with people during the day and weekends. While these form strong, distinct districts of single uses, their lack of cohesiveness as a whole coupled with the constraints of the freeway trench, has impeded the emergence of a Downtown bustling with life and activity.

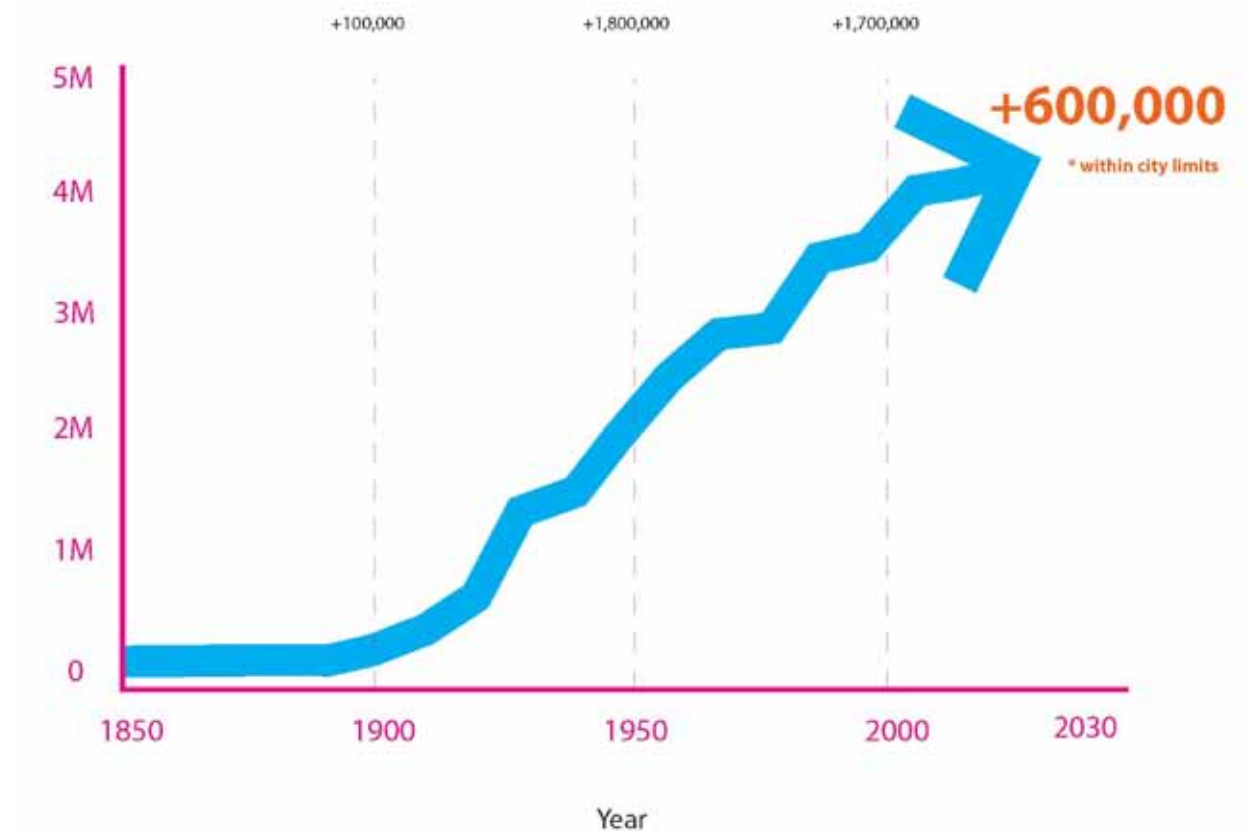
The lack of mixed-uses also alters the flow of people who enter the city from Union Station. Commuters make up the largest group of people arriving at the station, which creates a high volume of foot traffic during concentrated rush hours in the early morning and evening. While a new mixed-use pattern would not alter this rush hour flow, it would at a minimum increase the number of travelers during the remainder of the day.

Although the study area has an abundance of open space, it is not designed for easy accessibility nor is it desirable for the public to use. In the Civic Center open spaces serve as buffer zones between buildings and streets.

Much of the land to the north of the site and between the freeway and Chinatown is dedicated to cars in the form of parking lots and on and off ramps from the freeway.

This creates a large void, making it difficult for pedestrians to navigate across its width from the Civic Center to Chinatown.

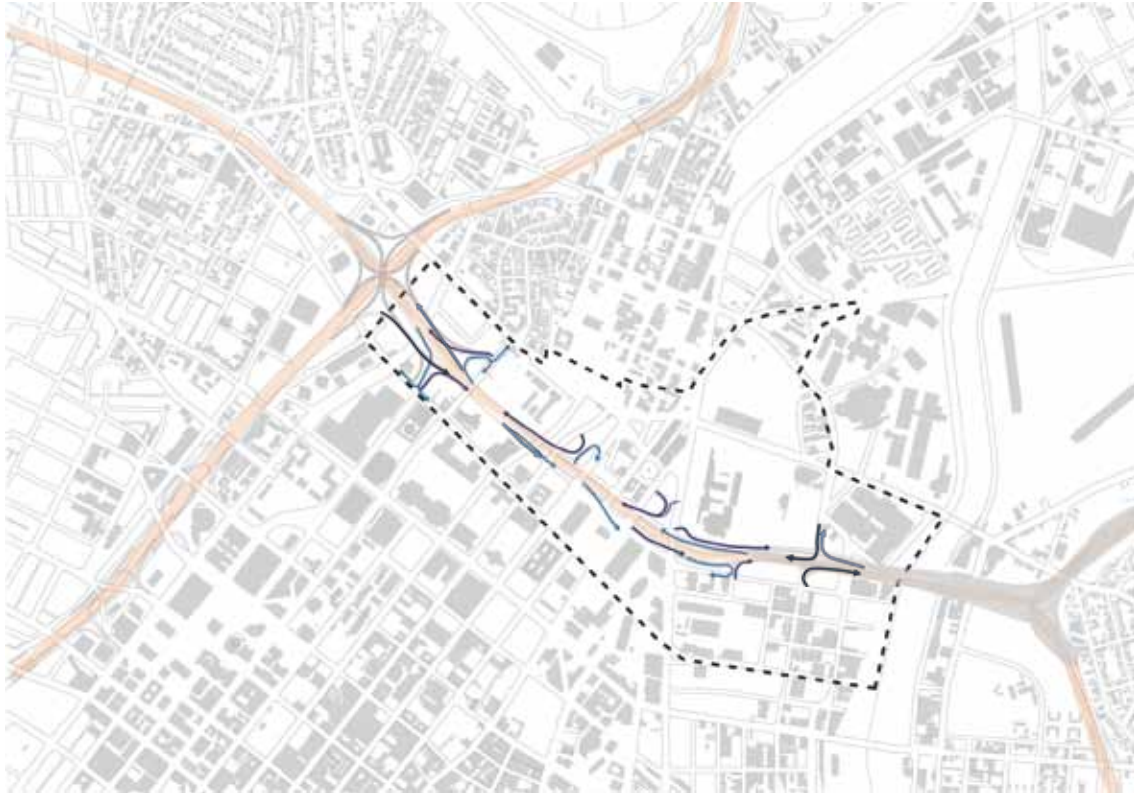
POPULATION GROWTH



Los Angeles' steady population growth over the past century combined with its apparent preference for low densities has created the notoriously sprawling metropolis we see today. By 2030, 600,000 new residents are projected in the city alone, an increase the size of Washington D.C.'s current population. This presents a great opportunity for Downtown to demonstrate how to efficiently accommodate growth. This would not only reestablish Downtown as the central, vibrant heart of the city where paths and cultures cross, but it also sets an example for other American cities to curb sprawl. However, accommodating for growth must be carefully planned. In observing how people have historically interacted with the topography of Downtown, a clear trend is visible in the ways that the city's Mexican-American and immigrant communities have settled "below the bluff", on the east and south sides of the river. Today, this area continues to be home to richly diverse communities. Poorly planned, a population expansion of this projected magnitude could, in a worst case scenario, displace local communities through the mechanisms of gentrification or lock these communities in their neighborhoods through spatial segregation.



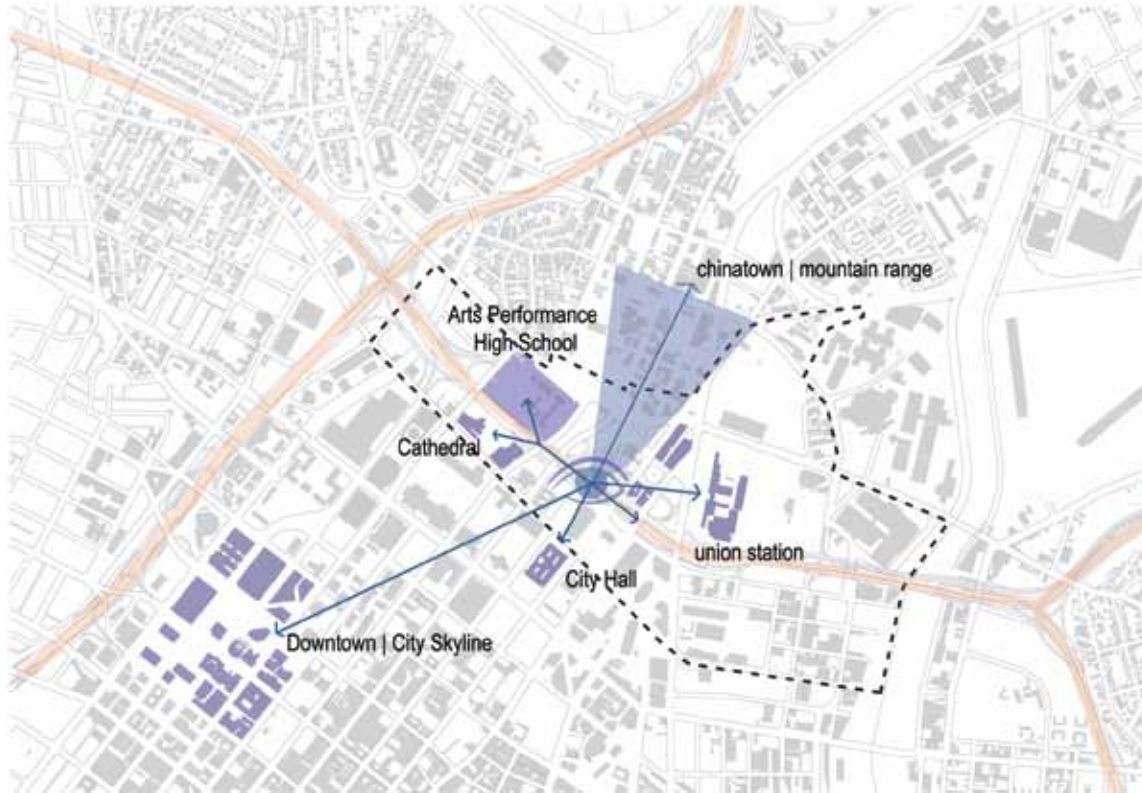
## TRAFFIC AND FREEWAY ACCESS



***TRAFFIC CIRCULATION: THE AREA HAS 16 FREEWAY ON AND OFF RAMPS***

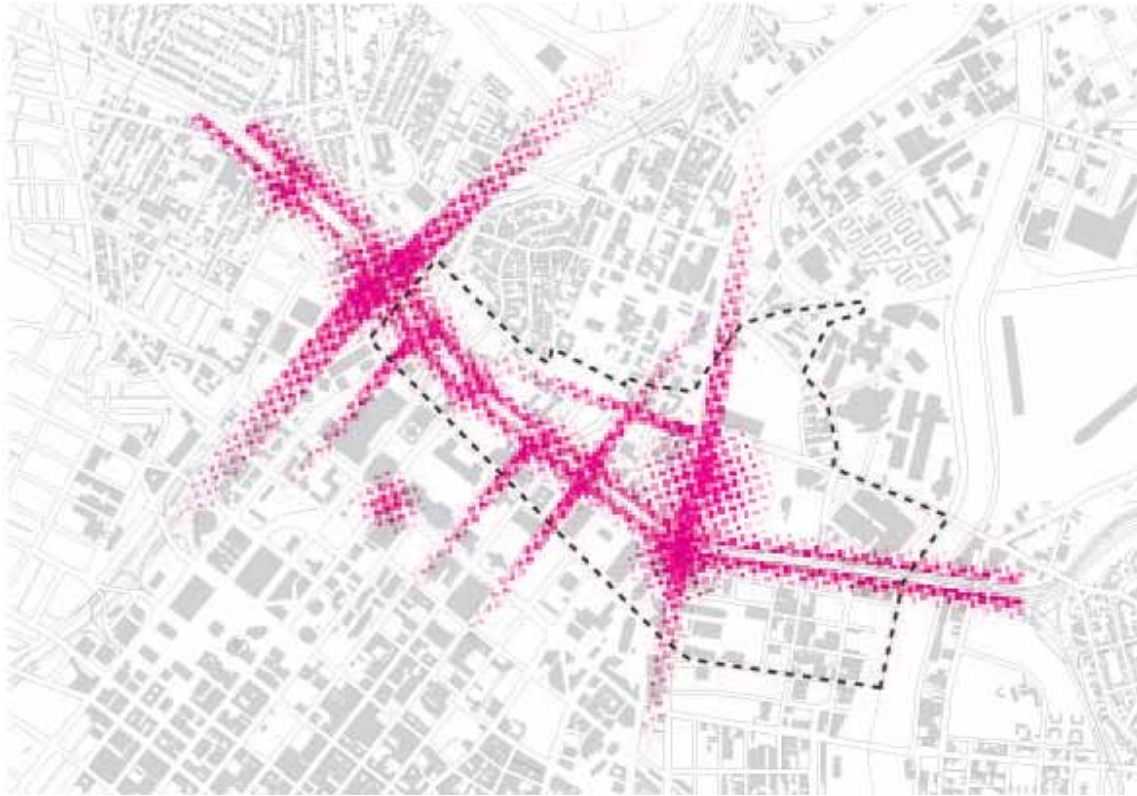
The freeway is more than just a trench in Downtown’s landscape. It also has eight on ramps and eight off ramps that reach out as tentacles to connect to the surface streets. Varying in length, configuration, and use, the ramps not only cut up the adjacent land, but also extend the physical influence of the freeway. Further complicating the pedestrian experience is the steep topography in the vicinity of Fort Moore Hill and Bunker Hill. Taking this all into consideration, the project site is characterized by a pedestrian void spanning from the Civic Center to Chinatown, inhibiting any attempt to engage the space in ways other than by driving or parking.

**VISTAS**



The abundance of open space in the study area creates tremendous vistas. There is a 140-foot drop in elevation from Grand Avenue to Alameda Street, creating a magnificent though largely unfamiliar view. One can see east along the freeway, out over Boyle Heights and East Los Angeles. Surface streets frame great views to the north and south of the freeway. To the north, one can see the fine grain of Chinatown and El Pueblo, as well as the monumental buildings of Civic Center to the south. City Hall, with its prominent tower, is undoubtedly the main focal point that orients everyone within the study area.

## NOISE AND AIR POLLUTION

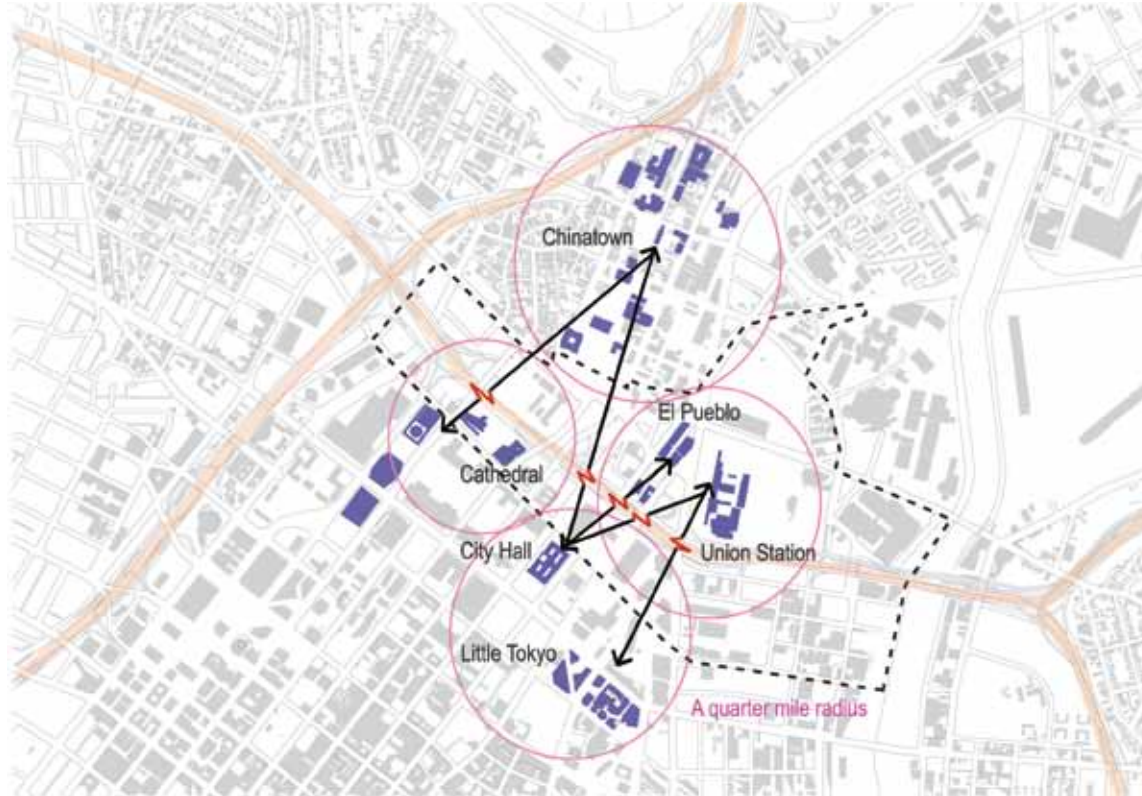


The freeway makes its presence known beyond the trench through the noise that its traffic generates. This discourages attempts to create public uses and spaces on adjoining land. A decrease in noise volumes is necessary for successful redevelopment within the project site. Although vibrant urban centers are characterized by high levels of a variety of sounds, the noise at the project site is the relentless drone of tires on asphalt and the roar of engines guzzling fuel.

Air quality is another important consideration, and an appropriate ventilation system will have to be integrated into the design of the tunnel created by a cap over the freeway. The air emitted from the tunnel will likely need to be filtered in order to prevent pollutants from affecting the immediate environment. Integration of an air filtration system would also help fight against the emission of green house gases from freeway traffic.



## CONVERGING RADII AND CULTURAL DISTRICTS



Different neighborhoods and districts converge over the freeway trench at the study site. This further enhances the site's potential as a meeting point, indicating opportunities for reunifying parts of the city separated by freeway construction in 1950.

At that time, the site was composed of a cohesive grid that allowed fluid movement throughout the day. Only its historical remnants are visible today. However, while the site may appear to have few buildings with vast, unfilled voids, it is densely packed with Los Angeles' history, emerging neighborhoods and a wide representation of ethnicities. The physical voids and the cultural density create a stage for design that takes advantage of these converging social systems and recreates an urban context based on 21<sup>st</sup> century values of proactive civil equity.

### OPEN SPACE ASSESSMENT

Most of the open space within the study area is dedicated to cars and their drivers with a clear hierarchical organization of land. Primary is the 101 Freeway. Next are its on and off ramps, then come surface streets, and finally parking lots. The remaining unbuilt space is residual, inaccessible, and unprogrammed. Very little land is developed with the pedestrian as its primary focus. The vast amount of paved surfaces also increases the urban heat island effect, further impeding walkability in the area. A large-scale reorganization of the land is necessary in order to deal with this complicated hierarchy of open space. This reorganization should focus on ironing out the imbalance between different forms of transportation and providing opportunities to create new destinations where people can linger and not just pass through.



## GATEWAY INTERMODAL CENTER AND EL MONTE BUSWAY

### PROBLEM

The entrance to the high occupancy vehicle (HOV) and El Monte Busway lanes are currently situated on the eastside of Alameda. The current location is a ¼ mile walk to the Patsaouras Plaza Busway Station and there is not direct pedestrian connection to Union Station and its rail transit connections. Reconfiguration is necessary to efficiently connect pedestrians, buses, automobiles and all current and future transit connection, including Red Line, Gold Line and Metrolink.

The current proposed Metro project for the Union/Patsaouras Plaza Busway Station relocates the Busway boarding island to the south side of Patsaouras Plaza.

### RECOMMENDATIONS

1. Maximize capacity for bus interface and Gateway Center
2. Extend Bus Plaza across the 101 Freeway to the south side and Little Tokyo
3. Create a signature arrival for bus and high occupancy vehicles (HOV)

## HIGH SPEED RAIL ALTERNATIVES

Mehdi Morshed, the prior Executive Director of the California High-Speed Rail Authority estimated that the high speed rail system would use one-third of the energy of airplanes, one-fifth of the energy of passenger automobiles, cut California’s dependence on foreign oil by 12.7 million barrels a year, and reduce greenhouse gases that cause global warming, by 12 billion pounds each year.

*“According to the Authority’s updated business plan...high-speed trains will alleviate the need to spend nearly \$100 billion to build about 3,000 miles of new freeway, five airport runways and 90 departure gates during the next two decades...A statewide high-speed train system will meet that same need for about half the cost.” – Mehdi Morshed*

Due to the proximity of the proposed PARK 101 District and potential developable land around union station, the following analysis was done in anticipation of High Speed Rail. The following analysis and recommendations include alternatives for parking, rail approach layouts, station and platform locations and layouts, and crossing of the 101 Freeway.

### HIGH SPEED RAIL ALTERNATIVES: PREFERRED OPTIONS ARE IN GREEN

PARKING	RAIL ALIGNMENT	PLATFORM SECTION	STATION / PLATFORM LOCATION
Single Location	Gold Line / Cornfields	Double-decked	Central/West
	Main Street		
Multiple Locations	East Side LA River	At-grade	East

**GOALS AND OBJECTIVES FOR HIGH SPEED RAIL AT A REGIONAL HUB**

- Highest Density
- Highest intensity of Employment
- Dense street grid
- Small block sizes
- Highest access (transit + taxis)
- High pedestrian access
  - § wide sidewalks
  - § pedestrian facilities
  - § bike network



**PARKING RECOMMENDATION**

The Parking Requirement for High Speed Rail is 5000 spaces. Parking layouts and distribution options are shown below with their respective constraints and opportunities.

**A Single Parking Location**

- There is limited shared opportunity, due to site location
- No value is added for development opportunities



**Multiple Locations (Recommended)**

- There is shared use
- There is an incentive for new or associated development
- The value is spread among several locations
- This option can be built in phases



### RAIL ALIGNMENT OPTIONS

The diagram below illustrates the various options for the rail routings. The various routes include: (1) the existing Gold Line right of way, adjacent to the Cornfields, (2) Main Street, or (3) the Eastside of the LA River.



The High Speed Rail alignment option along the existing Gold Line right of way, west of the Cornfields would include a trench or at-grade land bridge to Elysian Park.

The Northern Approach Context is pictured below.



***GOLD LINE ON THE RIGHT WITH CORNFIELDS  
LOOKING SOUTH TOWARDS DOWNTOWN LA***

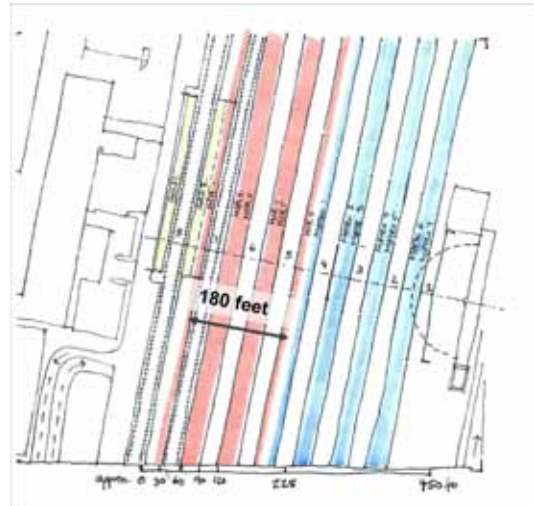


***'SOFT' PROPERTIES AT THE NORTH END***



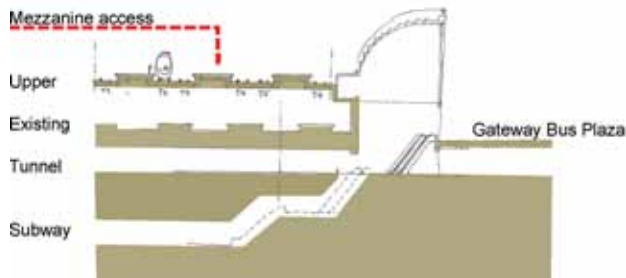
**PLATFORM REQUIREMENTS**

High Speed Rail needs 180 feet for the required 6 tracks and 3 platforms. The preferred layout is illustrated to the right with the high speed rail platforms situated between the Gold Line and Metrolink platforms.

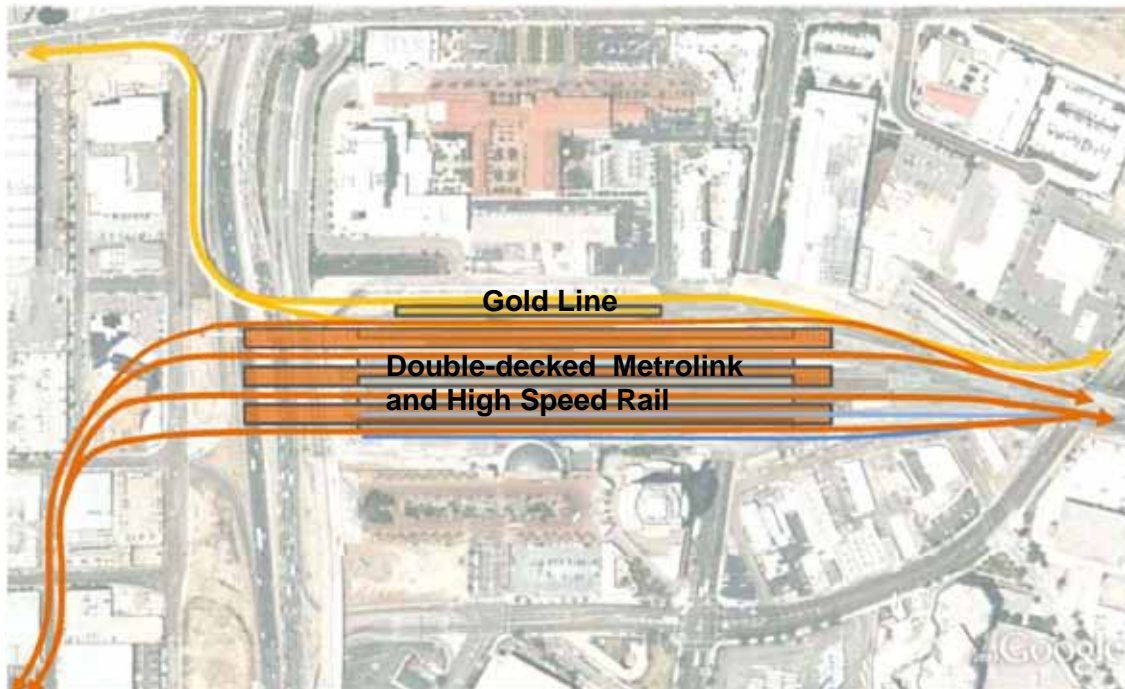


**PLATFORM LAYOUTS**

Elevated Station Platforms as shown in the section and plan below are not recommended.



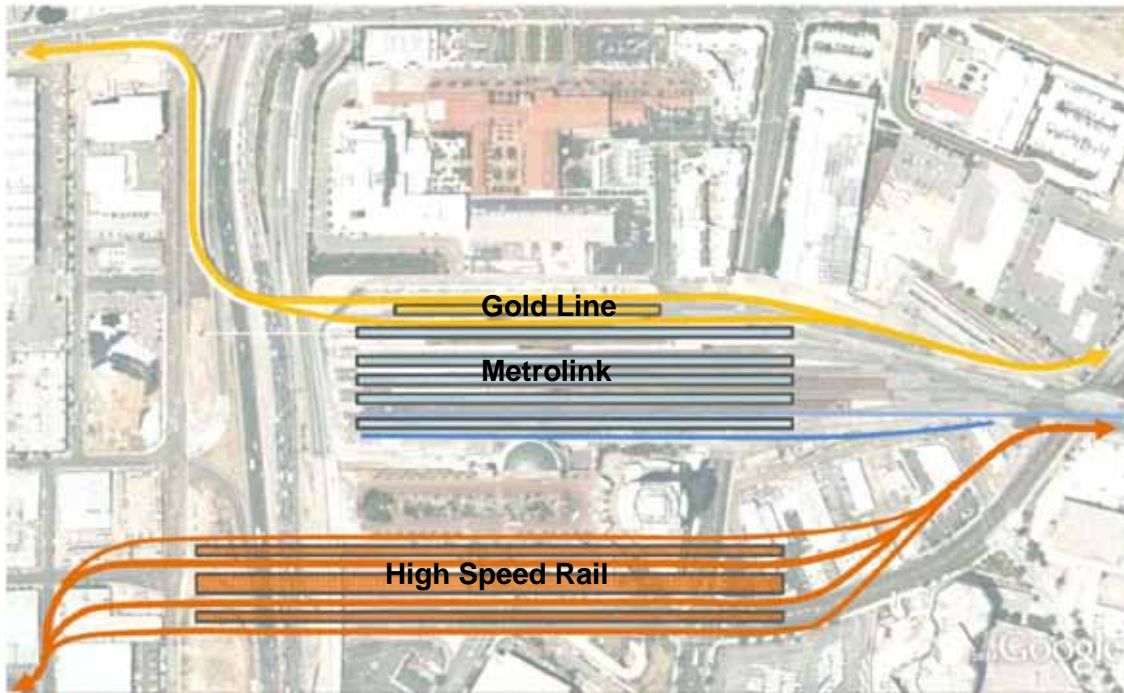
***NORTH-SOUTH SECTION***



***HIGH SPEED RAIL ELEVATED ABOVE THE EXISTING METROLINK PLATFORMS AND TRACKS***

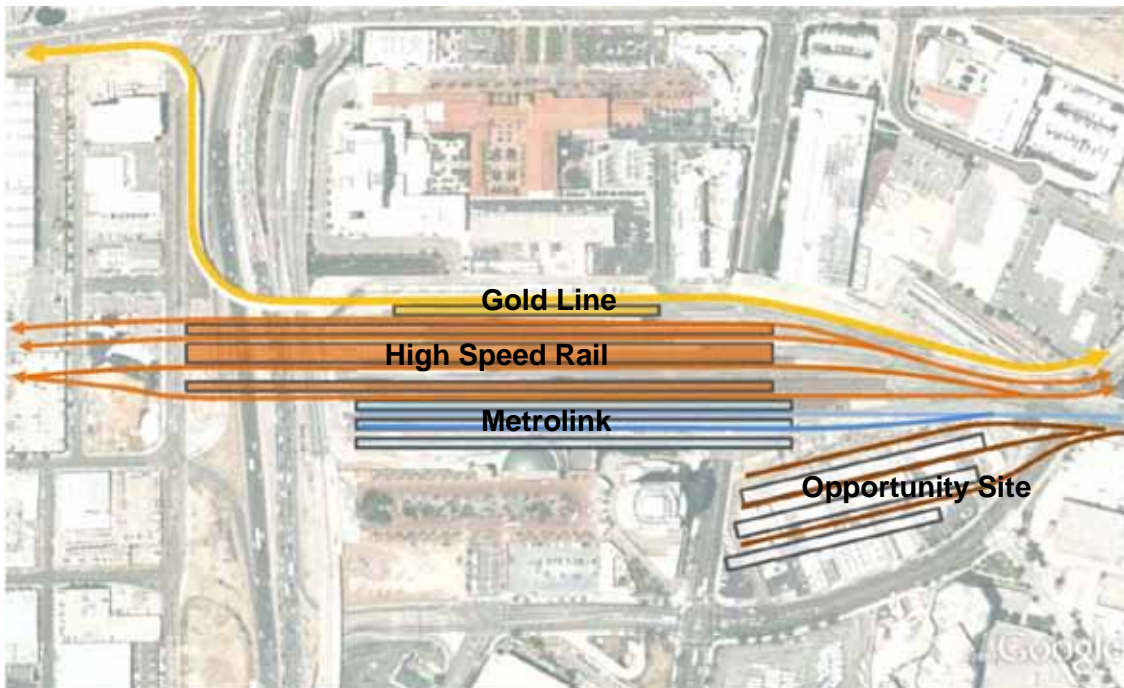


The East Station Alternative as shown below in plan is not recommended.

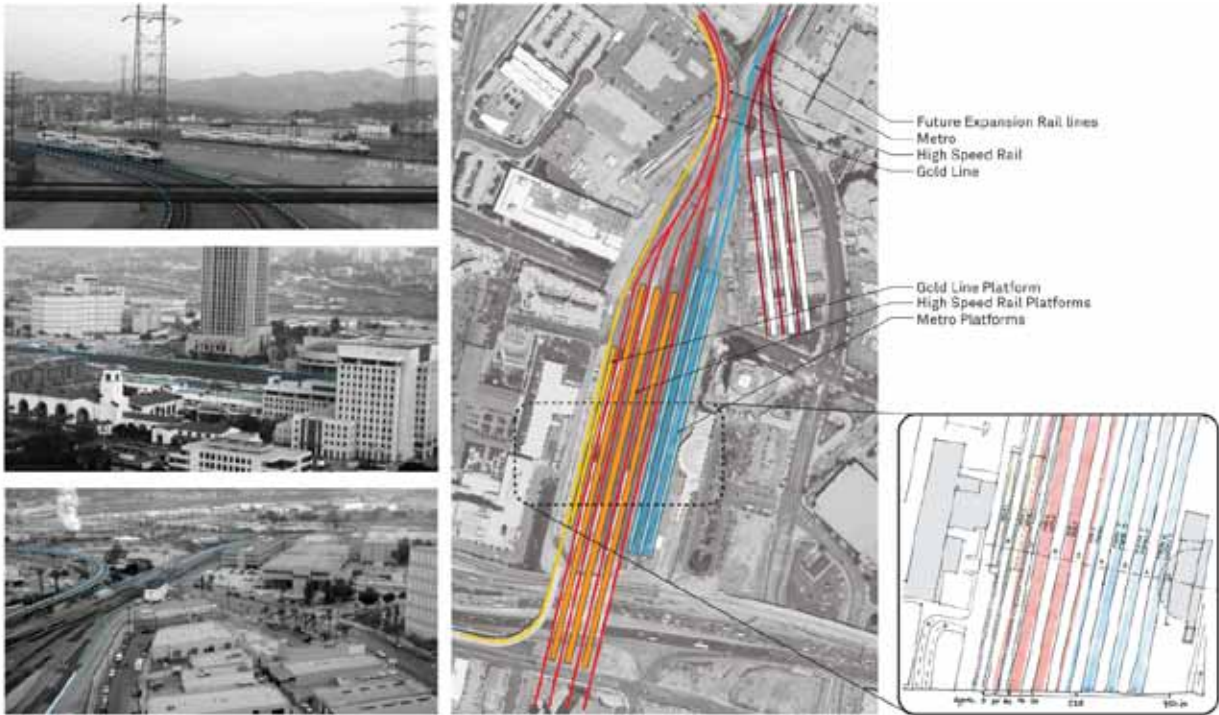


**HIGH SPEED RAIL LOCATED SOUTH OF THE EXISTING METROLINK PLATFORMS AND TRACKS**

The Central/West Station Alternative as shown below in plan is recommended for the ease of access between the various rail lines.



**HIGH SPEED RAIL LOCATED BETWEEN THE EXISTING GOLD LINE AND METROLINK PLATFORMS AND TRACKS**



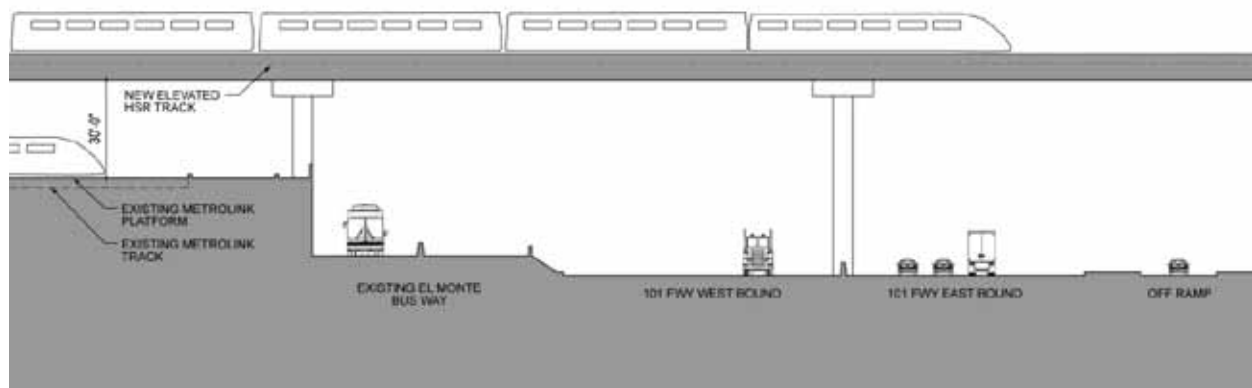
**HIGH SPEED RAIL**

## CROSSING OF 101 FREEWAY

The required length of the High Speed Rail platform and the necessity to traverse the 101 Freeway led to the following analysis. Three options for the High Speed Rail through track and platform elevations have been studied to assess both the visual and physical impacts on the approach to Union Station from the south. The rough orders of magnitude relative to cost (High, Medium, and Low) have been allocated to each alternative.

**Alternative A:** This alternative proposes the Elevated Track and Platform for High Speed Rail above the existing Metrolink platforms with a minimum clearance for adequate waiting areas on the existing Metrolink and commuter platforms. This Alternative would result in the following:

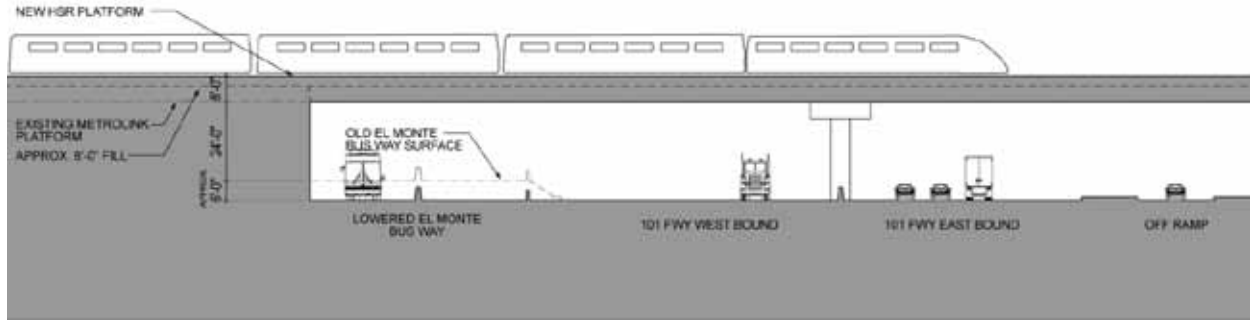
- Very high cost to provide the High Speed Rail support structure
- Challenging elevation change for the rail track between the river and the station
- Visual impacts of a tall structure crossing the freeway and little Tokyo
- Impacts at 1st Street Bridge (crossing over)
- El Monte Busway continues on current alignment



### ALTERNATIVE A

**Alternative B:** This alternative proposes a raised Track and Platform for High Speed Rail. At approximately 8 feet above the existing Metrolink platforms, there would be ample space to create unified waiting areas for both the proposed High Speed Rail and the existing Metrolink and commuter platforms. This Alternative results in the following:

- Reduced cost to provide the support structure
- Cost to redo all the station platforms (less than elevated structure Alternative A)
- Reduced elevation change for the rail track between the river and the station
- Operational/speed impacts making the 'S' curve on the approach/departure
- Reduced visual impacts of a tall structure crossing the freeway and little Tokyo
- No impacts on 1st Street Bridge
- El Monte Bus way would need to be lowered

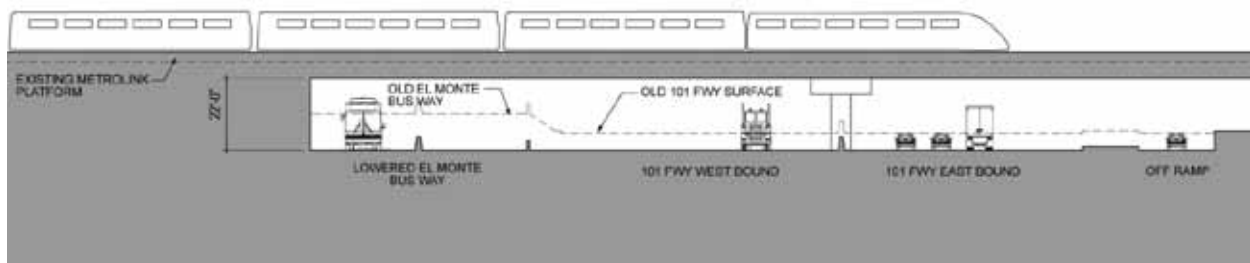


**ALTERNATIVE B**

**Alternative C:** This is the "preferred alternative" which proposes the Elevated Track and Platform for High Speed Rail at the existing platform elevation, with ample clearances to provide adequate waiting areas on the existing Metrolink and commuter platforms. The High Speed Rail track clearance over the freeway is achieved by lowering the freeway/extending the trench. Providing a land-bridge between the South side of the 101 Freeway and Union Station (essentially capping the trench) provides an additional advantage of pedestrian and bus access to Union Station. This Alternative results in the following:

- A greatly reduced cost to provide the support structure
- Greatly reduced elevation change for the rail track between the river and the station
- Reduced visual impacts of a tall structure crossing the freeway and little Tokyo
- Cost to lower the freeway/extend the trench
- Greatly improved access and operations for the reconfigured El Monte Busway
- New access for pedestrians from the South side of freeway
- Park-like experience

Alternative C proposes the most appealing gateway opportunity to downtown Los Angeles and would greatly enhance all modes of access to Union Station. Costs are reduced overall. The freeway would be most impacted, but would afford the greatest opportunity to improve access to downtown and the station area with new and improved on- and off-ramps.



**ALTERNATIVE C**



## LOS ANGELES RIVER REVITALIZATION

The Los Angeles River Revitalization Master Plan (LARRMP) identifies several opportunity sites adjacent to the PARK 101 District and the future infrastructure of High Speed Rail. A few of these areas include Chinatown-Cornfields, Downtown Industrial and Boyle Heights Connector.

“...Neighborhoods have turned their backs to the River. Now the people of Los Angeles have the opportunity to enjoy the river as a safe, accessible, healthy, sustainable, and celebrated place.”

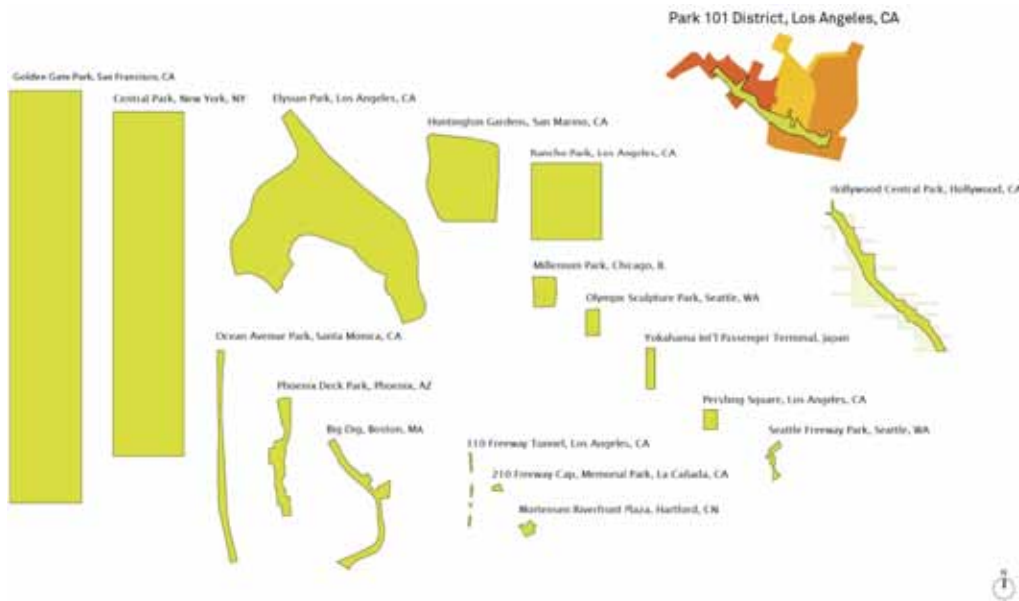
The vision for these areas includes neighborhood-scale parks connected by greenways and terracing along the river’s edge.

### RECOMMENDATIONS

1. The arrival of High Speed Rail should be leveraged as an opportunity to re-address pedestrian access to the banks of the LA River and the adjacent neighborhoods.  
“River redevelopment plans need to integrate the demand for continued rail service with the goal of minimizing barriers to River access.” - *LARRMP*
2. The proposed pedestrian bridge to Aliso Village on the Eastside would provide access to both banks of the river, as well as increased pedestrian access to Union Station.

## DESIGN CASE STUDIES

The case studies on the following pages represent an initial look at urban parks around the country. The case studies all vary in size and program. Park 101 is in an urban setting, so it is important to look at examples and imagery that maintain or enhance a vibrant urban environment. Please note that the following studies were preliminary and served the purpose of brainstorming.



### SCALE COMPARISONS



### PRECEDENT STUDY: WHARF DISTRICT PARK, BOSTON



Constructed over a rail yard and parking garage



**PRECEDENT STUDY: MILLENNIUM PARK, CHICAGO**



Seattle Freeway Park  
Constructed over a freeway



Olympic Sculpture Park  
Constructed over a highway



**PRECEDENT STUDY: SEATTLE CAP PARKS, SEATTLE**



## CONCEPTUAL IMAGERY



**CONCEPTUAL IMAGERY: AMPHITHEATER**



**CONCEPTUAL IMAGERY: MAIN STREET CAP PLAZA**





**CONCEPTUAL IMAGERY: UNION STATION/EL PUEBLO PROMENADE**



**CONCEPTUAL IMAGERY: EAST GATEWAY PLAZA**



**CONCEPTUAL IMAGERY: ART & ICONS**



**CONCEPTUAL IMAGERY: MEADOWS & OPEN GREENS**





**CONCEPTUAL IMAGERY: PATHS & PROMENADES**



**CONCEPTUAL IMAGERY: PLAZAS**





06

SUSTAINABILITY





## OVERVIEW

The PARK 101 District will reestablish the urban grid and stitch together downtown Los Angeles across the longstanding divide of the 101 Freeway. The design of a freeway cap results in important opportunities to capture and store rainwater and thereby improve runoff conditions typically found on freeways. The freeway cap will also provide measures to reduce air pollution with new technologies, such as emissions cleaning. This new district will promote a sustainable and livable environment with the close proximity to union station and multi-modal transportation options (including bicycle access) combined with the improved pedestrian environment with contiguous green open space and enhanced streetscape; thereby enhancing the safety and health of the community.

### THE PARK 101 DISTRICT AND SENATE BILL 375

California Senate Bill 375 commonly referred to as SB 375 is a law that requires metropolitan planning organizations (MPOs) to create and implement land use plans that use compact, coordinated, and efficient development patterns to reduce auto dependency, and could, if implemented wisely, help the state's urban regions become more economically and environmentally sustainable, according to an analysis of the law released on June 4th, 2010 by the Urban Land Institute (ULI). The PARK 101 District could serve as a precedent setting application of this renewed alignment of planning strategies.

The ULI's SB 375 Impact Analysis Report examines the potential effects of California Senate Bill 375 on the economic future for the state and the quality of life for its residents. In particular, the report analyzes the law's mandate for a new regional land use plan, Sustainable Communities Strategy (SCS), which calls for more coordinated and efficient development patterns that can accommodate all types of land uses. The law requires regional transportation plans (RTPs) to include such strategies to encourage better alignment of land use, transportation, and housing planning – as is anticipated with the PARK 101 District in Downtown Los Angeles.

### SENATE BILL 375

Enacted in September 2008, SB 375 is part of a series of initiatives the state has underway to meet its greenhouse gas emissions target reduction goals (cutting emissions to 1990 levels by 2020 and further cutting emissions to 80 percent below 1990 levels by 2050). The impact of SB 375 will become more apparent this fall, as MPOs strive to meet a deadline for regional greenhouse gas emissions set by the California Air Resources Board.

### SUSTAINABILITY REPORTS

ULI, a global research and education institute dedicated to responsible land use, has long supported land- and energy-efficient development practices to accommodate growth in urban areas. The Institute and its District Councils in California – ULI Los Angeles, ULI San Francisco, ULI Sacramento, ULI San Diego, and ULI Orange County/Inland Empire– recently convened an

interdisciplinary panel of real estate leaders, including developers, land use attorneys, academics and public officials, to conduct an analysis of the law. The panel's findings formed the basis for SB 375 Impact Analysis Report, which was released in Los Angeles during the Transit-Oriented Development Summit 2010 sponsored by ULI Los Angeles. The panel was jointly sponsored by ULI and Smart Growth America.

SB 375 reflects the reality that “how we use land matters,” said ULI Chief Executive Officer Patrick L. Phillips. “Land use has an enormous impact on the long-term environmental viability of our urban areas. Climate change has elevated the need to rethink what and where we build,” Phillips said. “Clearly, with SB 375, California is taking a leading role in addressing the detrimental impact of sprawling development, and is seeking to improve urban growth patterns. It’s taking a meaningful step forward toward conserving land and energy, and preserving the environment.”

According to the report, the law has the potential to make a positive change in the growth patterns of California’s urban regions. “If implemented well, SB 375 would help California accommodate growth in ways that are economically sound, environmentally responsible, and socially beneficial,” the report says. “As such, SB 375 has the potential to improve the quality of life for Californians, and is one tool that can address a number of problems long associated with sprawl, including traffic congestion, the cost burden of housing, declining air quality, increases in greenhouse gas emissions, and the geographical imbalance between jobs and housing.”

The overarching anticipated benefit of SB 375 is its ability to provide more consistency, coordination, and clarity to the development process, which the land use industry needs to start recovering from the recession, the report says. It points to several benefits that SB 375 can bring through thoughtful implementation, including:

1. Rational alignment of regional planning, transportation, and environmental policy and funding;
  - Aligning the goals of High Speed Rail, the Los Angeles River Revitalization Plan and the PARK 101 District
2. Improved jobs-housing balance;
  - Capturing a residential critical mass downtown
3. More certainty for developers on the desired direction for development;
  - Creating a singular and streamlined plan for approval
4. Initiating reform for the California Environmental Quality Act (CEQA);
  - Seeking a streamlined approvals process for The PARK 101 District
5. Flexibility for regional and local solutions; and
6. Improved efficiency and effectiveness for transit systems.
  - Creating a walkable alternative and a choice of mobility options

“Economically, SB 375 will help the state, communities, and developers meet the shifting market demand for housing, diversify the housing offerings on the market, allocate public resources more efficiently, and ensure a better quality of life,” the report says. Specifically, SB 375 can help the state:

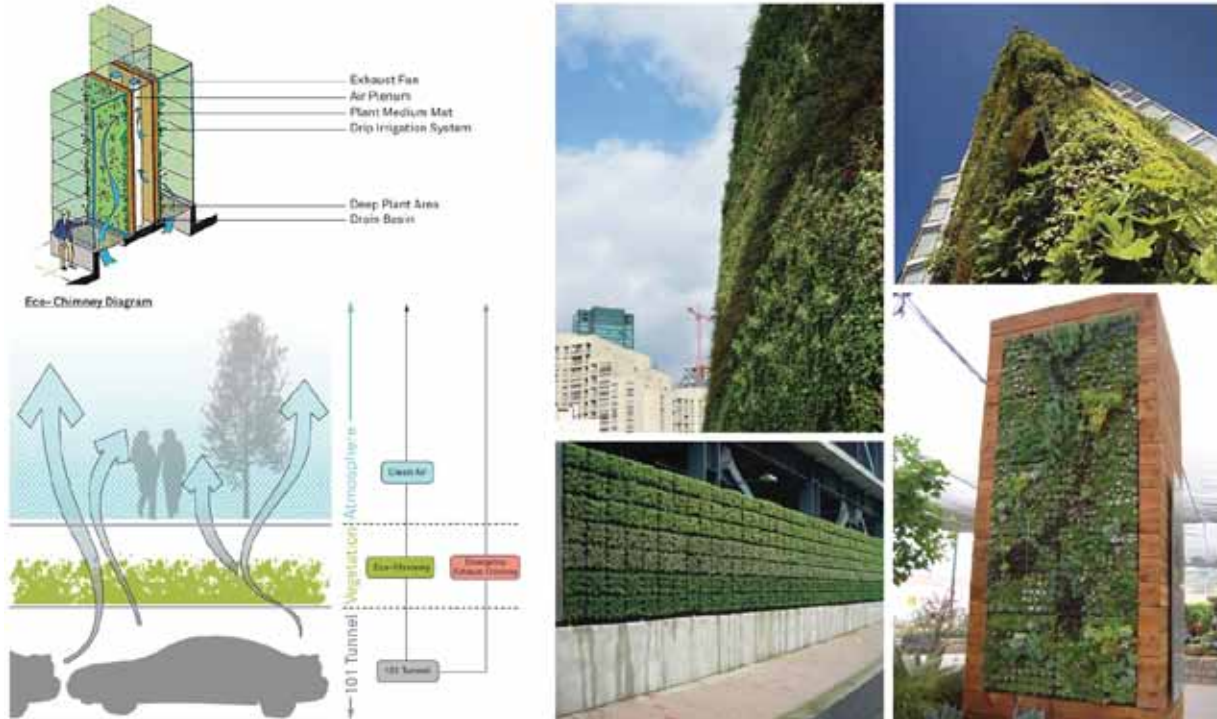
1. Accommodate a growing share of housing demand for first-time buyers and renters, as well as empty nesters;
  - Provides residential choices
2. Strive to create a wider range of housing choices, and maintain a balance between infill and Greenfield development;
  - Promotes urban in-fill
3. Improve the allocation of transportation funds based on density and need;
  - Maximizes the purpose and use of Measure R funding for High Speed Rail in Los Angeles
4. Position both state and regional governments to be more competitive for federal resources, many of which are tied to more collaborative planning initiatives;
5. Promote healthier living environments that cut exposure to vehicle exhaust emissions and promote exercise through pedestrian-friendly design; and
6. Preserve and enhance a higher quality of life through more efficient municipal services and infrastructure.
  - Enhances and creates a compelling and competitive alternative for urban living of the highest quality.

The report offers several recommendations to maximize the effectiveness of SB 375 as a productive guide for development that benefits California’s communities. One major area considered critical to its success is transit certainty. The report notes that the coverage and efficiency of public transit – including buses, trains, light rail, and shuttles – must keep pace with the anticipated increase in urban and suburban density. “Improving the service levels and ongoing investment in transit capital improvements and operations creates transit certainty, a critical factor for supporting the growth of compact development,” the report states. Another “must” for successful implementation: proper alignment of policy and funding. Among the factors to be considered are aligning public policy across all levels of government; aligning land use policies with demographic and market trends; and producing a transparent approvals process for public- and private-sector stakeholders.

Greater community engagement, communication, and dialogue could go far in building consensus around the positive impact that SB 375 can have in guiding growth, the report advises. “It is critical to ensure that residents and stakeholders understand the goals and anticipated benefits associated with the implementation of SB 375,” the report says.

Much of the debate surrounding SB 375 has been a result of misinterpretation of the legislation itself. SB 375 is not the first legislation from California that was initially seen as problematic but in the long run contributed to positive and progressive results. It is possible, the report says, for SB 375 to achieve similar benefits as Title 24, the state’s 30-plus year old law mandating improved building energy efficiency. That law is now viewed as helping to shift the state toward more sustainable land use decisions, and as contributing to significant energy cost savings for the state. “The better California does with SB 375 implementation, the greater the benefits will be,” the report says.

SB 375 advocates for the same objectives of the PARK 101 District – “the development of sustainable, thriving communities that: provide a social framework for connecting people to places; respect environmental realities locally and globally; and compete effectively for economic vitality.”

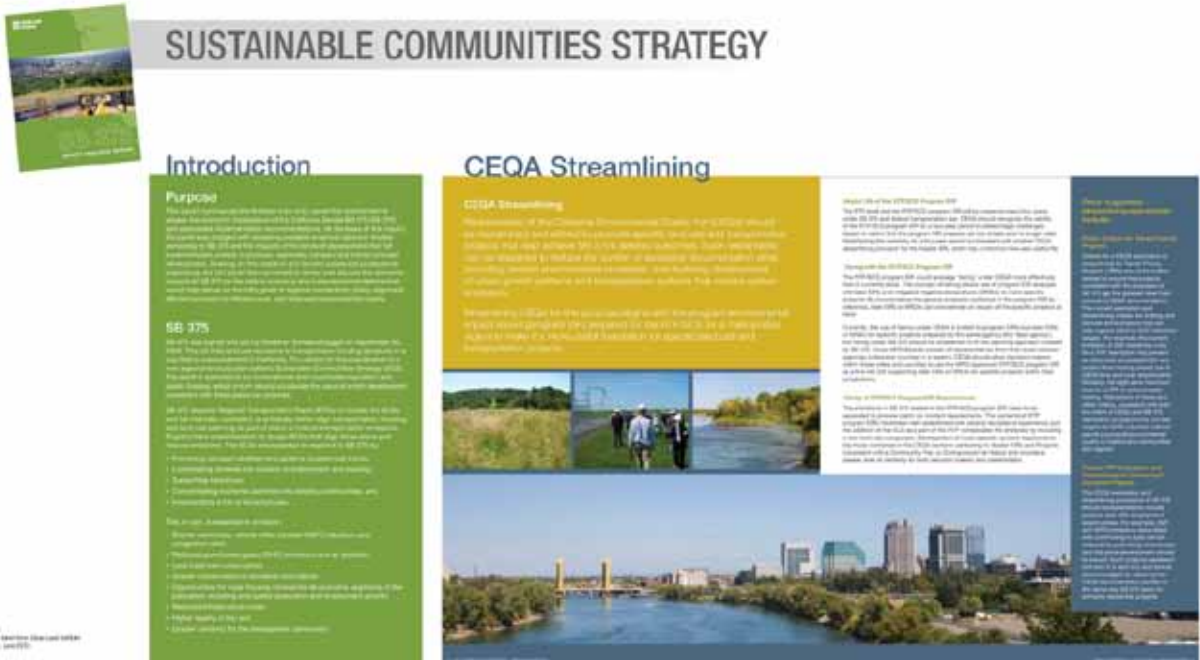


**CONCEPTUAL IMAGERY: EMISSIONS CLEANING/SCRUBBING**

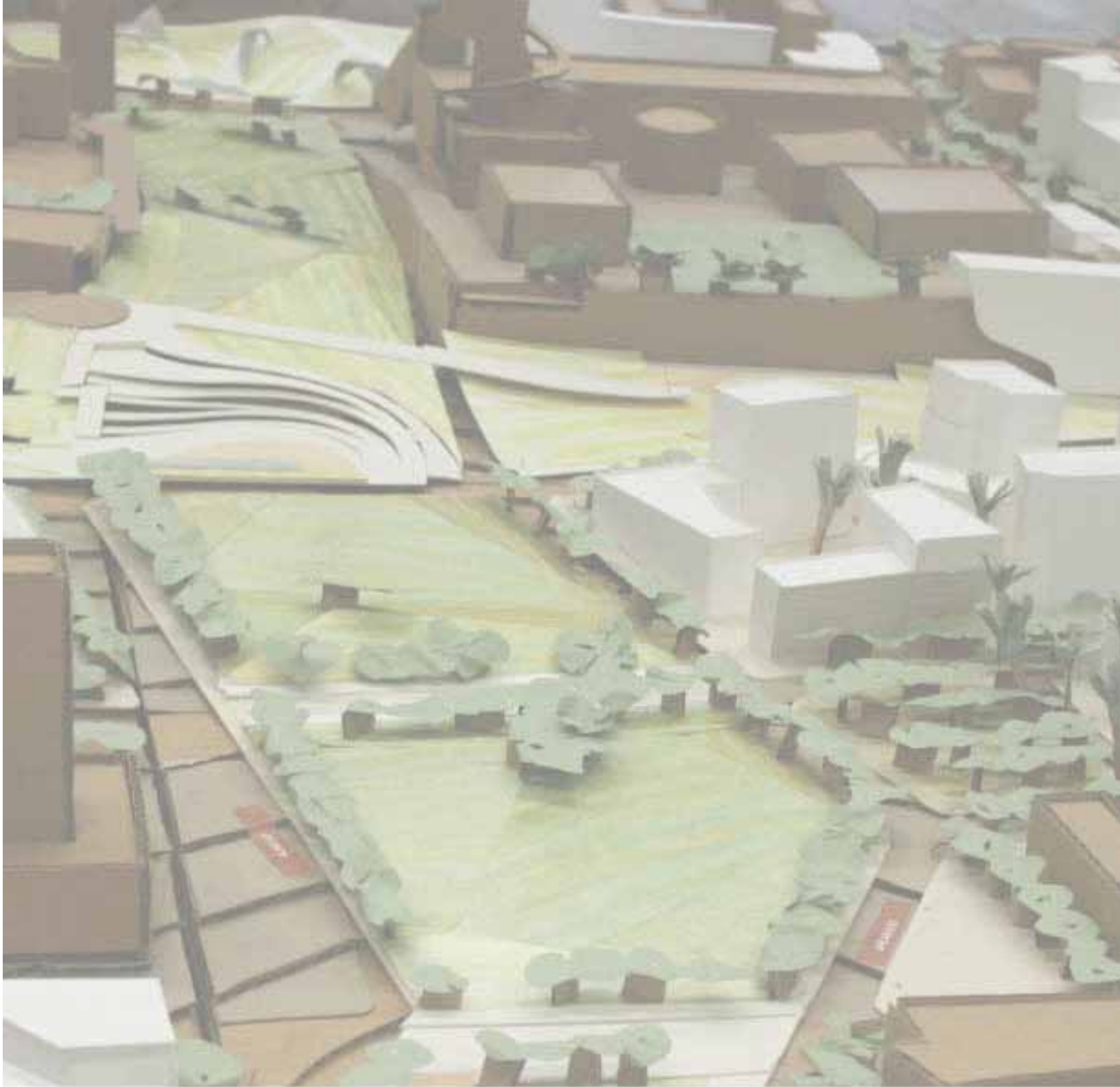




CONCEPTUAL IMAGERY: SUSTAINABILITY



ULI REPORT: SB 375 IMPACT ANALYSIS REPORT



07

IMPLEMENTATION

## OVERVIEW

The current study is intended to broadly define the project, test its economic viability and identify the next steps toward final project definition, approvals and ultimately construction. It is anticipated that discrete portions or phases of the project may follow separate tracks and be “championed” by the respective lead entity or agency. The timeline and project tasks below identify our current understanding of the tasks required for implementation and are broadly categorized into five separate tracks: Outreach, Design, Technical Studies, Entitlements and Construction.

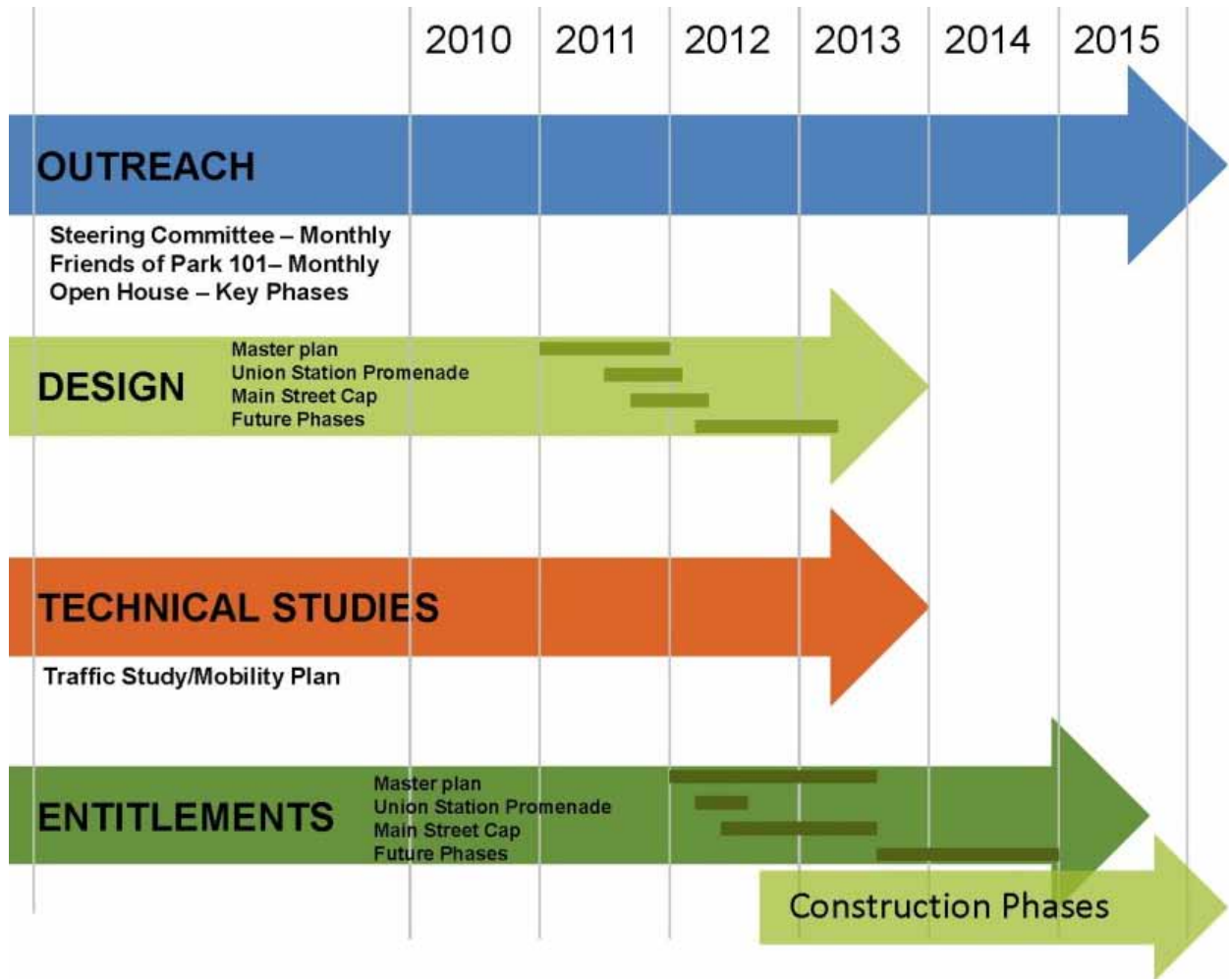
**Outreach:** This is to be both internal and external with on-going monthly internal Steering Committee coordination meetings for all city agencies, elected bodies and implementation entities; and external public meetings coordinated by the Friends of PARK 101, acting as advocates for the business interests and general public stakeholders.

**Design:** Detailed site studies and development of alternatives for selected interventions are to be developed by the consultant team as the final preferred plan is entitled.

**Technical Studies:** Traffic and economic studies are to proceed for the approvals and development of a financial business plan in conjunction with the supporting agencies and Friends of PARK 101.

**Entitlements:** As entitlements are sought for the project as a whole, and discrete interventions, the team is to support streamlined approvals wherever appropriate in order to expedite the delivery of a pedestrian oriented public realm, parks, streets, shared parking, etc. Development rights, bonuses and/or variances for development of buildings are to be on a separate track.

**Construction:** All construction should seek to minimize impacts on the existing vehicular circulation as well as general wellbeing of the general public. A phased implementation and construction sequencing plan should be developed.





## STEERING COMMITTEE

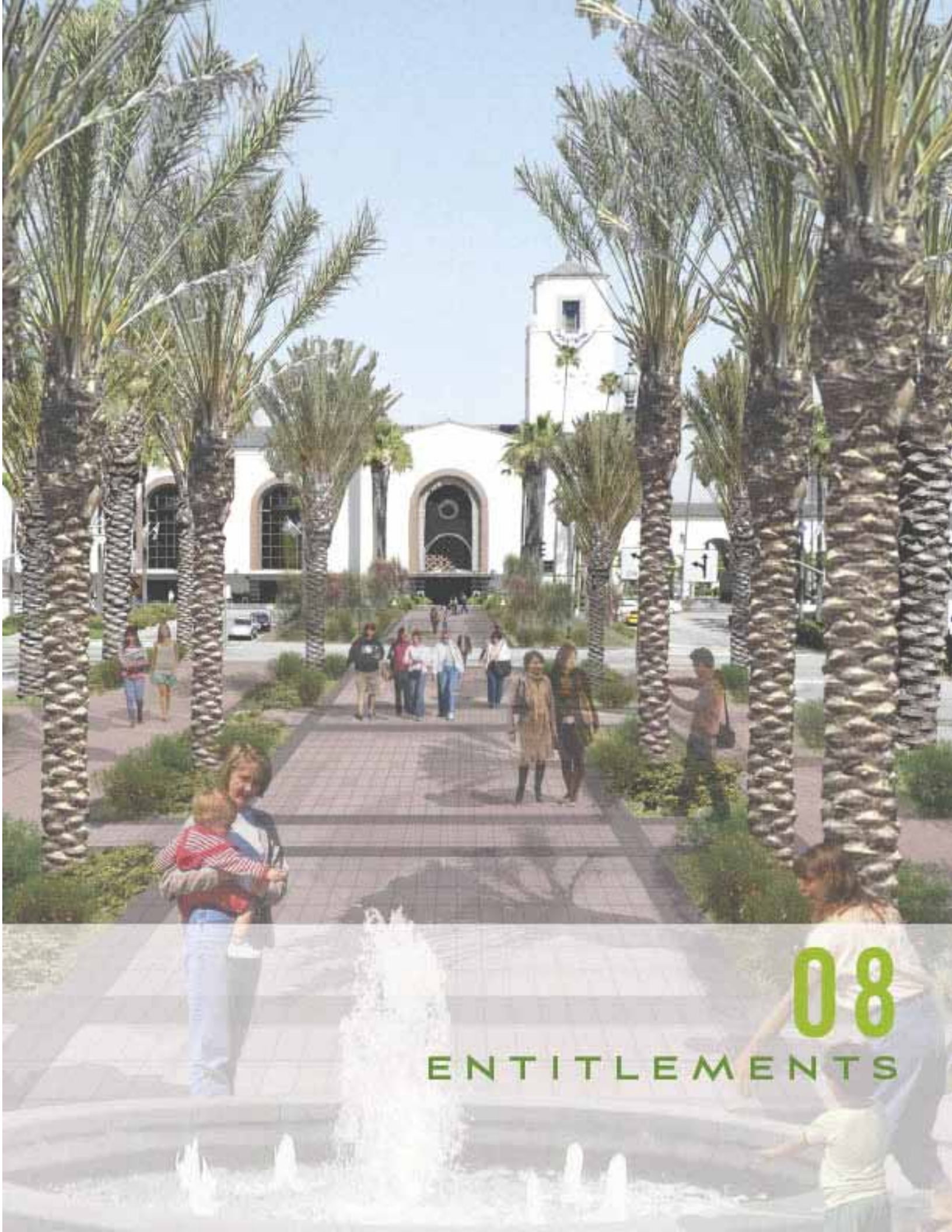
The steering committee is made up of key elected, agency and community stakeholders and advocates representing: Office of the Mayor, Council Districts, County Supervisor District 1, Department of City Planning, Caltrans, METRO, SCAG, CRA/LA, Cathedral of Our Lady of Angels, Historic Cultural Neighborhood Council, Historic Business Improvement District, Downtown Neighborhood Council, Friends of the LA River, Los Angeles City Department of Transportation and City Engineer. The steering committee was initiated two years ago during the inception of PARK 101 with the EDAW|AECOM intern program. The group has continued to meet on a monthly basis to continue the momentum of the project with technical review and act on the next steps. (A letter of support and comments from Caltrans can be found in the appendix)

This broad-based coalition of support for the PARK 101 shares the common vision for PARK 101 as the preeminent project by which all existing projects underway in the Downtown LA region can converge and comprehensively come together for the betterment of Los Angeles.

## FRIENDS OF PARK 101 DISTRICT

The Friends of PARK 101 District, a non-profit organization comprised of local business and community leaders, was formed to promote the creation of the PARK 101 Cap Park to reconnect 1) the neighborhoods; 2) Union Station to the Greater Downtown, including El Pueblo, La Placita, the Cathedral, Little Tokyo, Chinatown, Boyle Heights and the Cornfields, the City and County centers of government, the key Civic Monuments (among them, the future Broad Museum, MOCA, Disney Hall, Redcat, Music Center and the new Grand Civic Park); and 3) the Los Angeles River to the Civic Center.

The organization helps secure funding for the overall PARK 101 District, more immediately, additional funding to complete Phase 1; facilitate outreach to stakeholders and organizations in order to secure additional and continued support for PARK 101; and lobby for agency support in regard to technical advancement.



08

ENTITLEMENTS

## OVERVIEW

### **FREEWAY CAPPING: AN OVERVIEW OF THE ENVIRONMENTAL ENTITLEMENT PROCESS**

The extent of environmental review will vary depending on the complexity of the proposed project selected and their potential effects on the surrounding environment. Further, procedural steps for completing the environmental review will also vary, depending on how a project is funded. If local or state-only funds are used, the project must comply only with California Environmental Quality Act procedures (CEQA). However, if the project is federally financed or proposes improvements within an interstate or federal highway facility, all environmental documentation would also have to comply with the procedural requirements of the National Environmental Policy Act (NEPA).

The City may seek federal funding for the design and/or construction and Highway 101 is a federal transportation facility, so it is assumed that the proposed project will be subject to both NEPA and CEQA requirements. For PARK 101, AECOM is proposing independent environmental documents for NEPA and CEQA purposes. It is assumed that the City of Los Angeles will serve as the CEQA Lead Agency and Caltrans will serve as the NEPA Lead Agency. PARK 101 will undergo a separate NEPA environmental entitlement process parallel to CEQA, as well as a Caltrans entitlement process. A separate discussion on the details of the likely Caltrans entitlement process will be forthcoming.

AECOM is providing a number of options for the different levels of CEQA environmental documentation that may be required. The options being considered include preparation of the following documents, which are discussed in greater detail below:

- Master EIR
- Program EIR
- Tiering off the SCAG RTP EIR

### **PROPOSED OPTION 1: MASTER EIR**

- Per Section 15175 (b)(3) in the 2010 CEQA Guidelines, a Lead Agency may prepare a Master EIR for a project “that consists of smaller individual projects which will be carried out in phases.

### **SPECIFIC REQUIREMENTS**

- A Master EIR must describe and present sufficient information (i.e. size, location, intensity, and scheduling) about anticipated subsequent projects within its scope.
- A Master EIR requires an evaluation, to the greatest extent feasible, the cumulative, growth-inducing, and irreversible significant environmental effects of the proposed project and the anticipated subsequent phases, even if there is insufficient information available to support a full impact assessment.



- The Master EIR cannot be used if it was certified more than five years before the application for a subsequent project was filed (Guidelines Section 15179).
- Under a Master EIR, the Lead Agency is required to prepare an Initial Study for subsequent projects in order to determine whether the subsequent project and its alternatives, impacts, and mitigation measures were already addressed in the Master EIR.
- If after the preparation of an Initial Study, a subsequent project is determined to be “within the scope” of the Master EIR, has no additional significant environmental effects from what was analyzed in the Master EIR, and does not require new mitigation measures or alternatives, the Lead Agency can prepare a written finding to that effect without preparing a new environmental document or findings (Guidelines Sections 15075 and 15177).
- In some cases, the Lead Agency may determine, after preparation of an Initial Study, that the subsequent project is not “within the scope,” is “identified in” the Master EIR pursuant to 15177, and would result in no new significant impacts. In those cases, no new CEQA review would be required. The Lead Agency would then adopt Findings per Guidelines Section 15177 and public notice of its intent to approve or carry out the subsequent project. If new, potentially significant impacts were identified, either a Mitigated Negative Declaration or a Focused EIR would be prepared (Guidelines Section 15178).
- In other cases, an Initial Study may determine that a subsequent project was neither “within the scope” nor “identified in” the Master EIR, Cumulative Impacts, Growth-Inducing Impacts, or Irreversible Effects. In such cases, a limited environmental review no longer applies. Depending on the level of significance and applicable mitigation measures, a Negative Declaration, Mitigated Negative Declaration, or EIR would be prepared.

#### **ADVANTAGES**

- Limited environmental review.
- Specifically is applicable to “projects that consists of smaller individual projects which will be carried out in phases.”
- Provide the Lead Agency an overarching environmental approval document for all phases of the project within its scope.

#### **THINGS TO CONSIDER**

- All subsequent projects under Master EIRs will be required to prepare an Initial Study.
- Notice requirements, comment periods, and other procedural requirements for EIRs also apply to a Master EIR.



- There is less assurance that the Master EIR can be used for later projects where consistency between the contents of the Master EIR and subsequent project may be lacking. To ensure consistency, the subsequent project should attempt to be both “within the scope” and “identified in” the Master EIR. However, as illustrated by the diagram provided above, there are other strategies for subsequent projects that are not “within the scope” or “identified in” the Master EIR.
- The proposed project under the Master EIR should remain stable for the next few years (i.e. no substantial changes are expected to occur which will lead to impacts not identified or discussed in the Master EIR).
- The subsequent projects under the Master EIR should be well-known at the time the Master Plan is prepared and can be comprehensively described (i.e. kind, size, intensity, and location), including the environmental effects (cumulative impacts, growth-inducing impacts, and irreversible effects).
- The Master EIR five-year limitation (Guidelines Section 15179)
  - The Master EIR sets a timetable for undertaking the proposed project and subsequent project in five years or less. The certified Master EIR cannot be used for a subsequent project described in the Master EIR if either:
    - § The Master EIR was certified more than five years prior to the filing of an application for a subsequent project.
    - § A subsequent project not described in the Master EIR is approved and the findings can affect the adequacy of the Master EIR.
  - If a subsequent project is approved five years after the certification of the Master EIR, Lead Agency will be required to review consistency with the Master EIR or prepare additional environmental documents (i.e. Initial Study, Subsequent or Supplemental EIR, revisions to the Master EIR, Mitigated Negative Declaration, and etc.) pursuant to the degree of impacts.

## PROPOSED OPTION 2: PROGRAM EIR

- Program EIRs are typically prepared for projects that are closely related either geographically or temporarily (Guidelines Section 15168).
- A Lead Agency should prepare a Program EIR, rather than a Project EIR when the agency proposes a program or series of related actions that can be characterized as one large project and are related either:
  - Geographically;
  - A logical parts in the chain of contemplated actions;

- § In connection with issuance of rules, regulations, plan, or other general criteria that govern the conduct of a continuing program;
- § Individual activities carried out under the same authorizing statutory or regulatory authority and having similar environmental effects than can be mitigated in similar ways.

#### **SPECIFIC REQUIREMENTS**

- Once a Program EIR has been prepared, subsequent activities within the program must be evaluated to determine whether additional CEQA documents needs to be prepared.
- Pursuant to Section 15162 (c), subsequent projects that were identified as being within the scope of the project covered by the Program EIR would not require new environmental documentation if the Lead Agency can make the determination that the later activity would neither result in new effects nor require new mitigation measures.
- If a subsequent activity would have effects that are not within the scope of the Program EIR, the Lead Agency must prepare (depending on the degree of environmental impacts) a new Initial Study leading to a Negative Declaration, Mitigated Negative Declaration, or an EIR. In this case, the Program EIR would still serve as the first-tier environmental analysis.
- If a public notice is required for subsequent activities, the Lead Agency must state that the subsequent activity is within the scope of the Program EIR. Further, the notice must state that the Program EIR adequately describes the subsequent activity for the purposes of CEQA.
- When a Program EIR is utilized during implementation of subsequent activities, the Lead Agency must incorporate feasible mitigation measures and alternatives developed in the Program EIR.

#### **ADVANTAGES**

- Limits environmental review.
- When subsequent activities can be found within the Program EIR, new CEQA documents would not need to be prepared.
- Reduction in paperwork by encouraging the reuse of data (i.e. tiering).
- Provides an occasion for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action.
- Ensures consideration of cumulative impacts that might be slighted in a case-by-case analysis.
- Avoids duplicative reconsideration of basic policy considerations.

- Allows the Lead Agency to consider broad policy alternatives and program-wide mitigation measures at an early time when the agency has greater flexibility to deal with basic problems or cumulative impacts.
- Unlike a Master EIR, a Program EIR would not have a five-year timetable for undertaking the project or subsequent projects.

#### **THINGS TO CONSIDER**

- The legally required contents of the Program EIR are the same as in a Project EIR. However, the level of detail in a Program EIR is more conceptual and abstract. In developing a Program EIR, the Lead Agency should try to anticipate the likely future scenarios that could ultimately develop under the program.
- Uncertainty over future scenarios often leads the Lead Agency to prepare a Program EIR as alternative-based documents, evaluating more than one possible set of future outcomes in equal levels of detail. In a Program EIR, once a reasonable range of assumptions about the future is developed, the Lead Agency should generally evaluate the impacts using quantitative and qualitative methods.
- Because CEQA does not provide a system for recouping the cost from future projects that develop under the program, lack of adequate funding is sometimes a deterrent to use the Program EIR for public projects.

#### **PROPOSED OPTION 3: TIERING**

- Tiering refers to the preparation of environmental documents using a multi-level approach where the first-tier includes analysis of general matters contained in a broader EIR (e.g., analyzing the impacts of an entire plan, program, or policy) and subsequent tiers include analysis of narrower projects with later EIRS and Negative Declarations (incorporating by reference the general discussions from the broader EIR and focusing only on the impacts of the individual project).
- This method can be used to prepare for separate, but related projects including general plans, zoning changes, and development projects. Tiering is appropriate when the sequence of analysis is from an EIR prepared for a general plan, policy, or program to an EIR or Negative Declaration for another plan, policy, or program of lesser scope, or to a site-specific EIR or Negative Declaration.

#### **SPECIFIC REQUIREMENTS**

##### First-Tier Document

- For freeway capping projects proposed in Los Angeles County, a document such as the Regional Transportation Plan (RTP) EIR prepared by the Southern California Association of Governments (SCAG) could be used as a first-tier document. The

previous SCAG RTP EIR was certified in 2008. The anticipated completion date for the next SCAG RTP and RTP EIR is 2012.

- In order to tier off the SCAG RTP EIR, the proposed project must first be included in the Transportation Improvement Program (TIP) prepared by the County Transportation Commission (CTC). For proposed projects in Los Angeles County, the CTC would be the Los Angeles County Metropolitan Transportation Authority (Metro). The CTC has the responsibility under State law of proposing county projects, using the current RTP's policies, programs, and projects as a guide, from among submittals by cities and local agencies. The locally prioritized lists of projects are forwarded to SCAG for review. From this list, SCAG develops the Regional Transportation Improvement Program (RTIP) based on consistency with the current RTP, inter-county connectivity, financial constraint, and conformity satisfaction.
- As such, the proposed project would also have to be included in the SCAG RTP and RTIP.

#### SECOND-TIER DOCUMENTS

- When using a tiered analysis, a Lead Agency should prepare an Initial Study to decide whether and to what extent the first-tier document is still adequate.
- If the Initial Study or other analyses finds that the subsequent project may cause significant effects that were not adequately addressed in the first-tier EIR, the Lead Agency must prepare (depending on the degree of environmental impacts) a second-tier document.

#### ADVANTAGES

- Tiering can be used for a variety of situations under CEQA. The types of documents for which tiering may be appropriate include: Program EIRs; Master EIRs; General Plan EIRs; Staged EIRs; Redevelopment Plan EIRs; or similar EIRs that evaluate the broad-scale impacts of an entire plan, program, or policy.
- Eliminates repetitive discussions of the same environmental issues.
- Allows agencies to prepare second-tier documents that focus on issues specific to the subsequent project.
- The level of detail in the first-tier document does not need to be greater than that of the program, plan, policy, or ordinance being analyzed.

#### THINGS TO CONSIDER

- Requires preparation of an Initial Study.



- Tiering does not excuse the Lead Agency from adequately analyzing reasonably foreseeable significant environmental effects of the project and does not justify deferring such analysis to a later tier EIR or other environmental document.
- For tiering purposes, this assumes that the CTC (Metro) has approved the proposed project for inclusion into Metro's TIP and funding is secured. The TIP is also necessary because it is a planning process mandated by federal and state requirements. In addition, a transportation project is not eligible for federal/state funding, federal/state permits and environmental review (EIR, EIS), unless it is listed in the TIP. The TIP listing includes all capacity and non-capacity enhancing transportation projects programmed with federal, state, or local funds. Before federal funds can be approved to listed project sponsors the TIP must meet air quality conformity and be financially constrained. The Los Angeles County TIP becomes part of the SCAG RTIP.
- Tiering off the SCAG RTP EIR assumes that the SCAG RTP EIR will be completed by next RTP planning cycle of 2012.
- Tiering off the SCAG RTP EIR assumes that the proposed project is included in the SCAG RTP and RTIP.



09

COMMUNITY OUTREACH

## OVERVIEW

### LIST OF MEETINGS AND OUTREACH

- Steering Committee (monthly)
- Friends of PARK 101 (monthly)
- Public Open House (May 13 and June 29, 2010)
- Stakeholder Meetings/Project Reviews
  - Cathedral
  - LA Plaza de Cultura y Artes
  - Caltrans Technical Advisory Group
  - Metro
  - City of LA Planning Department and Urban Design Studio
- Exhibition
  - RailLA
  - Caltrans Gallery

### STEERING COMMITTEE REPRESENTATIVES

- Office of the Mayor
- Council Districts
- County Supervisor District 1
- Department of City Planning
- Caltrans
- METRO
- SCAG
- CRA/LA
- Cathedral of Our Lady of Angels
- Historic Cultural Neighborhood Council
- Historic Business Improvement District
- Downtown Neighborhood Council
- Friends of the LA River
- Los Angeles City Department of Transportation
- City Engineer.

### FRIENDS OF PARK 101

- A non-profit organization comprised of local business and community leaders

## COMMUNITY NOTIFICATION

Outreach for each meeting relied primarily on electronic communication. Email notices were sent to stakeholders in the project study area, elected officials, neighborhood councils, and business/residential/community based organizations. An additional media release was distributed to neighborhood bloggers, radio, print, and television media. Presentations were made to the Little Tokyo Community Council, and the Rotary Club of Los Angeles Morning.

The initial community meeting was held on Thursday, May 13, 2010 from 4 to 6 p.m. at Caltrans District 7 Headquarters, located at 100 South Main Street, in Downtown Los Angeles. The purpose of the meeting was to introduce the project, provide historical context, and solicit feedback on conceptual urban design options.

The second meeting was held on Tuesday, June 29, 2010 from 5:30 to 7:30 p.m. at Our Lady of the Angels Cathedral, located at 555 West Temple Street, in Downtown Los Angeles. The purpose of the meeting was to present the economic feasibility study's findings, review updated conceptual design criteria and review samples of successful cap parks from around the country.

Copies of the meeting notifications and media release are located in the appendix.



***PUBLIC OPEN HOUSE AT THE CATHEDRAL***



## OVERALL PARTICIPATION

144 people attended the meetings. 109 people attended the initial meeting. 35 people attended the second meeting. Throughout this phase of the project, we received 11 written comments – all in support of the project. Copies of the submitted comments are located in the appendix.

## MEDIA COVERAGE

For the initial meeting, Caltrans and The Robert Group distributed a media notice. This outreach generated significant media attention. BlogDowntown, LAist, CurbedLA, and LAStreetsBlog discussed the project prior to the community meeting. Local radio station, KCRW, interviewed Project Manager Vaughan Davies; discussing the history of the project, the intern program and expectations of the feasibility study. The Daily News, Los Angeles Times, and the Downtown News printed articles summarizing the meeting's presentation and comments from the community.

The Robert Group distributed a media notice ahead of the upcoming meeting. BlogDowntown and CurbedLA posted information about the meeting. CurbedLA discussed the outcome of the meeting. Copies of media coverage have been included in the appendix.

## MEETING FORMAT

Each meeting began with a presentation, followed with a question and answer session, and a series of stations. The open house was set up to host different stations focusing on different aspects of the current study. Station topics included urban design alternatives, potential development opportunities, program phasing, and examples of cap parks.

## NEXT STEPS

The project is seen as a huge benefit to the Downtown Los Angeles community. There is enthusiastic support for this project “as a concept” to continue forward in the planning process with both economic and environmental review. The “Friends of PARK 101” and the Steering Committee will continue to meet and discuss how to fund the project as it moves forward, and how to best harness political and community support. Community support and involvement will continue to be invaluable as PARK 101 and the various phases’ progress through the planning process.



**PUBLIC OPEN HOUSE AT THE CATHEDRAL**

