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DOWNTOWN STRATEGIC PLAN

LOS ANGELES



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Letter of Introduction to the People of Los Angeles

The Downtown Strategic Plan Advisory Committee puts forward with enthusiasm this plan about the future of the center of Los Angeles. The Plan addresses the fundamental economic, social and cultural issues of our times. It recommends a group of programs and projects that will benefit the entire region through the creation of jobs, housing, educational and cultural opportunities, and through emphasis on a new spirit of community.

The Advisory Committee has a strong belief in the need for this strategic plan. We recognize the reality of the economic and social interdependence of Downtown and all other parts of the Los Angeles basin. The power of this reciprocal relationship depends upon the well-being of both Downtown and the region. In this regard, it is necessary that Downtown itself regain its full health and vitality. During the past several decades Downtown's financial and industrial districts have seen great success, but this center of a powerful region is also a place of great distress.

The economic role of Downtown is critical to the well-being of the region, but this economic engine has an irregular and inconsistent rhythm. It is urgent that the opportunities for Downtown to be an even more powerful economic engine be realized.

Its deteriorating historic core is a drain on the center's spirit, and on the region as well. The historic core could instead be a spark for the generation of new jobs and housing.

Downtown is a center for the distribution of social services, but the number of homeless and disenfranchised people has grown to be an overwhelming responsibility.

The vital and exciting districts of Downtown are disconnected and isolated, and thus they fall short of making the combined economic and cultural contribution that the center and its adjacent neighborhoods require.

The great cultural and civic institutions of the City seem remote to many citizens and are less utilized and nurtured than they deserve.

Tourism could contribute powerfully to the richness of urban life and to economic well-being, but its growth is stultified by the perception of an environment that is neither safe nor clean.

Transportation and access are in the process of being improved by new transit systems, but congestion continues to deter people from making discretionary journeys into Downtown.

The Downtown Strategic Plan identifies these challenges and opportunities and proposes a set of catalytic programs and projects for immediate and continuing implementation. Downtown, the center of a powerful region, must be made healthy!

The sixty members of the Advisory Committee, representing a very wide range of backgrounds and interests, have explored over a period of four years what is strong and viable Downtown, and what requires transformation. Working with a talented group of consultants and with the cooperation and support of not only the Community Redevelopment Agency staff, but also representatives from many other City agencies, the Advisory Committee determined that a *strategic* plan was required. Such a plan is more about fundamental ideas, policies, and programs than about specific detail, and more about first steps than about precise codes and ordinances. It is the basis for a multitude of individuals, organizations, and public officials and agencies to work together over the next few years and decades.

DOWNTOWN STRATEGIC PLAN ADVISORY COMMITTEE



The Plan proposes program initiatives for economic growth and for social well-being, as well as physical projects to create the settings capable of attracting new investments for jobs, housing, tourism and entertainment, industry, and commerce. These ideas will only be realized by a change in the way that various parties recognize their individual roles and responsibilities, and by their active collaboration around specific actions. Implementation of this Plan will not only require the active participation of individuals representing the public and private sectors, but also dedication to the principle that no actions in the future can have single-purpose origins. We strongly encourage a new understanding that we must all keep in mind: If we are to succeed, only those policies and actions that serve a bundle of related purposes deserve full consideration and support.

Although many of the first steps recommended in the Plan can be directly implemented by City Council action and by other agreements that require only incidental expenditures, other actions and projects will require funding. We intend that the majority of the funds necessary for the implementation of the Plan come from resources generated from within Downtown itself. Private investments will be required for most of the specific projects and programs to go forward. However, in order to accomplish critical economic and social objectives, emphasis must also be placed on maintaining and enhancing Downtown-generated tax increment revenues, that is, "raising the cap."

In the end, implementing the strategic programs and projects of any plan requires dedicated and well-positioned leadership. The Mayor and the City Council must define and adapt the roles of all agencies, and especially that of the Community Redevelopment Agency, in coordinating and implementing the Downtown Strategic Plan. This Plan cannot be accomplished without clear designation of an executive public agency with a responsibility and mandate to coordinate its implementation.

The Downtown Strategic Plan is a powerful strategy, not only for Downtown but also for the region. The Downtown Strategic Plan Advisory Committee strongly advocates its careful reading, enthusiastic approval, and earliest possible implementation.

On behalf of the Downtown Strategic Plan Advisory Committee:

Robert S. Harris
Co-Chair

Alan Woo
Co-Chair

THE DOWNTOWN STRATEGIC PLAN PROCESS

In 1989, the Mayor and City Council of Los Angeles appointed a citizen committee to address the current conditions of Downtown Los Angeles, and to establish a vision and plan of action which would help guide the City's decisions in determining the future of Downtown over the next 25 years.

The committee included representatives and key decision-makers from private business, property owners, the preservation community, the development community, housing and homelessness advocates and social services providers, arts and cultural representatives and members of civic organizations. They represented many and diverse points of view but a common interest in the affairs of Downtown.

The Community Redevelopment Agency (CRA) was directed by City Council to act as the primary staff resource to the committee. Professionals from other City agencies, plus a consultant team representing experts in architecture, urban design, landscape architecture, transportation, homelessness and social services, housing, preservation, finance and economic development, assisted the committee. In 1991, the boundaries of the study area were expanded. Representatives from Central City East and the East Side Industrial Area were appointed.

The Downtown Strategic Plan Advisory Committee (DSPAC) determined that given the size and complexity of Downtown, a strategic approach to the planning process was the most appropriate course of action. The committee focused on those critical issues whose resolution would redirect the future direction of Downtown. By limiting the Plan to a few critical recommendations, the City and private interests could most effectively manage their time, staff and financial resources to implement the most important provisions. It was clearly understood from the beginning that the Plan's ultimate vision would require implementation work over many years by all interested parties.

The DSPAC initially developed a vision statement, and then three Committee subgroups spent several months preparing a list of Key Elements by topic area. The Consultant Team began its deliberations by preparing briefing papers and identifying optional solutions to each of the Key Elements. These papers were discussed with both Committee members and other invited specialists during a half-dozen Round Table sessions. The published results of these meetings became the basis for the development of the Strategic Plan, as it enabled the DSPAC to better understand the interrelationships between important planning issues such as economic development, building and urban form, homelessness, historic building revitalization, open space design, and transportation.

The main body of ideas of the Strategic Plan was developed during a series of four charrettes, intense four-day work sessions, held during the summer and fall of 1992. Each charrette was preceded by a month's preparation in the specific subject matter of each consultant's expertise and was followed by a month's work of clarification and production of materials generated during the charrette itself. The four-day work sessions were dedicated to two purposes: Enabling the members of the consultant team to interact with each other and setting up a process that allowed the exchange of ideas among DSPAC, staff and the entire consultant team.

Throughout the process, the DSPAC representatives involved members of their constituency groups and sought the input from the community at large. The public was regularly informed of the plan through the news media and through six public presentations held on the work in progress.

Following the charrettes, the Lead Consultant developed the plan through a series of drafts. During this time, the collaboration between DSPAC and Consultant Team brought together an extraordinary diversity of viewpoints. Throughout the Plan development process, DSPAC decisions were made by consensus rather than voting. All of the needs represented by committee members were thus resolved in order to reach agreement.

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Defining the Role of Downtown within the Region page 3

Downtown is a leading component of the regional economy, and is the capital center of one of the world's primary cities. Yet, in Downtown's economic and cultural roles, it falls short of its potential. The region depends upon Downtown as a central and leading contributor to its resurgence. A new strategy is required for the decades ahead to create jobs and housing for 100,000 new residents, to extend its regional significance as a center of commerce and industry, of tourism and culture, and as a center of government.

II. CONCEPT FOR CHANGE

Principles page 9

This Strategic Plan proposes a set of initiatives appropriate to the City's current conditions and designed to create a more prosperous and equitable future. The following principles form the basis of the Plan.

Interrelating The City, The Center City, and The Markets

Downtown is an assemblage of many districts and neighborhoods, each with their own identity and purpose. However, most citizens find Downtown confusing and know it more by its unusual features, the skyline or skid row, than as a totality. In reality, it can be easily understood as being composed of three great districts. One of these is The City where the mix of activities is related to government, culture and entertainment, finance and business, housing, sports, and tourism. The other is The Markets, including a large and extremely vital array of manufacturing and wholesale businesses, an extensive social services network, and clusters of housing. Between these two is the historic core, Center City, related to both of its neighbors, and requiring significant attention in order to once again become a healthy district itself and an effective linkage. All future actions must reinforce the essential qualities and potential of these distinct but interrelated districts.

Providing for Continuity and Change

This Plan builds upon the financial and cultural investments that already form a significant Downtown. Thus its strategies are directed toward extending Downtown's existing qualities where appropriate rather than recommending radical departures. However, change is required

to transform what is not working and to promote opportunities that have not yet been well enough recognized. Future successes will be measured by the degree to which new programs, projects, and actions of all kinds blend transforming visions with conserving the economic investments and the physical fabric of what is already in place.

Weaving a Whole Out of Parts

Each of the local districts and neighborhoods of Downtown has an important role to play in its future development. Currently these districts operate too independently from each other and are perceived to be physically disconnected. Linkages must be formed to create greater access and more powerful economic interaction.

Taking Catalytic Actions

A series of strategic actions is intended to jump-start the economic future of Downtown and to create the variety of settings worthy of the center of Los Angeles. These actions are intended to be catalytic, that is, they are designed to be the stimulus for further actions and they each attend to an integrated array of purposes.

Several of these actions are new policies combined in three clusters to change the fundamental environmental and business conditions of Downtown. An additional group of actions are projects, each proposed to have important impacts on the quality of the districts and neighborhoods in which they are located.

Establishing Physical Frameworks

As new development occurs over time, three "frameworks" must come into clear and effective existence. A series of transportation initiatives, some already underway, will create an access framework to serve both the internal circulation requirements of Downtown as well as its regional accessibility. Improvement of the quality of the streets and sidewalks, and the development of a series of parks and plazas will create an open space framework as a supportive setting for new residential development and for the everyday activities of Downtown workers, customers, and tourists. A third framework concerning land use, density, and building design regards built form with the intention of encouraging investment and mixed land uses and influencing the form of public streets and open space. Simple building form policies based on clear intentions will allow owners to know what is expected as well as what may be anticipated as nearby properties are developed.

III. FIRST STEPS

Three clusters of policies should be initiated FIRST in order to create the conditions for Downtown's future. The three programs were selected as first steps because they can be enacted in a relatively short time frame; they will enable other interactions to follow in rapid order; there are existing organizations already in place to take leadership and follow through; there are financial resources that may be readily available; and additional investments will follow from initial actions.

Safe and Clean Streets page 15

Unless the public space is safe and clean, no new investments will be attracted and Downtown will continue to lose current business activity. At risk is the cultural and tourist sector of the Downtown economy, its retail base, office tenancies, and manufacturing and wholesale business. A group of programs is proposed to reestablish safe and clean streets, and thus to support retention of businesses and expansion of new jobs, and to create the basic conditions for new residential development.

A Competitive Playing Field page 16

The new economy in which Los Angeles must be competitive requires not only the transformation of existing regulatory policies and approval processes, but also a new spirit of collaboration between all the private and public bodies that wish to create a great Downtown. A revised Downtown Development code is proposed as well as leadership for interagency collaboration and for empowerment of private sector organizations and interests.

Economic Growth page 18

A group of policies should be adopted to actively promote the economic development on which all other objectives depend. These include provisions for marketing and for advocacy, a strong policy for industrial development, for creating jobs with linkages to residents of the inner city, creating residential neighborhoods, establishing a more effective historic building policy, extending the network for education and community-building, alleviating homelessness, and greening Downtown to attract investments in housing, commercial and industrial activities and to encourage further development of tourism.

IV. NEXT STEPS

With fundamental policies in place to transform the current status of Downtown, additional strategic actions are recom-

mended to support a full spectrum of economic and cultural activities. These actions are intended to be effective at three scales: across the whole of Downtown, within individual districts, and as projects at important sites.

Downtown-Wide Strategies page 27

A number of policy initiatives are proposed that individually and cumulatively are meant to transform the institutional, regulatory, and administrative context within which public and private decisions that effect the whole of Downtown are made. Although each policy initiative has its origins in one of four fundamental goals of the Plan, all are designed to be highly interactive and to serve numerous purposes.

Economy

Actions are proposed to accomplish objectives regarding Downtown's employment development, industrial base, office market, retail base, and tourism.

Equity

Recommended actions address changes in governance, regulations, and approval processes, as well as social responsibility initiatives, safety, cleanliness, homelessness, and social services.

Access

A group of actions are proposed to reduce congestion and to improve access through changes in policies and provision of a full and necessary range of transportation choices.

Community

In order to support and further develop communities within Downtown, recommendations advocate the provision of a significant public open space network of streets and small parks and squares, of residential neighborhoods, the conservation of memorable historic resources, restoration of a sustainable environment, enhancement of arts and culture, and a viable network of education opportunities.

Neighborhood and District Strategies page 41

The Plan recognizes the economic viability and the historic and current significance of each of Downtown's ten neighborhoods and districts as well as the four areas adjacent to the Strategic Plan boundaries. Yet new development is needed to take advantage of strengths and opportunities and to revitalize areas

where appropriate. General objectives and specific recommendations are proposed for the economic and physical future of each neighborhood and district.

The City

The districts of The City include the Civic Center, Bunker Hill, the Financial Core, South Park, and the Convention Center. Recommendations include additional residential neighborhoods, a Convention Center hotel and linkages to form a hotel district in Downtown, build-out of the Civic Center, and increased office density especially adjacent to transit nodes.

The Center City

The Center City includes the historic core, theater district, jewelry and garment districts. Recommendations include rehabilitation of significant historic buildings and their adaptive reuse for housing, retail, government and private offices. Recommendations address arts and entertainment opportunities, linkages with adjacent districts, and transportation improvements.

The Markets

The Markets include Center City East and the South Market with areas associated with manufacturing and distribution, and with housing and social services. Recommendations include measures to create an even stronger industrial base, to replace and rehabilitate existing housing, to develop new industry-related retail markets, and to greatly improve truck access. A series of social service initiatives are intended to better serve those in need and to reduce the numbers of homeless on the streets.

Adjacent Areas

The future growth of Downtown will impact adjacent areas of Los Angeles. Similarly, economic, physical and social changes in these adjacent areas will seriously impact Downtown as well. Neighborhood and district strategies are offered in the spirit of coordinating policies and taking advantage of significant development opportunities in greater Downtown.

Project Strategies page 57

This Plan depends for its eventual success on the execution of projects that are multiple-purpose, mixed-use developments capable of weaving together currently disparate elements. Projects are recommended for their economic and

quality-of-life benefits, and their potential for stimulating further investment and development. The sixteen projects included in the Plan address simultaneously the four Downtown-wide strategies for economy, equity, access, and community. However, they are grouped in the Plan in relation to the objective with which they are most aligned. Since all sixteen projects contain significant social equity components, that objective was not used for grouping purposes.

Economy

Projects in this category are meant primarily to generate extensive economic benefits for Downtown, the inner city and the region. Six projects are proposed in The City, Center City, and the Markets, to augment existing industrial, retail, tourist and entertainment uses at various strategically important locations.

Access

Projects organized under this heading respond to the most pressing needs for movement of goods and people Downtown and leverage street and open space improvements through transportation expenditures. Light rail, trolley bus, truck access, and streetscape improvements for pedestrians are included.

Community

Projects in this category address the challenge of providing significant residential and neighborhood service options Downtown. Housing initiatives are proposed in four districts along with two civic squares and a City Center restoration project.

V. PHYSICAL FRAMEWORKS

Three primary frameworks are required to coordinate and integrate development Downtown over the next several decades as the strategic policies and projects proposed in this Plan are implemented. These frameworks provide a physical order for Downtown that will help people understand how the places of Downtown relate to each other, how to move between them, and how to enjoy being there.

Transportation page 95

Strategic frameworks are proposed to support regional accessibility and re-prioritize and improve internal circulation. The internal framework becomes a hierarchy of street types, with strong pedestrian linkages throughout Downtown, coordinated with bus priority streets, an internal

circulator system, transformed parking arrangements, and transportation demand management.

Open space page 105

Downtown must provide the settings that attract business investment, support public life, and encourage the formation of residential neighborhoods. An open space framework for Downtown will include pedestrian corridors, neighborhood parks, civic open spaces, and connections to existing and new regional open spaces just beyond the freeway ring.

Built Form page 115

The development code for Downtown must be revised regarding land use, density, and building form. The strategy outlined is intended to encourage greater mix of uses, to open opportunities for the redistribution of density and to use entitlements, and to develop design guidelines intended to provide a more coherent hierarchy of boulevards and streets that support pedestrian life as well as vehicular movement.

VI. IMPLEMENTATION

Five Principles of Implementation page 125

Implementation of the Plan depends upon the directed action of individuals, stakeholder groups and elected officials. Five principles are basic to a change in how individual and collective responsibilities can be effective in achieving specific goals: (1) coalition approach to change; (2) re-cast public sector role; (3) expand private sector role; (4) continuing public participation; and (5) downtown/inner city partnership.

Framework for Implementation page 127

To create a framework for action, the City Council should adopt the Downtown Strategic Plan as the guiding vision, direction, and policy framework for downtown to the year 2020. This policy framework will provide the necessary basis for concerted action by City Departments as well as for public-private collaboration.

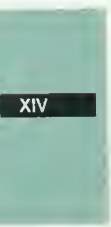
A Program for Action page 128

A program for action is proposed for immediate coordination of public sector entities to implement the Plan and immediate action on the Plan's "First Steps". Further, a lead agency and a new Interagency Downtown Coordinating Council should be directed to develop a multi-year implementation action program and budget.

VII. DOWNTOWN 2020

The Fifth Los Angeles page 133

Since its inception, Los Angeles has been deliberately transformed by its citizens on four previous occasions. The Plan proposes strategies to create the fifth Downtown. Assuming this Plan is fully implemented, what will be significantly different about Downtown in 2020 compared to Downtown in 1993? A narrative sketch portrays the Downtown in 2020 with its expanded mix of jobs and housing, its thriving neighborhood activities, its cultural and entertainment centers, its premier convention center and tourist attractions, and its physical structure that not only supports the daily lives of Downtown's regulars, but is also immediately attractive and understandable to a first-time visitor. Downtown's many districts are even more distinct than before, but also strongly interconnected. There is the sense of a vibrant whole that offers extensive opportunity and choice. The fifth Downtown is not only a mirror of the region's cultural diversity, but also a reflection of the ambitions, creativity, and economic independence of Downtown's healthy communities.



I

WHY DOWNTOWN?

The City of Los Angeles is at a crossroads, and Downtown Los Angeles must play an important role in leading the City's economic renewal into the next century. This is a significant challenge.

Los Angeles is actively working to maintain its status as an extraordinary city as it also struggles to rebuild from social unrest and to uplift the spirits of its people. The City is a center of international trade whose work force is diverse, skilled and productive. At the same time, employment opportunities are shrinking in some sectors, shifting in others. The public's needs expand while both public and private financial resources become more limited. Great ideas, plans and dreams to revitalize the City emerge while there is little direction or unity of purpose to guide them.

Over the last 30 years, a partnership between the public and private sectors has resulted in significant progress toward restoring Downtown's economic importance to the region, improving Downtown's physical environment, and addressing the most difficult social problems of Downtown and the City at large. But the demanding job of revitalizing many important areas of Downtown remains largely undone.

Public and private interventions have transformed parts of Downtown into clean, safe, and delightful places to live, work and play. But the growing magnitude of social and economic problems besetting the City has left other portions of Downtown dirty, dangerous and unpleasant.

Historic buildings have been restored to their former glory and now bustle with activity, but there remains almost 4.5 million square feet of unused floor space in Downtown's historic core --almost one-third (30%) of the total.

Housing and service programs have been developed to provide badly needed shelter and human services for the area's poor, but there remains an estimated 7,400 to 11,800 homeless persons living Downtown, some sheltered, some not, some in rehabilitation programs, some not.

Art, cultural, and entertainment facilities have been created to enrich the lives of the community and stimulate lively Downtown activity, but the survival of some of these facilities is tenuous.

New modes of transit have been devised to address the challenge of providing alternative ways to reach and move around Downtown, but traffic congestion and environmental pollution are still critical Southern California problems.

The challenges are here. But so are the opportunities.

■
DEFINING THE ROLE OF DOWNTOWN
WITHIN THE REGION



THE EMPLOYMENT CENTER OF THE REGION

Almost 1,000,000 people in Greater Los Angeles depend directly or indirectly on Downtown businesses and industries for their jobs. More than 350,000 people actually work Downtown. These include over 160,000 office workers, 81,000 industrial and manufacturing workers, 45,000 garment workers, and 33,000 retail workers. An additional 650,000 jobs throughout the region are directly dependent on Downtown's businesses and industries. Downtown's jobs represent over 21% of the total employment of the City.

Almost 170,000 Downtown workers reside within the City of Los Angeles as illustrated in Diagram 1.

We must continue to expand the job base and provide job training to all sectors of our work force. The Downtown Strategic Plan, through improvements and investment in infrastructure, marketing and promotion, job training and development, will add 110,000 new jobs to the economy of the City and the region.

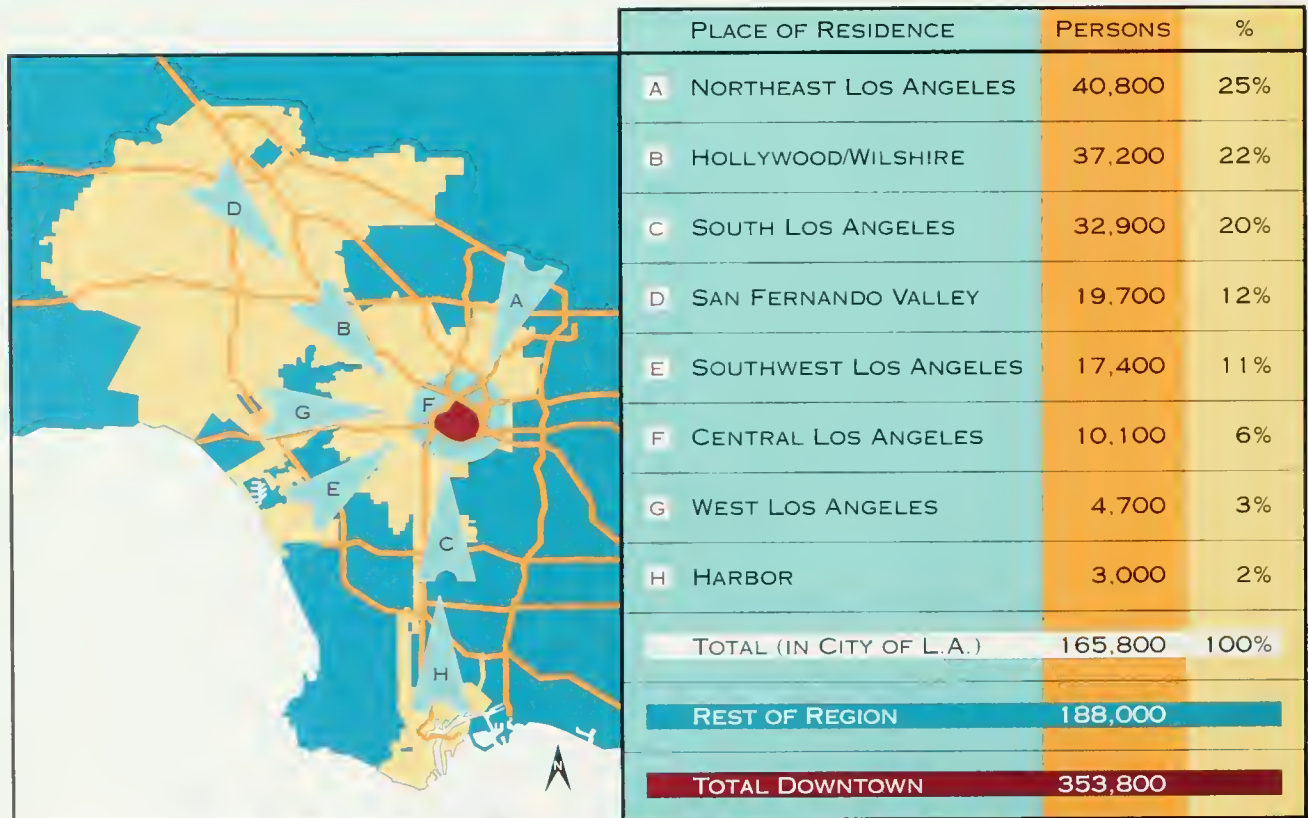
A MAJOR REVENUE GENERATOR FOR THE REGION

In 1990, a dozen Downtown-headquartered public corporations alone generated more than \$92 billion in revenues. Downtown businesses currently create over \$130 million each year in property taxes and over \$165 million in retail sales tax. Downtown's industries generate approximately \$12.3 billion in annual sales.

The approximately 350,000 employees working in Downtown businesses earn nearly \$10 billion in wages and pay approximately \$2.3 billion in Federal and State income tax, a portion of which is returned to the City.

Interventions proposed in the Downtown Strategic Plan will strengthen the tax base through the expansion of Downtown business and the creation of new jobs. These tax revenues are projected to increase substantially, providing vitally needed funds to support public services for the entire City and its communities.

With government deficits projected to worsen for the foreseeable future, the increase in Downtown tax revenue made possible by the programs and policies of the DSP will be one of the most valuable and significant sources of revenue available to the City to meet the basic needs of its residents.



DOWNTOWN WORKERS & THEIR PLACE OF RESIDENCE

Diagram 1 Downtown Workers & Their Place of Residence

THE INDUSTRIAL HEART OF THE REGION

Downtown has a powerful industrial base which provides more than 125,000 jobs in industries such as garment, seafood and cold storage, toy and small electronics import/export, flower and produce. These dynamic industries are composed of small and medium-sized individual businesses. Unfortunately, many of these vital businesses are leaving Downtown to relocate in areas which offer them a cleaner and safer environment and a more supportive governmental sector. Downtown must become more competitive with other localities.

The Downtown Strategic Plan, through a series of targeted initiatives, aims to support Downtown's industrial base through incentives for industrial development, the establishment of free trade and business enterprise zones, the improvement of transportation access and goods movement, and the upgrading of safety and security. The initiatives proposed in the Plan will add a minimum of 10,000 industrial jobs at decent wages, a substantial portion of which will be made directly available to residents of surrounding inner city communities.

THE CENTRAL FOCUS OF THE REGION

A \$180 billion investment in transit has begun with the opening of the Blue Line to Long Beach, Metrolink, and the first phase Red Line subway. Over 30% of people commuting to Downtown arrive by transit and 15% rideshare, a higher percentage than any other part of the region. To fully capture the public investment in transit, high density development and creative joint development projects must continue to be an important part of the Downtown Plan.

Parts of Downtown are still underserved by transit. Congestion problems remain, and more efforts are needed to increase ridesharing and transportation demand management. Streets and sidewalks must be made more pedestrian-friendly, and the internal circulation system within Downtown should be easier to understand and should serve more destinations.

The Downtown Strategic Plan proposes to improve regional access to and through Downtown by expanding the regional rail system and the transitway High Occupancy Vehicle (HOV) system serving Downtown. The plan will leverage this investment through the promotion of joint public/private development around transit station areas, and will use innovative zoning incentives, such as allowing greater and more flexible densities in such areas. The strategies proposed will also improve goods movement to and from the industrial areas of Downtown.

Downtown is one of the few areas in the City of Los Angeles that welcomes high density, mixed-use development. Densities in most

other commercial areas have recently been cut in half to protect the quality of life in adjacent low-density residential neighborhoods.

Targeting growth in Downtown rather than at the periphery helps preserve existing neighborhoods. However, Downtown's total development potential of approximately 253 million square feet of floor area remains underutilized.

The Downtown Strategic Plan proposes further concentrating 27 million square feet of commercial development in downtown neighborhoods and districts that have the infrastructure to support such development.

THE REGION'S GOVERNMENT CENTER

Downtown is the largest government center outside of Washington, D.C. It provides more than 45,000 public sector jobs for City, County, State and Federal workers.

The Downtown Strategic Plan proposes that government uses continue to be concentrated Downtown. The Plan supports the continued development of the Civic Center as a regional center for Los Angeles City, County, State and Federal government activity and promotes the reuse of historic buildings in the upper Center City, thus connecting and expanding the Civic Center District.

THE REGION'S CENTER OF HISTORY AND CULTURE; A UNIQUE RETAIL AND TOURIST BASE

Millions of visitors travel to Downtown and adjacent areas to attend sporting events, view plays and listen to music. Each year, the Music Center attracts more than 4.6 million patrons to opera, concerts and plays, the Museum of Contemporary Art draws more than 325,000 people, and the Central Library has almost 1 million visitors. During the 1991 season, nearly 2.5 million fans attended games at Dodger Stadium and more than 3 million attended events at the Coliseum and Sports Arena.

Downtown contains an extraordinary concentration of unique and architecturally significant historic structures. Many of these buildings are grouped in the Broadway and Spring Street Historic Districts and the Seventh Street retail district. A number of the buildings have extremely high vacancy rates, however, and create an economic drain on the City's revenue base. Their owners face the challenge of renovating them by updating their systems to modern efficiency and safety standards.

The Plan recommends code changes to make the rehabilitation of historic buildings easier and more predictable. Rehabilitation and adaptive reuse will be prioritized for public benefits under the plan, thus creating new revenue sources for needed improvements. Government offices will be encouraged to relocate in historic building space on Broadway, Spring Street and the adjacent areas. The Plan also calls for the reinforcement of arts and cultural uses and the development of new housing for artists in the "Arts T" of Broadway and First Street.

Retail attractions Downtown range from department stores, including the Broadway, Robinsons/May and Bullocks, to off-price shopping in the retail/wholesale Garment, Toy and Jewelry districts. Areas such as Broadway, Little Tokyo, and Chinatown offer unique food, gifts, and apparel.

Through the Downtown Strategic Plan, the unique character of Downtown retail will be marketed throughout the region, and traditional retail will better serve greater Downtown's workers and residents. The Plan proposes more than 2.4 million square feet of new retail space to be added over the next 20 years.

A DEVELOPING NEW RESIDENTIAL BASE

Downtown is showing leadership in creating a jobs/housing balance by developing a new residential base, and is rehabilitating its existing housing stock to increase the economic vitality of the area.

In recent years, 1,882 new units in Bunker Hill and 634 in South Park have been built and 3,255 units have been rehabilitated. Grand Hope Park and the first phase of the Hope Street Promenade have brought critical open space amenities to the area. This housing includes both market-rate and low- and moderate-income housing.

Still more residential development is needed, however, if Downtown's economic growth is to avoid stagnation. Unfortunately, housing development costs remain high due to construction regulations and land prices. And the infrastructure necessary to create real Downtown neighborhoods which include such features as supermarkets, schools and day care centers, is still largely missing.

The Downtown Strategic Plan recommends the creation of mixed income residential neighborhoods in areas such as South Park. The plan proposes to add 18,000 dwelling units within the Downtown freeway ring and an additional 24,000 dwelling units in the immediate periphery of Downtown.

THE LARGEST RESOURCE OF SRO HOUSING AND SOCIAL SERVICES IN THE REGION

This includes approximately 6,000 Single Room Occupancy (SRO) hotel units. Nearly half of these are owned and managed by non-profit organizations and have been rehabilitated to provide decent, safe and sanitary housing. The area also houses major missions and other social service agencies dedicated to helping the City's neediest people.

To address what is not only a Downtown but a county-wide issue, the Downtown Strategic Plan proposes that the remaining 3,000 single room occupancy units be rehabilitated or replaced with new housing, as this is an invaluable and probably irreplaceable source of housing for the poorest populations of the city. The plan also advocates the development of a county-wide homelessness prevention policy, and a county-wide social services policy, the development of a humane community neighborhood center to better balance and provide for the needs of the City's neediest population.

THE FUTURE OF THE CITY AND THE REGION

Los Angeles has in its Downtown a potential other cities can only imagine. Downtown possesses the diverse economic base, the resources and the talent to lead the City and the region to prosperity.

As we move into the next century, a plan is needed that fully incorporates the rich and powerful diversity of people and enterprises Downtown Los Angeles has to offer. We must support the manufacturing, wholesale, international trade, warehousing and retail industries, and we must maintain our commitment to the corporate, financial and real estate industries. But it will take a more deliberate and vigorous course of action still — and it will take the resolve of the public and private sectors to work together — to bring about the changes which are necessary.

The future of Los Angeles depends on a strong and vibrant Downtown. The Downtown Strategic Plan is a blueprint for sustained action in this direction.

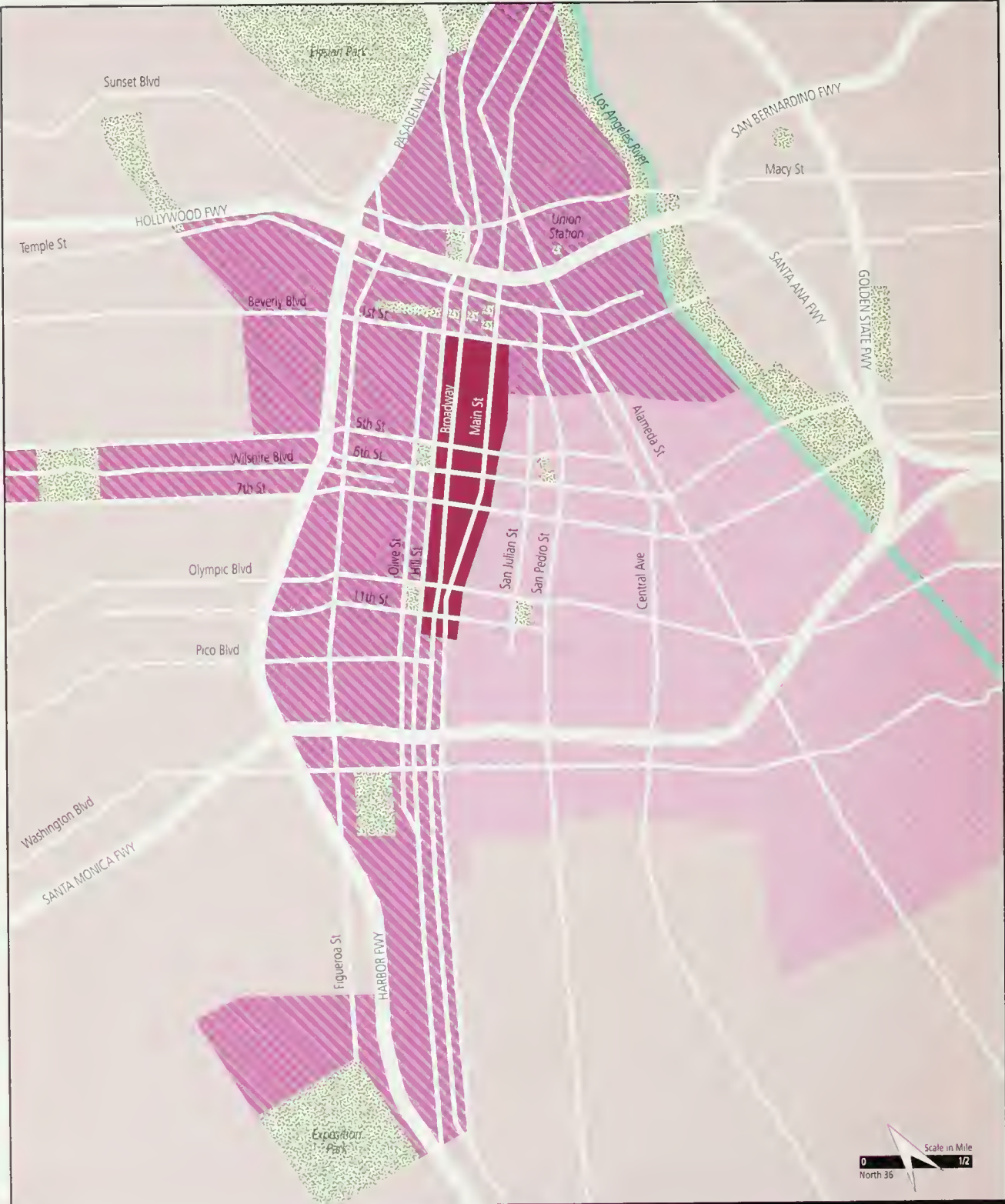
II

CONCEPT FOR CHANGE

The Downtown Strategic Plan proposes a set of focused initiatives which are appropriate in light of Downtown's current conditions and which are directed towards a more prosperous and equitable future. The following principles form the basis of the Plan.

■
PRINCIPLES





CONCEPT FOR CHANGE

10

PRINCIPLES

CONCEPT PLAN



Figure 1: Concept Plan

INTERRELATING THE CITY, THE CENTER CITY, AND THE MARKETS

Downtown is an assemblage of many districts and neighborhoods, each with its own identity and purpose. However, it can be most easily understood as having three great composite areas.

To the west is *The City*, where the mix of activities encompasses government, housing, culture and entertainment venues, finance and business, sports and tourism. Some of the most important places in the history of Los Angeles are located in *The City*: Chinatown, El Pueblo, Little Tokyo, The Civic Center, The Music Center, The Financial District, Exposition Park Museums, The Coliseum, and The University of Southern California.

On the east is *The Markets*, primarily a large and vital array of manufacturing, distribution and wholesale businesses. Retail marts in the garment and flower industries are currently thriving there. Major social service institutions, housing clusters, and various historic resources are also located in *The Markets*.

Situated between these two areas is *The Center City*, Los Angeles' historic commercial and theater districts dating back to the beginning of the century. This is the most unique and architecturally distinguished place in Southern California. But its current physical and economic decay has an enormous negative effect on Downtown. *The Center City* requires significant attention in order to once more become a healthy district unto itself as well as an effective link between *The City* and *The Markets*.

The recommendations of the Downtown Strategic Plan are intended to reinforce the essential qualities and potentials of these three powerful components of Downtown Los Angeles:

The City will extend from Elysian Park on the north to Exposition Park on the South. It will connect the neighborhoods east of Downtown to the great Wilshire corridor to the west. This extraordinarily diverse and extensive urban center will become the focus of residential development west of the Harbor Freeway, North of the Hollywood Freeway, east of Alameda and in South Park.

As many as 100,000 more people could be living here in a variety of mixed-income neighborhood configurations by the year 2020. Its arts, entertainment and institutional/civic base will continue to grow and will remain the most important concentration of such activities in the region. Spurred by the development of the new train transit and future high-speed rail networks, *The City* is capable of strengthening its position as the principal American business center on the Pacific Rim.

The Markets is bounded by *The Center City* and *The City* to the west and north, and by the Los Angeles River to the east. To the south, the district connects directly to South Central Los Angeles.

The Markets will continue to be an area of extraordinary entrepreneurial energy. The existing industries and the new industries attracted to the area will become the most important focus for

economic growth and new job creation Downtown. The Toy and Produce industries will join the Garment and Flower industries in generating a major retail pedestrian mart in the seam between *The Markets* and *The Center City*. The four marts will be interconnected into one of the most important regional retail attractions in Southern California. In Central City East, social service institutions will continue to provide the necessary and targeted services to the homeless population of Downtown that will adequately serve their immediate needs and expand their employment and housing opportunities.

Of the three districts, *The Center City* needs the most urgent and concentrated attention. It has been separated for years from the ongoing process of economic and physical development that has benefited the rest of Downtown. New activity must be focused here to create new jobs and services and to utilize the district's remarkable stock of significant historic buildings. Housing, commercial, entertainment and government uses will generate investments in new buildings that, together with increased utilization of the district's historic structures, will make *The Center City* part of the living Downtown again.

The principal intention of the Downtown Strategic Plan is that *The City*, *The Center City*, and *The Markets* develop individually and jointly to form a greater whole — a Downtown whose physical and social diversity are important contributing factors to its economic vibrancy. Only in the interrelating of Downtown's principal components will its economic potential will be realized.

PROVIDING FOR CONTINUITY AND CHANGE

The Downtown Strategic Plan builds upon the financial, social and cultural investments which already form a significant foundation for Downtown. Strategies are directed toward augmenting and extending Downtown's existing qualities where appropriate rather than recommending radical departures.

In an era of limited resources and severe environmental constraints, large-scale radical actions, such as clearance, are not suitable solutions. Instead, future economic and physical growth should be based on initiatives that take into account existing problems and opportunities. Success should be measured by the degree to which new construction blends original ideas and scales of development with the historic fabric of the existing city.

Downtown Los Angeles is unique and irreplaceable in the context of Southern California. Major change, however, is urgently required to transform components which are not working and to promote opportunities which have not yet been substantially recognized. The possibility of positive change while building on the essential qualities of Downtown is the promise of this Plan.

WEAVING A WHOLE OUT OF PARTS

Downtown Los Angeles is a mosaic of neighborhoods and districts, new and old. Each of the independent neighborhoods of Downtown has an important role to play in the future development of the area. The greater role lies in the ability of these neighborhoods to link together into a powerful whole. Economic and development initiatives, maintenance strategies and local responsibility can best be exercised within clear boundaries. Mixed-use, compact and pedestrian-friendly jurisdictions will be organized to carry out programs and will also share in forming the image and sustaining the economic vitality of Downtown as a whole.

Planning and design based on the automobile ignores the human scale and generates islands of development isolated from their surroundings. Within historic cities, these forces generate an intense erosion of the building fabric and disconnect parts of the city from each other. Such is the current situation in Downtown Los Angeles. Linkages must be formed to create greater access and more powerful economic interaction.

The construction of a new rail transit system should leverage the creation of extensive public open space improvements in and around Downtown that will include streets, sidewalks, streetscape, parks, etc. Combined pedestrian and vehicular movement through this clearly formed street network will become the primary means of weaving the neighborhoods and districts of Downtown together again. It will also connect the whole of Downtown to the communities surrounding it.

TAKING CATALYTIC ACTIONS

The Downtown Strategic Plan stresses the necessity of jump-starting the economic and physical development of Downtown by taking immediate action. The comprehensive nature of the actions proposed are important, but even more important are the settings they generate for further private investment. The actions are catalytic in that they are designed to stimulate further actions while accomplishing their own goals.

Twelve of the catalytic actions are new policies combined into three clusters. They will change the fundamental environmental and business conditions of Downtown, and are preconditions for the launching of the rest of the Plan. These initiatives are presented as the First Steps.

An additional group of catalytic actions are projects, each designed to have a major positive impact on the quality of the neighborhood and district in which it is located and on Downtown as a whole. Sixteen of these are described in the Plan, presented

under the categories of Economy, Access and Community. Each offers significant benefits, stimulates further catalytic change, and typically incorporates building, open space, landscape, transportation and infrastructural design objectives.

ESTABLISHING PHYSICAL FRAMEWORKS

As new development occurs over time, and as the effects of catalytic projects become felt and understood, three physical frameworks must be clearly established:

A series of transportation initiatives, some already underway, will create an *Access Framework* to serve the internal circulation requirements of Downtown as well as its regional accessibility. This will include all aspects of internal circulation, such as parking and demand management, goods movement and information systems.

To supplement and complement the *Access Framework* a pedestrian-oriented *Open Space Framework* is proposed. This framework, consisting of district, neighborhood and civic parks, together with street and metropolitan park improvements, will provide an overall coherence and clarity of image to the public realm of the Downtown. It will become the supportive setting for development and redevelopment of all kinds.

Intentions relative to the use, density and design configuration of individual buildings are gathered into a *Built Form Framework*. Simple guidelines based on clear intentions guide the incremental development of public streets and open space. This allows property owners to know what is expected of them, and what may be anticipated as nearby properties are developed.

III

FIRST STEPS

The policy changes and physical improvements that need to occur in order for Downtown to be transformed will be accomplished one by one during the years ahead. However, movement towards the fundamental objectives of the Plan must begin immediately and show measurable progress as soon as possible.

Three categories of catalytic actions are nominated as "First Steps." These will have the most immediate impact on directing Downtown's future development. They are Safe and Clean Streets, A Competitive Playing Field, and Economic Growth.

These priority interventions were selected because they will create the conditions necessary for Downtown's future success, and because each of the three can be enacted in a relatively short time frame. Existing organizations are already in place to provide leadership and follow-through, financial resources may be readily available from existing funding sources, and additional investments will likely follow from initial actions. It is expected that initiation of these policies will help remove obstacles and permit other interventions to follow in rapid order.

In fact, these three steps are so fundamental to changing Downtown's status quo that, if they were not to receive priority, other vital actions would in all likelihood not be able to move forward.

Safe and Clean Streets outlines urgent measures for making Downtown a safer, more livable place.

A Competitive Playing Field proposes the immediate transformation of existing regulatory policies, approval processes, and administrative structures in order to make Downtown more attractive to future development.

Economic Growth describes a series of critical economic development measures that will help retain current business activity as well as attract major new investment Downtown.

Each of the three steps is comprised of several general groups of policies and particular program components.

In order for the Downtown Strategic Plan to have an immediate positive impact on Downtown Los Angeles, it is crucial that these First Steps be taken without delay.

SAFE AND CLEAN STREETS



Rationale

The perception that Downtown is dangerous and dirty is discouraging residential development and is driving away businesses, employees, shoppers and tourists. The area's crime and grime is having a negative impact on everyone in the City, from patrons of the Music Center to bargain hunters in the Garment District, from employees in corporate high-rises to those in the Produce Market.

Downtown's sidewalks, streets, parks and plazas must be as clean and safe as those of other centers in the metropolitan area, and this fact must be widely perceived. This effort will require the input and active participation of property owners, tenants, residents, the Los Angeles Police Department and other City agencies.

Without both a real and perceived improvement in the safety and cleanliness of Downtown's public areas, larger goals, such as protecting public and private investments of the past and attracting new jobs and residential development, will be extremely difficult.

Programs

- △ *Continue and expand community-based policing efforts already in place in Downtown. Expand existing effective programs such as bike, horse and foot patrols.*
- △ *Coordinate existing building security staff. Commit building security staff to patrolling outside as well as inside of buildings. Create a unified appearance for district security staff. Link security personnel to Los Angeles Police Department through communications networks.*
- △ *Continue and improve City sanitation services. Establish a graffiti abatement program including a hot-line to report graffiti. Employ youth workers and others, such as early-release prisoners, to paint buildings.*
- △ *Establish maintenance and business improvement districts including property owners, commercial and residential tenants, and civic organizations who can work to fund additional cleaning, maintenance, outreach and patrolling of public areas within their boundaries. Within maintenance districts, employ highly visible cleaning and security crews. Train these workers to be knowledgeable about the district's features and amenities and to be helpful to visitors and employees. Use this program as a source of job-training and employment for the area's homeless and underemployed.*

Benefits

Maintaining safe and clean public spaces provides both symbolic and tangible evidence that Downtown is capable of enhancing its physical environment and managing the other improvements called for in the Plan. This first initiative is a "must do" and will benefit Downtown's workers, visitors and residents while attracting whole new groups of people to the area.

A COMPETITIVE PLAYING FIELD



FIRST STEPS

16

A COMPETITIVE
PLAYING FIELD

Downtown currently faces an economic crisis. This is due, in part, to the recession and the restructuring of the Southern California economy. But it is also partly due to stiff competition from other urban areas which offer lower costs and friendlier business environments. While a Downtown Los Angeles location offers many advantages to current and potential businesses, there are also certain obstacles which, if not addressed, can stifle business expansion and turn away new and emerging companies from Downtown.

This initiative contains two component parts:

- ◇ Downtown Development Facilitation
- ◇ Coordinated Public/Private Action

DOWNTOWN DEVELOPMENT FACILITATION

Rationale

The new and future economy in which Los Angeles must compete requires the transformation of existing regulatory policies and approval processes. Although Downtown's central location, vast transportation infrastructure and higher permitted density provide business advantages, time-consuming and complex approval processes discourage new investment. The system must be simplified, and a new commitment must be made to a regulatory environment which is responsive to development interests.

Changes to codes, to the permitting process and to administration are needed to allow for the efficient implementation of the recommended catalytic programs and the future development envisioned in the Plan.

Programs

- △ *Prepare a Downtown Development Code integrating, simplifying, and coordinating new and existing regulations and guidelines. This will help implement the vision and recommendations of the Plan.*
- △ *Streamline and expedite the environmental impact report process. Prepare updated Program EIRs which include pertinent information on the catalytic projects and associated development proposed in this Plan. Make background information, updated data and information on other related projects available to the public.*
- △ *Establish a Downtown center for information, permit assistance and development support.*
- △ *Revise the "transfer of density" (TFAR) program to encourage the development of residential neighborhoods, the reuse of existing significant historic buildings, and to encourage higher density development in areas with appropriate capacity and access to transit.*

Benefits

Improving and streamlining the regulatory environment will improve Downtown's competitive position in comparison with other areas. This will result in increased growth and development, more new enterprise start-ups and business expansion. Over time, the increased property, sales, and business taxes will make this initiative one of the top actions the public sector can take.

COORDINATED PUBLIC / PRIVATE ACTION

Rationale

Downtown's public sector is administered by a vast array of government agencies. In the private sector, numerous community and business groups are working to improve Downtown as well. Among all of these organizations, however, no one group is charged with leadership in coordinating development or responding to local concerns and issues.

The Downtown Strategic Plan seeks to further empower groups and organizations who represent vital interests Downtown to participate in the implementation of the Plan. By relying on the activities of a wide range of Downtown interests, the Plan leverages vast talent and resources.

However, to most effectively carry out the recommendations of the Plan, the actions of all of these Downtown organizations must be coordinated by a single entity. One particular agency is needed to act as the focal point for the various groups and their activities and to ensure the prompt and steady implementation of the Plan.

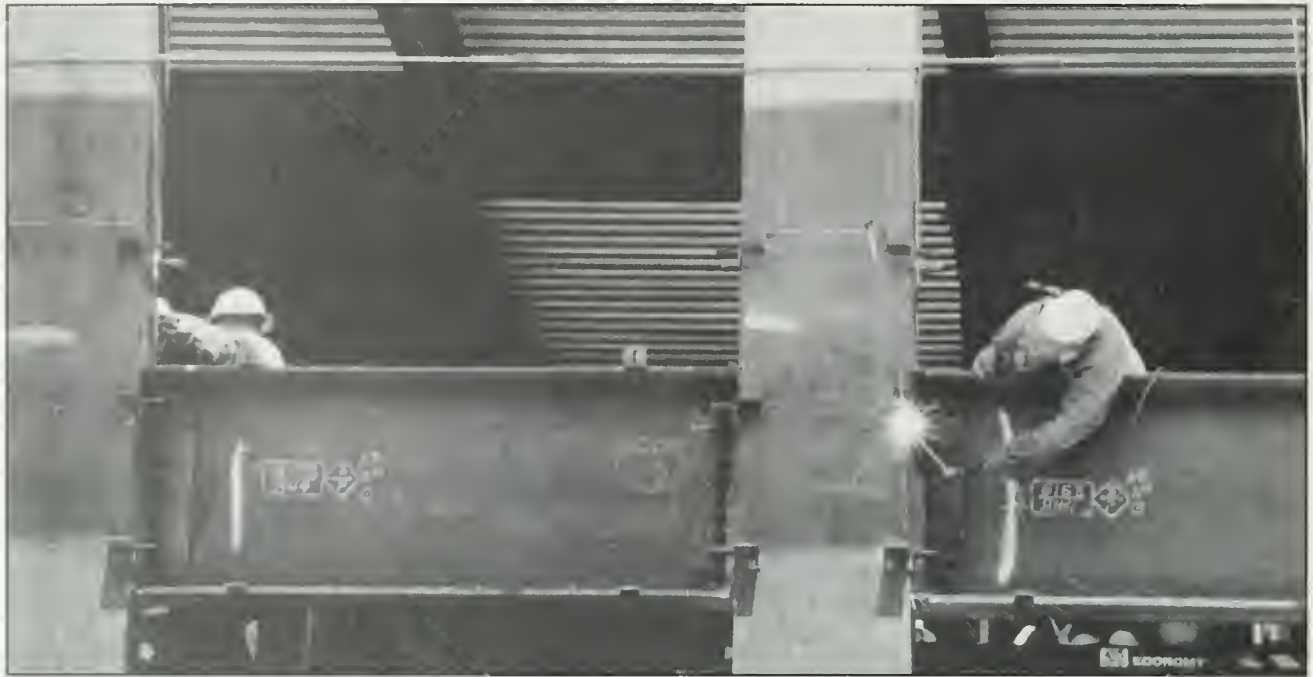
Programs

- △ *Establish an Interagency Downtown Coordinating Committee comprising public-sector regulatory agencies to promote multi-purpose planning. Include the Community Redevelopment Agency, City Planning Department, Department of Transportation, Cultural Affairs Department, other City of LA agencies, the Metropolitan Transportation Authority and the Mayor's and Council Offices in the Committee.*
- △ *Designate a lead entity to coordinate the implementation of the Downtown Strategic Plan. Direct this agency to work with private and public sector groups to implement the strategies and recommendations contained in the Plan.*
- △ *Through public/private partnerships, identify and prioritize actions needed to implement the strategies of the Plan; advocate Downtown's interests for funding opportunities and public works projects; organize and sponsor Downtown marketing, promotional events, festivals, and programs; and provide information necessary for the reformation of existing regulatory processes.*

Benefits

A genuine partnership will be forged between the public and private sectors for the purpose of advancing common economic and cultural goals. Downtown will become a model of effective governance and will attract new attention and new investment to the region.

ECONOMIC GROWTH



FIRST STEPS

18

ECONOMIC
GROWTH

All other Downtown objectives depend on the economic development of the area. Strong programs and consistent public policies are necessary to establish a positive business climate, attract private investment, create and retain jobs, provide a secure and attractive environment for business owners, employees, customers, residents and visitors.

These conditions require the continuing investment in Downtown's infrastructure, and they require a level of public-private cooperation that has not previously existed. The development and implementation of powerful incentives for growth is necessary, as is the spreading of confidence throughout the Downtown business community.

This initiative contains eight component parts. Job creation and the building of a well-designed and amenable Downtown are considered complementary aspects of economic growth.

- ◇ Marketing
- ◇ Advocacy & Leveraging of Public Resources
- ◇ Industrial Policy
- ◇ Downtown/Neighborhood Jobs Connection
- ◇ Education and Community Network
- ◇ Green Streets and Parks
- ◇ Downtown Neighborhoods
- ◇ Historic Building Policy
- ◇ Homeless Policy

The first four components deal with job creation as the engine that drives growth potential in Downtown Los Angeles. These initiatives address the promotion of Downtown businesses, the capture and leveraging of funding sources, the retention and attraction of business and industry Downtown, the creation of employment for inner city residents, and the generation of resources to invest in Downtown neighborhoods for jobs and businesses.

The latter four components have to do with improving the physical environment to complement economic activity and give Downtown a distinctive character. This is accomplished by establishing Downtown education and community programs and facilities, dramatically improving the pedestrian environment, generating mixed use neighborhoods, and establishing guidelines for the effective reuse of historic buildings.

MARKETING

Rationale

A positive and aggressive campaign to market Downtown's attributes and advantages is critical to maintaining business confidence, attracting regional, national, and international investment, improving the business climate for all Downtown businesses and industries, and drawing increased numbers of shoppers, tourists and visitors.

In fact, the advantages of Downtown are many, and include the convention center, the music center, the garment, jewelry and other diverse retailing districts, superlative mass transit and building infrastructure.

A high-visibility marketing campaign is of fundamental importance. Without such a supportive communications effort, no amount of incentives to improve the business and tourism climate Downtown can be completely productive.

Programs

- △ *Develop a comprehensive and sophisticated marketing strategy to positively promote Downtown's unique attributes. Highlight its centrality to the new \$180 billion transit system, expanded and reprogrammed Convention Center, diverse job base, unique retail markets, and unsurpassed cultural facilities.*
- △ *Conduct an ongoing marketing campaign through public/private sector collaboration to aggressively compete for jobs and businesses.*
- △ *Fund the campaign through the coordination, leveraging and dedication of public and private sector resources of such groups as the Convention and Visitors Bureau, Center City Association, Center City Association, Downtown Marketing Council, Community Redevelopment Agency and other Downtown groups and associations.*

Benefits

The development and implementation of an effective and coordinated marketing campaign centered on promoting Downtown's unique strengths and attributes will improve the economies of Downtown, the whole of the City and the entire region.

ADVOCACY & LEVERAGING OF PUBLIC RESOURCES

Rationale

Transportation improvements and other development initiatives serving Downtown Los Angeles are under the jurisdiction of numerous public and quasi-public agencies. The improvements recommended by the Downtown Strategic Plan (DSP) could be implemented through a myriad of public and private funding sources.

The "ground rules" for these various funding sources are often in flux, with new priorities and new interpretations sometimes occurring on an annual basis. It is important that the varied sources of public funding be more effectively captured for use Downtown, and that they are utilized appropriately, efficiently, and to leverage private resources.

Downtown Los Angeles may now be losing many scarce and badly needed public dollars, such as transportation implementation monies, because of the complexity and multitude of funding sources and the varied time requirements for submitting applications for funds. There is an urgent need for an effective means of advocating the implementation of DSP-proposed improvements and of working with City Council, the Metropolitan Transportation Authority, and other agencies to keep the needs of Downtown in the forefront.

Programs

Charge the Downtown Coordinating Committee and the lead public sector agency with the responsibility for the implementation of the DSP. This lead agency should have specific responsibility for the following actions:

- △ *Coordinate the funding sources available to implement the Downtown Strategic Plan.*
- △ *Seek opportunities to create additional funding sources through local, state, and federal appropriations and legislation.*
- △ *Advocate/educate the appropriate decision-makers regarding the need for and benefits of Downtown improvements.*
- △ *Prepare and implement an Annual Work Program for approval of the Directors of various City of Los Angeles Departments.*

Benefits

Advocacy for the Downtown Strategic Plan will benefit Downtown by keeping the local and regional decision-makers focused on the area's needs. The presence of a coordinated public sector response will ensure Downtown projects a strong voice in the city-wide competition for development dollars. Moreover, the implementation of the DSP and its relationship with the other interrelated elements of the plan will be enhanced, accelerated and more efficiently accomplished.

INDUSTRIAL POLICY

Rationale

Industry is the heart of Downtown economic development. It creates significant employment and tax revenue for the City. It generates indirect jobs in the wholesale and retail trades, finance, insurance, real estate, and other service sectors that comprise the balance of Downtown business activity.

While many Downtown industrial firms are vibrant and growing, others are suffering the effects of the prolonged recession and restructuring of the regional economy. The ability of local industry to remain competitive, and the ability of Downtown to attract new businesses, depends in large part on the public sector's ability to articulate an effective industrial policy. It must be a policy that calls for public investment and other actions to support the creation and retention of jobs.

Neither the local public sector nor the private business community has had to confront exactly this type of economic downturn and transition before. The plan proposes the development of sufficient institutional capacity or tools to actively stimulate economic growth. In order to define, prioritize, and target public action, new and dynamic public-private partnerships are required.

Some economic development tools, such as small business financing or large infrastructure development, have financial risks and long lead times that cannot provide adequate return to private investors. Other activities related to regulatory reform and policy issues can only be provided through government initiative. It is appropriate in such instances for the public sector to create direct partnerships with local industries in order to develop plans and investment strategies that will provide the critical support necessary for industrial firms to flourish.

It is necessary to develop an industrial policy that strategically directs public sector assistance, maximizes leverage of resources, and focuses on specific economic development goals for industry revitalization and growth.

Programs

- △ *Define an industrial policy with local business, industry and labor groups that identifies clear goals, objectives, public and private resource allocation commitments, and expected outcomes. Establish a data base on Downtown industry to help shape the City's policies on an ongoing basis.*
- △ *Perform industrial audits and surveys to assess future growth plans and develop the public policy and action necessary to stimulate new job creation. Foster collaborative efforts required for future economic development.*

- △ *Issue "requests for proposals" (RFPs) to encourage industry groups to collectively devise development plans and make local expansion commitments by providing matching public resources on a reciprocal basis.*
- △ *Facilitate the coordination and delivery of business assistance resources and programs administered by various public agencies. Help to target their availability in a manner that directly relates to the growth plan and to commitments articulated by industry groups. (For example, some industries may require modern, centralized facilities and access improvements to enhance their operations; other firms may need financial incentives, work force training support, or management assistance.)*
- △ *Maximize benefits to Downtown business and industry by supporting the development and linkage of public infrastructure investments such as the Alameda Corridor and the Port, Airport, and Convention Center expansion projects.*

Benefits

By creating a clear industrial policy and committing resources to support industrial development, Downtown can maintain and enhance its competitive advantages as the economic center of the region. It can realize the job creation and new market development that are critical to reinvigorating the local economy and supporting public services throughout the region.

DOWNTOWN / NEIGHBORHOOD JOBS CONNECTION

Rationale

As the primary employment center in the region, Downtown offers job placement and advancement opportunities for local community residents in two ways: (1) creating direct employment in Downtown firms, and (2) generating resources for investment in neighborhood projects that create community-based businesses and jobs.

More direct connections must be made between these economic opportunities and local community residents. This includes making available job training, affordable child care and transportation access to help alleviate any barriers that may exist to employment in Downtown firms. It also includes mechanisms to link Downtown with neighborhood investment opportunities that could create more local business development in the surrounding communities.

Downtown must realize its interdependence with the businesses and residents that live in surrounding neighborhoods. Increasingly, future investment in Downtown will be connected to the economic and social well-being of the greater Downtown area. The Downtown/Neighborhood alliance must be made strong and tangible in order to fully realize the benefits of building a healthy and vibrant Downtown economy.

Programs

- △ *Establish a Downtown/Neighborhood linkage program that creates a job bank which furnishes information on positions available and other resources. Support and connect job training programs with specific Downtown industries and businesses.*
- △ *Support neighborhood small and micro business enterprises by linking contracting opportunities with Downtown business procurement, technical assistance and mentoring programs. Fund capacity building and development assistance programs for community-based organizations to create local business and employment opportunities.*
- △ *Create joint venture opportunities for neighborhood project development with Downtown business and development concerns.*
- △ *Establish a policy for Downtown Strategic Plan-related projects which use public funds to maximize opportunities for workers and contracting businesses from communities of need.*

Benefits

The Downtown/Neighborhood job connection is a critical economic and political component of this Plan. An expanded force of skilled labor will help business grow Downtown. And a stabilized Inner City will make Downtown and the entire region a better place in which to do business.

EDUCATION & COMMUNITY FACILITIES NETWORK

Rationale

Downtown can take leadership in the field of education and caregiving by providing opportunities such as child and senior day care, pre-school, continuing education, basic skill and job training. An educational and community facility network is needed to allow Downtown workers to advance within their professions and industries. These services will support Downtown workers and residents as well as creating a competitive advantage for Downtown businesses.

Programs

- △ *Create a coalition of personnel directors of Downtown businesses, child care operators and social service providers to organize an intergenerational services/day care facility network. Examine the need to modify existing code requirements in order to facilitate the development of such facilities in Downtown.*
- △ *Develop ties between Downtown businesses and Downtown and inner-city schools. Establish mentoring programs, school visits to Downtown businesses, and after-school and summer jobs programs.*
- △ *Continue and expand technical training and adult education programs offered in Downtown's educational institutions. Link these programs with Downtown's businesses for training opportunities.*
- △ *Establish a magnet school for Business and International Trade. Encourage business and industry leaders of Downtown to lead classes offered to full-time students, Downtown workers and the general public.*
- △ *Establish a magnet school for the Performing and Visual Arts. Encourage development and programming partnerships with artists residing in the Downtown community.*

Benefits

The day care and community training centers will help draw more activity to shops and services and will help support a residential neighborhood. Because of limited funds, these centers must be incorporated in multi-use facilities where people of different ages can share space and activities. These community gathering places can become part of the social "glue" that creates cohesive neighborhoods and districts.

GREEN STREETS & PARKS

Rationale

Downtown Los Angeles presently possesses one of the poorest pedestrian environments of the major cities in the world. Encouraging people to explore Downtown on foot requires more than adequate sidewalk capacity and a transit system. Workers, visitors, shoppers and residents alike must feel safe and comfortable, and must be provided with public spaces and landscapes where they can walk, relax and recreate.

Without such relief, Downtown will remain largely pedestrian-unfriendly and continue its reliance on short distance automobile trips. Attracting new investment Downtown is directly tied to creating a quality of life that new employees and residents have come to expect of other regional centers. In order to successfully compete, improving the pedestrian environment is vital.

Programs

- △ *Landscape the Avenidas of Hill, Olive, 5th and 6th Streets as the first phase of the civic squares project. Include San Pedro, Wall, Olympic and 11th in the second phase.*
- △ *Complete the Hope Street Promenade improvements from the Central Library to the Santa Monica Freeway.*
- △ *Establish an Open Space and Pedestrian Fund whose purpose is to gain control of key parcels that will become part of the open space network. Provide seed monies for the initial improvement of key pedestrian/open space projects. Utilize the services of the artists community for programming/improvement projects.*
- △ *Develop an Open Space Management and Programming team as an adjunct to the Open Space Pedestrian Fund which can assist property owners, and can also help assessment districts develop ongoing activities and necessary care of improved and unimproved pedestrian/open space projects.*
- △ *Change existing street standards used by the Los Angeles Department of Transportation to provide for more landscaping along sidewalks and areas for outdoor sidewalk and street activities. Create and coordinate an Adopt-a-Sidewalk program for adjacent businesses and property owners that encourages the planting and maintenance of trees, shrubs and flowers.*

Benefits

An extensive and pleasant open space network has become a necessity in the modern urban setting. It can no longer be considered a luxury. Creating an improved pedestrian environment will directly influence the decision to live in a Downtown residential neighborhood and to travel to work by transit. Green Streets and Parks is an instrument of economic development, and of improving the overall environmental quality of the region.

DOWNTOWN NEIGHBORHOODS

Rationale

The expansion of Downtown residential neighborhoods is critical to attracting commercial development, providing customers for retail and restaurant establishments, increasing evening and weekend activity, and thus making Downtown a safer place. Providing mixed-income housing will require the simultaneous investment in improved infrastructure such as upgraded sidewalks, open spaces, transit service, and convenience retail to serve residents. Attracting moderate and middle income residents will require encouraging residential development that provides a sense of neighborhood and offers specific financial incentives to large numbers of Downtown pioneers.

Without residential neighborhoods, Downtown will continue to lack a core group of people committed to supporting the critical infrastructure necessary to continue attracting office workers, retail and restaurant establishments, visitors, and tourists. And the pedestrian connections, transit, and parks will be extremely difficult to properly maintain without the additional eyes and ears that Downtown residents provide in the evenings and on weekends.

Programs

- △ *Develop community facilities, such as an elementary school, day care centers, supermarkets community police stations, meeting halls, and neighborhood parks to attract residents to Downtown. Cluster these facilities to create focal points for each neighborhood.*
- △ *Initiate code changes that promote Downtown housing construction.*
- △ *Develop new Downtown housing prototypes and initiate their implementation with appropriate City departments.*
- △ *In areas designated primarily residential, phase out the development of general office and other commercial-only projects, while retaining the ability to develop neighborhood-serving commercial and services.*
- △ *Establish a density bonus for housing development. Allow this density, plus any unused density on the site, to be transferred off-site to any receiver site in the Financial Core. Phase out the bonus density program after 10 years.*
- △ *Initiate programs to promote home ownership.*
- △ *Develop offsetting incentives and funding sources in order to support the social objectives that currently add unusual cost to residential neighborhood development downtown.*
- △ *Preserve and develop new affordable housing opportunities for a wide range of household types.*

Benefits

Providing a larger residential base Downtown will help improve real and perceived safety, improve access to jobs, services and cultural institutions, make more effective use of transit investments, and support enhanced retail business and entertainment venues.

HISTORIC BUILDING POLICY

Rationale

Downtown's National Register historic districts, Broadway, Spring Street and Little Tokyo are unique in all of Southern California. The historic resources that make up these districts are underutilized and endangered. Revitalizing historic districts and restoring and reusing Downtown's other historic buildings will require a multi-faceted effort in order to bring the City, building owners, prospective tenants, developers and financial institutions together, and to facilitate review and action on proposed projects.

Action must be taken to protect the historic and architectural heritage of Los Angeles. A single entity must be established with responsibilities which will include marketing the districts and other historic resources as viable places in which to develop and conduct business; responding to tenants looking for office or retail space; working with the City and state to modify residential and school building codes expanding the reuse opportunities of these buildings; funding or seeking funding for seismic upgrades; and bringing new customers, visitors, and other users to these historic resources.

Programs

- △ *Encourage the location of new government uses in historic buildings.*
- △ *Incorporate the State Historic Building Code into the LA City/Uniform Building Code so that the process ensures certainty and establishes precedent. Adapt the present building, safety and zoning codes to respond to existing building conditions and ensure predictability in the regulatory environment.*
- △ *Establish an historic building advocacy office whose goal is to revitalize Downtown's historic districts and other historic structures at and above street level.*
- △ *Continue to provide a density bonus on sites where historic buildings are restored or adaptively reused, and allow the transfer of this bonus and any excess density to any location in the Financial Core.*
- △ *Provide one-stop technical assistance to property owners, tenants, developers and designers to expedite approvals and negotiate code compliance.*
- △ *Encourage the revival of historic theaters and other cultural facilities.*

Benefits

By retaining its most important historic structures, Downtown will strengthen one of its most durable assets compared with newer and more sterile regional centers. Downtown will possess a living sense of history, character, visual excitement and continuity which few other Southern California cities can match.

HOMELESS POLICY

Rationale

The increasing number of homeless people living in and around Downtown is both a human tragedy and a loss of valuable human resources. Because the causes of homelessness do not originate solely in Downtown, a city-wide effort is critical to prevent people from becoming homeless, and to ensure that people who become homeless can be served in their own communities rather than adding to the burden of Downtown social service and affordable housing providers.

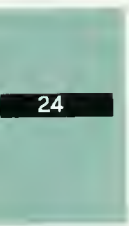
In addition, local Downtown actions are required to bring those living on Downtown streets inside, and to provide the requisite services, housing opportunities, and community environments to allow them to rejoin the workforce and lead more productive lives.

Programs

- △ *Implement the new Los Angeles Services Authority to jointly establish county-wide policy and coordination of social services for homeless people.*
- △ *Establish programs to promote residential stabilization of homeless people and provide them with job training and other services necessary to return them to a productive role in society.*
- △ *Link jobs associated with implementation of this Strategic Plan to programs designed to stabilize, train, and employ homeless workers.*
- △ *Initiate a county-wide homelessness prevention program to assist people in retaining their homes and apartments, and thus stabilize Downtown's neighborhoods.*
- △ *Retain and develop new supported housing opportunities for homeless people.*

Benefits

Alleviating the homelessness crisis will return people to active participation in Downtown's workforce, thereby increasing the area's human resources. In addition, reducing the number of street encampments will support a perception of Downtown as a safe and clean place to work, live, and do business.



IV

NEXT STEPS

With fundamental policies in place to transform the current status of Downtown, additional strategic actions are recommended to support a full spectrum of economic and cultural activities. These actions are intended to operate effectively on three scales: across the whole of Downtown, within individual neighborhoods and districts, and as projects at important sites.

Downtown-Wide Strategies are policy initiatives that, individually and cumulatively, are meant to transform the institutional, regulatory, and administrative context within which public and private decisions that affect the whole of Downtown are made. The Downtown Strategic Plan (DSP) presents these interventions under the headings of Economy, Equity, Access and Community. Although each initiative has its origins in one of these four fundamental goals, all are designed to be highly interactive and to serve numerous purposes.

Neighborhood and District Strategies propose general objectives and specific recommendations for the economic and physical revitalization of each one of Downtown's ten neighborhoods and districts and of the four areas adjacent to the overall DSP boundaries. (See Figure 2, page 43)

These strategies are presented separately for each neighborhood and district in order to highlight the potential for their further individual development. However, all of the recommendations should be considered cumulatively in the interest of creating a more prosperous Downtown, a whole whose parts are more intimately linked and interdependent than they are at the present time.

Project Strategies are proposed that depend on the choice of crucial programs and sites for the immediate physical and economic transformation of Downtown. The projects are designed to accomplish their direct objectives, and to further catalyze private sector economic activity and development in their vicinity.

Each of the DSP-recommended projects should be framed as a multiple purpose, mixed-use development that weaves together many of the principal elements necessary for Downtown's economic and cultural evolution. These elements include transportation infrastructure, expansion of business and public activities in each district, improving linkages and access among neighborhoods and districts, and creating new opportunities for jobs and housing.

■
DOWNTOWN-WIDE STRATEGIES





ECONOMY

Downtown's scale of investment in infrastructure and buildings, the size and diversity of its work force, its range of businesses and industries — all suggest that Downtown can lead the City's effort in revitalizing its economy. Recommended strategic interventions are organized in five key areas — Employment Development, Industrial Base, Office Market, Retail Base, and Tourism. They are designed to help improve business conditions, augment the employment potential, enlarge development opportunities, retain existing activities and attract new ones, and generally keep Downtown's economy vital and growing.



EMPLOYMENT DEVELOPMENT

Context

Downtown offers the widest range of employment opportunities for commuters from all parts of the City and region, yet the wages of many workers in the office, manufacturing, retail, service and wholesale sectors have deteriorated over the last decade. Downtown workers face significant barriers to occupational mobility and have access to few employment-related support services.

Objective

To create more jobs Downtown while also increasing upward employment mobility for Downtown workers and others who could benefit from an expanded job base.

Interventions

- △ *Develop job training programs for inner city residents.*
- △ *Create Training Institutes to service the industrial sectors of Downtown.*
- △ *Support the expansion of existing local educational institutions dedicated to training.*
- △ *Establish a Business/Worker Incubator to provide various forms of business start-up assistance and vocational programs.*
- △ *Encourage the formation of language schools.*
- △ *Begin neighborhood and district-specific employment programs to carry out the physical improvement of Downtown.*
- △ *Provide a network of affordable day care, Head Start and immediate care clinics for workers.*
- △ *Enable non-profit groups to develop for-profit spinoffs to develop trainee programs and service local industries.*
- △ *Advocate for State and Federal support in job creation and training.*
- △ *Ensure that high standards of safety and cleanliness are applied throughout Downtown.*



INDUSTRIAL BASE

Context

The large number of existing small and moderate-sized companies which make up Downtown's manufacturing, wholesale, and distribution industries (these include cold storage, apparel, produce, fish, toys, flowers, and more) are prospering. They offer continued economic vitality and job growth possibilities despite cost and regulatory disadvantages, an often uninviting work environment, aging buildings and infrastructure, as well as strong regional and international competition.

Objectives

To create an environment conducive to the conduct of business. To retain and expand existing industries and to develop new ones so that Downtown industrial activities and trade are consistent with those of a world class city. To solidify LA's position as the hub of the Pacific Rim and the center of U.S.-Mexico trade, thus becoming the major source of expanded employment opportunities for the region. To reestablish upward employment mobility and generate 10,000 new industrial jobs in the next 5 years at prevailing wages. This will require identifying and supporting committed growth firms and industries.

Interventions

- △ *Improve street safety and cleanliness of the industrial districts.*
- △ *Create a pool of resources to support industry-defined needs. Conduct programs that allow industries to set up competitive growth plans.*
- △ *Preserve the rights of industries to expand within areas already designated for industrial use.*
- △ *Establish a Business Enterprise Zone and a Foreign Trade Zone in the industrial districts of Downtown.*
- △ *Establish industrial incubator projects associated with low-cost industrial space.*
- △ *Undertake a marketing campaign to publicize Downtown's industries.*
- △ *Improve truck access, staging areas and loading facilities. Support the Alameda Corridor Transportation Project.*
- △ *Improve the access of industrial workers to their jobs through all modes of transportation.*
- △ *Implement an industrial linkage program tying public support of business to prevailing wage standards and benefits.*
- △ *Retain existing industries and support the expansion of their manufacturing, distribution and retail components as necessary.*
- △ *Encourage the development of new industries appropriate to the growth of Downtown as a financial, commercial, environmental and international trading center.*
- △ *Establish active Business Retention and Expansion groups for all Downtown industries.*



OFFICE MARKET

Context

Downtown is the most prominent and diverse business and corporate center on the Pacific Rim. The leading finance, insurance, real estate and law firms in the region are located here. Municipal, county, state and federal government services are concentrated in and around the Civic Center. Downtown has a great capacity for further growth, and access by mass transit is unequalled in the region. Vacancy rates are high, however, especially in *The Center City*, and in Class B and C office space. Intense suburban and peripheral Downtown competition threatens the retention of current business by offering greater amenities.

Objectives

To protect the existing employment base and capture more future office market share by effectively competing with other cities in the region and beyond. To strengthen Downtown's position as the pre-eminent business center on the Eastern Pacific Rim and the Western United States.

Interventions

- △ *Focus future office development projects within the freeway ring, on existing and proposed transit portals, and adjacent to existing, dense, mixed-use development.*
- △ *Encourage the accommodation of future government office projects in historically significant existing buildings rather than in newly constructed ones .*
- △ *Market Downtown as a safe, socially diverse and unique urban center.*
- △ *Promote investments in information/communication systems and utility infrastructure to serve office-oriented businesses.*
- △ *Give significant incentives to office development projects that also generate Downtown housing and/or neighborhood facilities.*
- △ *Give significant incentives to projects that recycle Class B & C office space.*
- △ *Revise parking standards citywide in order to address one of the competitive disadvantages of Downtown office buildings.*
- △ *Promote public street and park improvements as elements of new office building development.*
- △ *Support new investors, small and varied interests, and stimulate competition by enabling various increments of development.*



RETAIL BASE

Context

A great number of lively ethnic markets and pedestrian-oriented off-prices specialty garment, flower, jewelry, toy and electronic markets are thriving Downtown. Traditional retail is declining, however, due to limited patronage by office workers and a very small resident population. The lack of well marketed and mixed retail services make it difficult to attract employees, would-be residents and tourists.

Objective

To retain the traditional retail base and combine it with specialty and ethnic markets in order to create a larger-order, citywide retail network Downtown.

Interventions

- △ *Interconnect existing and future industry-related pedestrian markets into a regional attraction.*
- △ *Support the continued vitality of all Downtown ethnic retail markets.*
- △ *Promote policies of safety and cleanliness in order to help the retail sector grow.*
- △ *Implement a Downtown-wide two-hour free customer parking validation system in which merchants will be able to purchase subsidized parking validation stickers for their customers. Complement this with a transit validation system.*
- △ *Promote all of Downtown's retail attractions to tourists, workers and residents.*
- △ *Improve the quality and continuity of existing sidewalk environments and expand the presence of pedestrian-oriented stores and services.*
- △ *Promote and concentrate street retail along pedestrian routes.*
- △ *Tie the potential growth of the traditional retail sector to the establishment of new Downtown neighborhoods.*
- △ *Support the growth of neighborhoods with small, local retail services.*
- △ *Ensure that the Downtown circulator system offers access to all specialty, ethnic, traditional and hotel retail outlets.*
- △ *Support 24-hour retail clusters in the vicinity of rail stations.*
- △ *Provide incentives to encourage incubator businesses in abandoned storefronts in the Center City.*
- △ *Promote flexible parking during weekends and evenings.*
- △ *Seek to provide financing for tenant improvements for retail businesses locating Downtown.*



TOURISM

Context

Greater Downtown is a significant international tourist destination. It offers major attractions in the arts, culture and sports, features unique ethnic neighborhoods and markets, and contains the City's most important historic landmarks. While tourist activity is bolstered by the expanded Convention Center, the various attractions and venues remain unconnected, unmarketed, and unsupported by a Downtown hotel district and a first class retail center. And they are perceived as unsafe for tourists and visitors alike.

Objectives

To restore to Los Angeles its traditional image as a world magnet for tourist activity. To address the needs of all the visitors who visit Downtown for business, conventions, trade shows and tourism.

Interventions

- △ *Develop a regional and a Downtown tourism policy and market it regionally, nationally and internationally.*
- △ *Make Downtown a great tourist destination by combining its cultural and commercial offerings with those of the great ethnic communities surrounding it.*
- △ *Promote Downtown's tourist, cultural and retail activities at major venues, hotels and transit stations.*
- △ *Support the timely development of a convention hotel and a hotel district linked to the convention center by rail transit.*
- △ *Enhance safety and cleanliness everywhere Downtown.*
- △ *Promote night life by adding restaurants, pubs, night clubs, small theaters, and other specialty stores to reinforce existing pockets of activity.*
- △ *Add municipal and tour bus waiting zones and additional parking near attractions.*
- △ *Install a monitor/maintenance/information person at all major open spaces and attractions.*
- △ *Identify and commemorate sites of significance to the early history of Los Angeles and link all existing Downtown art installation sites.*
- △ *Establish a regional entertainment policy that connects the Broadway Theater District with Hollywood, Universal City and Burbank.*
- △ *Ensure that the Downtown circulator system connects many of the primary Downtown tourist attractions, such as Chinatown, Olvera Street, Little Tokyo, the Broadway Theater District, and the Convention Center.*
- △ *Encourage the retention and further development of major sports venues such as Dodger Stadium and Exposition Park. Promote the retention of a National Basketball Association franchise at the center of the city.*



EQUITY

The benefits of Downtown's economic growth must be extended to all of its districts and neighborhoods, and the economic dividends accruing from continued Downtown prosperity must be used to help revitalize the inner city. Downtown and its surrounding neighborhoods must share in the jobs and financial resources available in the opportunity-rich future. The inner city must prosper for the City as a whole to flourish. Recommended strategic interventions are organized in five key areas — Governance, Social Responsibility, Safety, Cleanliness, and Homelessness & Social Services. They are intended to put into place policies that alleviate the regulatory gridlock that currently exists, and help turn Downtown into a safe, clean and supportive place for all the people who live and work there and in the surrounding communities.



GOVERNANCE

Context

Downtown Los Angeles is enmeshed in a complex web of overlapping and divided governmental jurisdictions which dramatically increase the difficulty and cost of development and business operations. Building, planning, development and financing agencies are fragmented and uncoordinated within the City and the county. Developers and business owners are penalized in money and time for selecting Downtown over other regional locations. There is no effective advocacy group for promoting deregulation and improving the conditions for economic growth and development Downtown.

Objective

To reform and simplify the regulatory and governance structure Downtown so that it becomes competitive, in economic and quality-of-life terms, with the best of other downtown centers in the region.

Interventions

- △ *Advocate the coordination of City department reviews within pre-arranged periods of time. Encourage multiple purpose planning.*
- △ *Promote the review of development-related regulations to assess their cumulative consequences.*
- △ *Establish an ombudsman office to help Downtown interests deal with unresponsive bureaucracies.*
- △ *Foster a system of representation and assessment based on neighborhood and district associations.*
- △ *Ensure the delivery of municipal services to all parts of Downtown.*
- △ *Advocate a role for the lead public agency in the implementation of the Downtown Strategic Plan, in the organization of public-private partnerships and in implementing Downtown economic development and revitalization programs and projects.*
- △ *Set permit costs competitively in relation to other business centers in the region.*
- △ *Revamp the permit/environment review process to enable business growth and neighborhood formation.*
- △ *Revise the existing planning framework Downtown to simplify development and to make good urban form predictable.*



SOCIAL RESPONSIBILITY

Context

Downtown is a focus of employment for the residents of the inner city and is the port of entry into Los Angeles for many immigrants. Many of these people work in the Center City and the east side of Downtown and are adversely affected by difficult access to jobs, the lack of cleanliness, and the real and perceived lack of public safety. The entire Downtown area suffers from a marked absence of open space and recreational facilities.

Objective

To establish Downtown as a model for a socially diverse, integrated, and supportive community where the benefits of economic growth are shared by all of its residents as well as those of the surrounding communities.

Interventions

- △ *Encourage social, cultural and racial equity by providing a full range of employment opportunities.*
- △ *Develop job training programs for inner city residents.*
- △ *Encourage job programs that target the unemployed and underemployed.*
- △ *Initiate outreach programs that inform inner city residents of employment and educational opportunities.*
- △ *Make Downtown jobs accessible to inner city residents through various modes of transportation.*
- △ *Encourage ownership of Downtown housing for all income levels through a variety of financial arrangements.*
- △ *Enable those families already living Downtown to stay there.*
- △ *Make Downtown parks and open spaces available to surrounding communities.*
- △ *Utilize financial and other resources generated by Downtown to improve Downtown and inner city communities.*
- △ *Cooperate with the Mayor's Office for the Disabled to assure that all enterprises Downtown, whether public or private, take seriously their obligations to realize the intent of the Americans with Disabilities Act.*



SAFETY

Context

The perception of insecurity Downtown, while enlarged by the marked presence of a homeless population and the absence of significant activity at night, is nonetheless greater than the reality of the actual crime rate. Downtown is served by two police precincts which have successfully implemented community policing in limited areas. However, policing standards are not equally applied through all Downtown neighborhoods and districts.

Objectives

To attain for the whole of Downtown a level of safety which is expected of the center of a world class city and desired by those who live, work and visit there. To encourage the clear and accurate perception that Downtown is as safe as other regional centers.

Interventions

- △ *Initiate neighborhood and district-sponsored safety standards and programs.*
- △ *Initiate community policing throughout Downtown.*
- △ *Advocate the re-organizing of the police command Downtown under one precinct.*
- △ *Coordinate policing efforts with all public safety agencies serving Downtown and serve all areas equitably.*
- △ *Encourage the creation of Los Angeles Police Department mounted units specifically for and based in Downtown.*
- △ *Limit the proliferation of uses such as liquor stores and other businesses deemed as public nuisances.*
- △ *Promote better lighting of streets, squares and parks.*
- △ *Establish and enforce standards of behavior in public space that allow its safe use by everyone.*
- △ *Control and limit access to alleys to those people who use them for legitimate purposes.*
- △ *Provide a greater sense of security by enforcing high standards of cleanliness.*
- △ *Encourage the design of buildings with ground floor uses that overlook and connect to the street.*



CLEANLINESS

Context

Downtown attracts a larger volume of pedestrian activity than any other part of the City. Municipal services as currently provided are inadequate to the task of maintaining a clean environment throughout its districts. The lack of a significant resident population, slow graffiti removal, poorly lit streets and alleys all contribute to a sense of abandonment and insecurity, perpetuating a cycle of disregard for public and private property.

Objectives

To attain for the whole of Downtown a level of cleanliness which might be expected of the center of a world city and desired by those who live, work and visit there. To encourage the clear and accurate perception that Downtown is as clean as other regional centers.

Interventions

- △ *Initiate neighborhood and district-sponsored cleanliness standards and programs, and link these to community-based safety programs.*
- △ *Initiate an anti-litter, anti-graffiti campaign.*
- △ *Seek municipal policy changes to allow enforcement of property and sidewalk cleanliness and graffiti removal standards.*
- △ *Utilize the unemployed, underemployed and homeless to help deliver cleanliness programs.*
- △ *Control and limit access to alleys to those people who use them for servicing.*
- △ *Improve the quality of lighting throughout Downtown.*
- △ *Offer store-front and facade-cleaning incentives for historic buildings.*
- △ *Provide free, secure, well-monitored, permanently plumbed toilets near residential and commercial areas throughout Downtown.*



HOMELESSNESS & SOCIAL SERVICES

Context

Downtown offers the largest concentration of social services in the region. Large numbers of homeless people, attracted by these social services and the available affordable housing resources, also live Downtown. However, there are gaps in the delivery of social services, such as treatment for substance abuse and mental illness. Crime remains a serious problem for the homeless population and in the areas where they live.

Objectives

To address the problems of the homeless population by creating a mix of policies, services and facilities that better serve their needs. To share with the homeless the economic benefits of Downtown and thus, over time, to reduce their number.

Interventions

- △ *Intervene proactively in the process of homelessness to prevent the marginally-housed from becoming homeless.*
- △ *Prevail upon all neighboring communities throughout the region to develop targeted housing and social services for their own residents, including the homeless.*
- △ *Create an integrated approach to social service provision within the City and region.*
- △ *Maintain the existing affordable housing stock through rehabilitation, and develop new affordable housing options.*
- △ *Redress the chronic shortage of open space Downtown and in Downtown-adjacent neighborhoods.*
- △ *Establish a physical infrastructure capable of supporting a variety of human services, employment, residential, and recreational opportunities for Central City East and other Downtown residents.*
- △ *Recognize that all Downtown users — visitors, employees, employers, and residents (homed and homeless alike) — would prefer a clean and crime-free Downtown.*
- △ *Provide a wide range of dignified and appropriate housing and service opportunities, and insist that all street dwellers use these options.*



ACCESS

Downtown is the center of all the transportation systems of Southern California. The freeways, the bus and trolley bus network, the rail transit network will all continue to define Downtown as the most accessible area of the region. The recommended strategic interventions related to transportation recognize that Los Angeles must maximize its potential for improved mobility by fully utilizing Downtown's enormously valuable public transportation infrastructure. The public and private sectors must also improve circulation throughout Downtown itself, enabling people, vehicles, and goods to move from place to place with ease.



TRANSPORTATION

Context

Significant congestion occurs on the regional transportation network due to the combined impacts of traffic demands to the Central City and regional trips that pass through the Central City. In fact, more than half of Downtown-proximate freeway traffic is through traffic.

Plans are being developed for a regional transportation system addressing federal, state and local funding sources. The Metropolitan Transit Authority (MTA) has adopted a \$180-billion 30-year program to build and operate transportation in Los Angeles. This is being complemented by the City's Capital Improvement Program (CIP) of Prop. C, Prop. A and other gas tax subvention funds. Downtown transportation decisions and funding choices must be made in the context of multiple regional plans and policies under the Regional Mobility Element (RME), Air Quality Management District (AQMD), State Transportation Improvement Plan (STIP) and Congestion Management Plan (CMP).

Objectives

To encourage and to promote ridesharing through the use of incentives and priority treatments. To shift the travel pattern from the single-occupant vehicle to ridesharing by changing the transportation system serving Downtown, the system within Downtown, and the transportation policies that govern Downtown travel.

Interventions

- Δ *Continue to expand the regional rail and the regional transit-way/ High Occupancy Vehicles (HOV) systems to serve Downtown.*
- Δ *Ensure adequate truck and rail freight access and loading policies and facilities for commercial and industrial areas.*
- Δ *Develop the regional rail system to also provide for efficient internal circulation within the Downtown.*
- Δ *Provide for the efficient circulation and use of buses and Electric Trolley Buses (ETB) into and within Downtown. Expand their hours of operation.*
- Δ *Provide additional bus circulator routes to link business and housing districts with existing and planned cultural/entertainment districts. Coordinate with extended hours of operation.*
- Δ *Develop a street hierarchy to serve transit, traffic, pedestrian, open space, and truck access needs in a coordinated manner.*
- Δ *Improve regional access to Downtown from the north, east, south and west to serve transit, autos and trucks. Support regional transportation policies that reduce traffic through Downtown.*

- △ *Develop a comprehensive parking policy that is linked to decreasing auto use and increasing transit ridership while supporting retail business. Revise the existing peripheral parking ordinance to encourage remote parking at outlying transit stations.*
- △ *Develop and implement programs to reduce auto demand through comprehensive transportation demand management programs.*
- △ *Connect Bunker Hill on the east and west sides to the rest of Downtown through a multiple Angel's Flight system. Develop an extended network of pedestrian linkages.*
- △ *Provide bicycle access to, and parking within, Downtown.*



COMMUNITY

Downtown represents a special "common ground" where, historically, all of its citizens have been welcome to live, meet, work, shop, and share in commerce, art, and culture. Every major ethnic group of this vast metropolis can trace its local beginnings to some particular neighborhood or district in the Downtown area. This provides a sense of continuity which is particularly important at a time of rapid social change and dislocation. Recommended strategic interventions related to Open Space, Neighborhoods, Historic Resources, Environment, Education, and Arts and Culture and Religion all recognize the importance of Downtown as a place for new, vibrant and socially diverse neighborhoods to be built. It will possess a memorable street and park network, a complex array of old and new buildings in comfortable coexistence, and a set of educational and cultural institutions second to none in California.



OPEN SPACE

Context

Downtown Los Angeles has the smallest amount of public open space of any major U.S. urban center. Although a number of private building-related parks and plazas have been built in recent decades, deficiencies at every scale of public open space from large recreational areas to neighborhood parks and pedestrian-friendly streets weaken the opportunity for social interaction and community identity and focus. Excessive privatization, over-deference to the automobile and the lack of commitment to maintain safety and cleanliness standards has eroded public confidence in the proper maintenance and use of public open space.

Objectives

To establish a public open space network Downtown that is commensurate with its position as the center of a great world class city. To achieve a high quality of open space at all scales which enhances the quality of life, the economic well-being and the health of Downtown residents, workers and visitors.

Interventions

- △ *Develop a clear framework of civic public spaces and pedestrian-oriented streets throughout Downtown. Program and design each park to take advantage of the character and uses of a local and regional interest.*
- △ *Design street and sidewalk improvements to support pedestrian and vehicular use. Develop a tree palette and appropriate streetscape and lighting standards to create individual identity and character for Downtown streets.*
- △ *Develop a network of local parks and mid-block paseos to serve the needs of all neighborhoods and districts.*
- △ *Support the efforts to redevelop and reuse the Los Angeles River for recreational purposes and as a resource to improve air quality, flood control and other ecological objectives.*
- △ *Organize public and private interests toward the improvement of private and public open space. Create ways and means to build, maintain and program the public realm of Downtown.*
- △ *Seek traditional and non-traditional sources of funding for open space by recognizing its interdependence with transit, parking, historic resources, cultural facilities, and social services programs.*
- △ *Institute a native planting program on freeway embankments. Support the temporary use of long-term underutilized land for parks and community gardens. Landscape existing parking lots.*
- △ *Institute public works projects for planting street trees. Use park-making as a vehicle for community cooperation and employment.*
- △ *Redesign existing public open spaces to improve physical and psychological accessibility. Add necessary sidewalks and streets.*



RESIDENTIAL NEIGHBORHOODS

Context

The current resident population in greater Downtown is 75,000 people. The largest numbers live on the periphery in low-income, ethnic/immigrant, over-crowded neighborhoods. The 26,000 people living within the freeway ring have little access to neighborhood services or basic amenities such as quality schools, recreational facilities, and local retail services.

Isolated pockets of middle and higher income housing exist in South Park and Bunker Hill. Past efforts to develop such housing have been frustrated by high land costs, regulatory constraints, and lack of a consistent commitment to developing Downtown housing.

Objectives

To establish mixed-income neighborhoods with a significant middle income base that can become the vehicle to achieve a jobs/housing balance and help give vitality to Downtown on a 24-hour basis. To increase housing opportunities for all Downtown employees within these neighborhoods. To maintain the commitment to the existing low-income stock.

Interventions

- △ *Adjust regulations to encourage the production of housing in appropriate areas Downtown.*
- △ *Add 18,000 dwellings within the freeway ring and 24,000 dwellings in the immediate periphery of Downtown, all built as part of neighborhood configurations.*
- △ *Develop implementation guidelines which promote community-making by encouraging the design of neighborhoods rather than isolated buildings.*
- △ *Provide for a variety of housing opportunities by income, with an emphasis on the creation of middle-income neighborhoods.*
- △ *Provide for a range of housing project types, including rehab/adaptive reuse, infill and large projects in order to attract small and large investors and developers.*
- △ *Vary housing densities and building types in order to accommodate individuals and families of many kinds.*
- △ *Encourage housing types that are characteristic of the residential traditions of Los Angeles.*
- △ *Promote the development of neighborhood work/live housing, retail, etc. as part of an economic incubation policy.*
- △ *Locate new Downtown neighborhoods adjacent to transit nodes and provide alternate parking standards.*
- △ *Scale down the urban fabric of neighborhoods by controlling the height of buildings and allowing for cross-block pedestrian paseos.*
- △ *Revise regulations to improve and facilitate the construction and rehab of single-room occupancy buildings.*



HISTORIC RESOURCES

Context

Downtown and its significant stock of historic buildings and places are in a serious state of deterioration. This situation affects the economic vitality, the social well being and the physical appearance of all of Downtown. The ability to renovate, restore and reuse these buildings is hampered by long, overly restrictive and costly regulatory processes, the lack of complete historic designation protection, and the absence of a powerful, well-organized constituency advocating the revitalization of Downtown.

Objective

To maintain and reuse one of the largest and most distinguished sets of underused historic buildings in the United States. Downtown's historic assets represent irreplaceable financial and cultural investments and are an important inventory of space in the center of the region.

Interventions

- △ *Clearly designate those historic buildings which should be preserved and prioritized for available funding. Encourage both their rehabilitation and/or adaptive reuse and the development of adjacent available sites.*
- △ *Adapt building, safety and zoning codes to respond to existing building conditions and to ensure predictability in the codes' applications.*
- △ *Incorporate the State Historic Building Code into the LA City Uniform Building Code so that the restoration reuse process ensures certainty and establishes precedent.*
- △ *Establish district-specific preservation policies and programs consistent with the goals of each area. Encourage a mix of uses in developing adaptive reuse projects.*
- △ *Facilitate the construction of parking garages to support new and existing buildings in the Center City, encouraging shared parking between new development and historic buildings.*
- △ *Encourage the programming, rehabilitation and reuse of the significant Movie Palaces on Broadway. Promote Broadway as the primary place for locating future cultural activity Downtown.*
- △ *Establish design criteria and a revolving loan fund to help owners meet seismic upgrading, sprinkler retrofit, and asbestos removal.*
- △ *Create a Development office to promote and market Downtown's historic resources.*
- △ *Encourage the reuse of historic buildings as smaller tenant offices, housing, and educational facilities. Promote the use of historic buildings as incubation projects for office and retail uses.*
- △ *Utilize historic buildings instead of constructing new ones to accommodate new government office space.*
- △ *Continue the 25% density bonus offered to historic buildings under the current TFAR program.*



ENVIRONMENT

Context

Downtown is situated in a physically privileged location, surrounded by hills, with beautiful views to the mountains, possessing one of the most temperate climates in the region. However, like other parts of the basin, it suffers from relatively poor air quality which, in this case, is not ameliorated by vegetation. Downtown economic activities generate a significant volume of solid waste and toxic output little of which is recycled. Air Quality Management District (AQMD) and transit planning efforts underway are directed towards reducing both industrial and mobile-source pollution.

Objectives

To establish Downtown as the region's leader in demonstrating the advantages and benefits of environmentally sustainable development. To reduce the overall environmental impact of additional Downtown residents and workers.

Interventions

- △ *Link environmental issues to economic development by encouraging the establishment of environmental industries, such as recycling, alternative transportation, alternative construction materials, etc.*
- △ *Promote the development of a mixed-use, pedestrian-oriented and dense Downtown in order to improve regional air quality.*
- △ *Stress the further development of Downtown as a means of reducing urban sprawl.*
- △ *Pursue the connection of the Los Angeles River into a regional greenway system.*
- △ *Provide incentives toward more climate-responsive and energy-efficient building designs.*
- △ *Encourage the use of building types that may in time be placed into many uses.*
- △ *Improve the pedestrian streetscape.*
- △ *Develop a toxic collection service and collect waste products for composting.*
- △ *Conserve water resources through design guidelines that offer a variety of water-saving incentives.*
- △ *Establish local agriculture on unused urban land to the degree possible.*
- △ *Use native plants as the dominant landscape palette throughout Downtown.*
- △ *Provide incentives for the use of locally available, non-toxic, recyclable building materials in both new and retrofitted buildings.*



EDUCATION

Context

Good schools are a significant factor in a family's choice of residential location. There are few school facilities in place Downtown, however, and under current regulations it is virtually impossible to plan any new schools at any substantial educational level. Due to the overcrowding of schools surrounding Downtown, children living in Downtown are transported to schools far away from their homes. Education, adult education and retraining are increasingly critical if Downtown families are to be competitive in the job market and enjoy employment mobility.

Objectives

To make education, continuing education and retraining a central aspect of self-improvement and the expression of a common value among the diverse people of the City. To attract residential development Downtown through a strong educational base and community involvement with schools.

Interventions

- △ *Use Downtown's rich history, its buildings, landscape and open spaces as a tool to help educate all in their diversity and common ground.*
- △ *Develop an educational plan based on reasonable projections of the needs of public school students Downtown and in the vicinity. Support educational reform proposals initiated through LEARN.*
- △ *Reserve sites with compatible environs for school development, including existing structures.*
- △ *Establish a magnet elementary school Downtown as part of a middle-income neighborhood building strategy.*
- △ *Develop a Performing Arts Community College in Mid Center City and an Apparel Technology Institute in Lower Center City.*
- △ *Support the expansion of continuing education and training opportunities.*
- △ *Pursue educational code changes allowing the reuse of existing buildings for educational purposes.*
- △ *Establish an extensive network of pre-school and day care centers.*
- △ *Establish Magnet High Schools and Community Colleges relating to Downtown resources and extend art-related educational programs.*
- △ *Encourage a high level of involvement by families and children in environmental education.*
- △ *Support and advocate community involvement with local schools.*



ARTS, CULTURE, AND RELIGION

Context

Downtown is the center of a multi-cultural arts community unrivaled in Southern California. It has been the home of many vigorous worshipping congregations. The arts have been a potent economic force and an integral component in Downtown's revitalization. There is a constant need to create a more hospitable environment for cultural workers and organizations, their patrons and their publics. The lack of such an environment threatens to fragment the arts community and to undermine its strength and influence.

Objectives

To ensure that the arts, culture, and religious congregations remain central to the further development of Downtown. To elevate the arts and cultural activity Downtown to a level which promotes accessibility to all citizens of Los Angeles.

Interventions

- △ Recognize the economic significance and successes of Downtown's existing diverse cultural resources and seek both traditional and non-traditional sources of support.
- △ Encourage the development of a critical mass of arts institutions, facilities and artists' housing both in the traditional artists' loft/gallery area east of Alameda Street and in the Center City.
- △ Support artists housing in adaptively reused historic buildings.
- △ Ensure that the Downtown circulation system serves the existing arts community and the Arts T (along 1st Street and along Broadway).
- △ Develop new cultural, educational and recreational facilities Downtown by utilizing the talents of the artists that live and work there.
- △ Make clear and concise information on Downtown arts activities readily accessible.
- △ Increase opportunities for the arts community to be involved in public activities and in Downtown decision-making.
- △ Represent the art community's needs through a broad-based arts stakeholder group that acts as its advocate.
- △ Increase the vitality and effectiveness of the arts community by encouraging linkages to other institutions and communities through proposed transportation enhancements and special projects.
- △ Create activity linkages with cultural and recreational resources adjacent to Downtown.
- △ Provide planning and zoning assistance to encourage establishment of religious congregations and their association and service offices Downtown.
- △ Provide encouragement for the remaining congregations located in and near Downtown to continue their ministries.

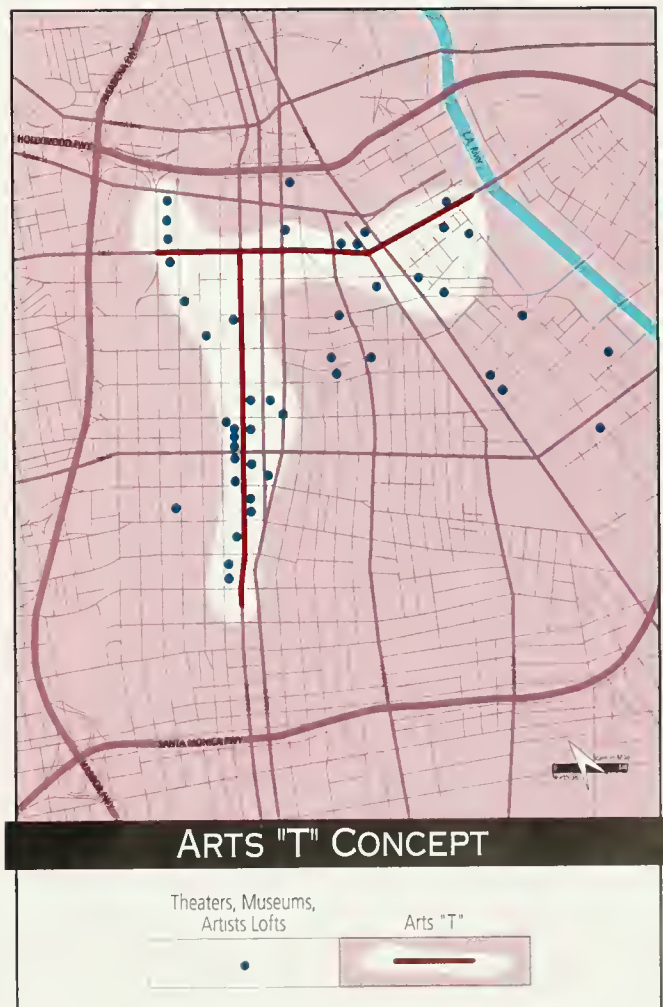


Diagram 2: Arts "T" Concept

NEXT STEPS

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■
NEIGHBORHOOD & DISTRICT STRATEGIES



Changes in the physical environment of Downtown will become evident through the deliberate physical transformation and enhancement of its neighborhoods and districts. Although the Plan recognizes the current economic viability and the historic and social significance of each of Downtown's constituent parts, new development is needed to take advantage of strengths and opportunities and to revitalize areas where appropriate.

Open-ended, long-term objectives are proposed that describe the character neighborhoods and districts will attain individually and as a part of Downtown. Specific recommendations describe either particular policies, particular projects or particular physical outcomes that must be pursued in order to incrementally accomplish the stated objectives for each neighborhood and district.

Priorities for short-term development actions are also emphasized along with their urban design and transportation implications. In the spirit of this Plan, the recommendations are multi-purpose in scope, targeted in focus and catalytic in effect.

Neighborhood and District Strategies are divided into four sections:

◇ **The City**

including the Civic Center, Bunker Hill, the Financial Core, South Park, and the Convention Center.

◇ **The Center City**

including the Upper, Mid and Lower Center Cities.

◇ **The Markets**

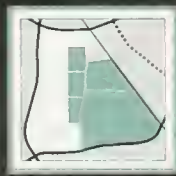
including Central City East and the South Markets.

◇ **Adjacent Areas**

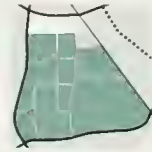
This section also includes various suggestions for the development of parts of the greater Downtown that are located immediately to the north, east, south and west of the DSP project area.



THE CITY



The City contains a rich mix of activities related to government, culture and entertainment, finance and business, housing, sports and tourism.



CIVIC CENTER

Objectives

To strengthen the Civic Center District as the regional center for Los Angeles City, county, state and federal governmental employment and activities.

To encourage the location of public buildings on the civic mall so that the Civic Center District becomes one of the most prominent civic and cultural monuments in the world.

To complete the Civic Center as an architecturally distinctive complex and make the civic mall a more pedestrian-accessible and amenable place befitting its unique symbolic role.

To capitalize on the Civic Center's regional accessibility through all modes of transportation. And to facilitate pedestrian connections between the Center City and the historic El Pueblo and Chinatown neighborhoods and Union Station.

Recommendations

Establish pedestrian-oriented uses along the north-south streets to promote the linkage of surrounding districts through the Civic Center District.

Extend the civic mall to City Hall, and improve its accessibility and visibility by reconfiguring its underground parking ramps to favor the pedestrian. Program it more actively for civic celebrations and events.

Encourage governmental and cultural institutions to locate in this district with a priority on the infill locations adjacent to City Hall and on the civic mall.

Identify and commemorate sites of significance to the early history of Los Angeles.

(See also Downtown-Wide Strategies, especially Office Market, Arts and Culture, Tourism)



BUNKER HILL

Objectives

To reinforce the Bunker Hill District as the dominant center for legal, financial and other corporate services for Southern California and the Pacific Rim. To uphold its position as a major employment node in Los Angeles County. To maintain its cultural institutions at a world-class level in order to continue attracting citizens from all over Southern California.

To establish in the district vibrant neighborhoods containing a variety of housing types and community facilities and to continue the development of commercial/office space.

To promote a pedestrian network within a framework that accommodates large buildings and a variety of open spaces.

To link Bunker Hill and surrounding neighborhoods and districts through a coherent pedestrian network; and to link Bunker Hill to the region through the rail transit network.

Recommendations

Review and amend the Bunker Hill Design for Development to permit a density increase to 6:1 FAR, locating this additional density near rail transit stations.

Use 25% of this increased density for residential construction concentrated primarily along Second and Third Streets connecting to the Upper Center City. Include appropriate retail and community facilities in order to transform existing clusters of housing into a residential neighborhood.

Encourage more finely-grained mixed-use development oriented to streets.

Identify and commemorate sites of significance to the early history of Los Angeles. Support the formation of an Angel's Flight/Bunker Hill museum.

Limit parking to 0.75 spaces per 1,000 square feet of office space. Existing development with a higher parking ratio should be permitted to lease this parking to new development in-lieu of these new projects providing the required parking.

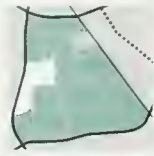
Support the building of new hotels to serve the convention center and to strengthen the Downtown hotel district.

Advocate the routing of a light rail transit connection link through this district.

Rebuild and extend Second Street and realign Flower Street in order to encourage the integration of local pedestrian and vehicular movement. Construct the first phase of the Avenida and Boulevard networks on Olive and Hill Streets and First Street respectively. Complete the Angel's Flight project and construct additional "Flights" at Second Street between Olive and Hill and at Third Street between Hope and Flower.

Increase pedestrian orientation in the district by prohibiting new pedways and selectively removing existing ones. Redetail highway-standard streets, retrofit existing buildings with pedestrian-oriented uses along the sidewalks, and continue to develop Grand Avenue as a major cultural/commercial corridor.

(See also Downtown-Wide Strategies, especially Office Market, Arts and Culture, Transportation and Residential Neighborhoods)



FINANCIAL CORE

Objectives

To maintain the Financial Core District as the premier and most dense location for commercial office space, hotels and retail in Downtown as well as a source of employment opportunities for residents in Downtown, adjacent neighborhoods, and the region.

To provide for a rich mix of sidewalk-focused activities on Seventh Street during the evening hours.

To develop new building and open space projects that recognize the character of this district as a urban center depending on pedestrian activity.

To take advantage of the district's easy access to two mass transit rail lines, the freeway system, and major boulevards that connect Downtown to the region.

Recommendations

Use the tens of thousands of people working in this district to generate night life, by coordinating and advertising institutional programming and by attracting and promoting evening and weekend uses.

Improve the Financial Core's retailing sector by:

- Δ *supporting the 7th Street retail district;*
- Δ *providing free maps of retail attractions for Downtown workers and visitors;*
- Δ *instituting a retail-oriented bus loop that links the Convention Center, Seventh Street, Broadway, and the Markets;*
- Δ *developing a thorough district-wide retail and marketing strategy.*

Market and promote the entire district and all types of office space as well as individual office buildings.

Improve the pedestrian orientation of the district by requiring 15-foot minimum width sidewalks throughout, active ground floor uses, and pedestrian-scaled landscaping and improvements on Olive and Hill Streets.

Construct the first phase of the Avenida network on Olive and Hill Streets.

Encourage the location of a rail transit connector through this district in order to stabilize office retention.

Support the building of new hotels to serve the convention center and to strengthen the presence of the hotel district.

Eliminate all programs promoting the continuation of the pedways system.

(See also Downtown-Wide Strategies, especially Office Market, Retail Base, Open Space, and Governance)



SOUTH PARK

Objectives

To establish neighborhoods offering a wide variety of housing choices interspersed with community and commercial buildings.

To provide a major open space focus for South Park's residential neighborhoods and establish a network of well-landscaped streets, mini-parks and mid-block paseos in order to create a garden city environment.

To generate an urban fabric of small and medium size buildings which maintains existing significant historic buildings and incorporates new development.

To develop office and commercial projects in the vicinity of existing employment nodes such as the Transamerica area.

Recommendations

Provide a supermarket and other community facilities such as an elementary school, places of worship, day care centers, community police stations, meeting halls and mini-parks to serve the district's residents.

Establish predominantly middle income, mixed-use neighborhoods organized around a five minute walking distance to a neighborhood focus. Three such neighborhoods should be formed, each containing 2,500 to 3,000 dwellings and bounded by 8th Street, Olympic, Pico, and the Santa Monica Freeway.

Prepare implementing documents that coordinate land use, density, and building/open space standards consistent with the recommendations of the Strategic Plan.

Amend existing building and zoning codes and floor-areas-ratio regulations to encourage a variety of housing construction types and densities.

Construct a new square occupying a full city block as a part of the civic open space network of Downtown. Provide programmed uses on the square to serve the South Park residents, employees and visitors.

Complete the Hope Street Promenade as a well landscaped mixed-use street detailed for the pedestrian and linking South Park neighborhoods to the Financial Core.

Encourage mixed-use commercial projects in the vicinity of existing employment nodes such as the Transamerica area and rail transit stations.

Encourage the rehabilitation and adaptive reuse of historic buildings. When possible, incorporate historic buildings into new development projects.

Establish on-going, community-based programs to address issues of graffiti, litter, crime and beautification.

(See also Downtown-Wide Strategies, especially Governance, Open Space and Residential Neighborhoods)



CONVENTION CENTER

Objectives

To maintain the Convention Center as the region's preeminent, state-of-the-art facility.

To generate a convention center district that links the facility with surrounding neighborhood and districts and provides access to the retail and community activities of the Financial Core and South Park.

To fully develop all streets and parks to accommodate outdoor activities and to provide pedestrian linkages between this district and the rest of Downtown.

To provide convention visitors with convenient transit access to all of Downtown's significant retail and tourist attractions.

Recommendations

Prepare a comprehensive convention accommodation strategy that combines a convention hotel with existing and proposed Downtown hotels to help satisfy room demand generated by the Convention Center.

Provide convention-supported activities adjacent to the Convention Center and entertainment, shopping, and other tourist attractions nearby to ensure a supportive environment for the facility.

Increase pedestrian activity between the Convention Center and the Financial Core via a well developed, tree-lined, pedestrian-friendly Figueroa Street, thus eliminating the perception that the facility is isolated.

Increase pedestrian activity between the Convention Center and South Park by a series of landscaped streets, with an emphasis on 12th Street.

Make the Convention Center highly accessible to the rest of Downtown through the DASH Broadway Circulator and the rail transit system.

(See also Downtown-Wide Strategies, especially Transportation, Employment Development, Tourism, and Retail Base)



THE CENTER CITY



The Center City includes Los Angeles' historic commercial core and the theater district, dating to the beginning of the century. This is the most unique and architecturally distinguished place in Southern California. It contains a concentrated retail corridor and a scattered array of office, housing and industrial uses.



UPPER CENTER CITY

Objectives

To establish this 12-block district as the link between four neighborhoods — Bunker Hill and Little Tokyo, the Civic Center and Mid Center City — making it the most critical area for development Downtown.

To develop a mixed cluster of housing, offices, art & cultural facilities and stores, beginning with locations that offer advantages of accessibility and utilize historic resources.

To revitalize this district in a manner that respects its traditional urban form. To take advantage of new and proposed mass transit improvements and, through them, enhance its pedestrian character.

Recommendations

Establish urban design guidelines and set up preservation priorities that strike a balance between historic preservation and new development.

Encourage fine-grained, mixed-use infill projects around significant historic buildings, parks and transit stops. Restore and adaptively reuse designated historic buildings for uses such as, government offices. Anchor predominantly employment uses on corner sites.

Develop Broadway and Spring Streets as the two signature streets of this district. Develop Main Street and its adjacent east-west streets with residential uses and neighborhood amenities. Develop Hill Street with mixed uses that encourage easy access to and from Bunker Hill.

Connect Upper Center City with Bunker Hill by completing Angel's Flight and the development of the Grand Central Square Block. Concentrate future growth on the Fourth and Hill Street Red Line Station.

Adjacent to St. Vibiana Cathedral, establish a residential cluster with appropriate open space, retail and community facilities.

Locate the principal north-south route of the Downtown circulator system on Broadway and couple its construction with streetscape improvements. Locate a Blue Line Downtown connector station in the vicinity of 3rd and Main/Spring Streets. Crucial sidewalk and roadway improvements along Broadway, especially between 2nd and 9th Streets, must be implemented concurrently with the implementation of the transit projects. Moreover, if the proposed public transit projects are delayed or deferred, implementation of the sidewalk and roadway improvements must then proceed independently.

Link east-west mid block paseos and gallerias into a network that provides easy pedestrian access through the area, is activated by retail and institutional uses and is appropriately secured at night. Use alleys for service and parking access and make them secure at all times.

(See also Downtown-Wide Strategies, especially Safety, Cleanliness, Historic Resources, Office Market, and Transportation)



MID-CENTER CITY

Objectives

To focus Downtown's entertainment and arts activities, and also the region's jewelry industry which is located in this district, and to make Mid-Center City one of the most exciting 24-hour areas in Los Angeles.

To make this district the focus of urban pioneering by encouraging historic building conversions into housing, office and art & cultural uses.

To revitalize this district in a manner that respects its traditional urban form.

To construct transit improvements such as the Broadway electric trolley line, as well as a network of mid-block paseos designed to attract people to this area.

Recommendations

Encourage a fine-grained mix of retail, entertainment, cultural, restaurant and housing uses to create activity 24-hours a day.

Restore and adaptively reuse the designated historic buildings, emphasizing uses such as office space for small incubator and support businesses, governmental agencies, housing, artist lofts and, particularly on Main Street, community and commercial facilities.

Establish urban design guidelines and set up preservation priorities that strike a balance between historic preservation and new development.

Restore and utilize existing historic theaters to serve as a centerpiece for Downtown's entertainment and performing arts activities. Connect by rail to regional entertainment venues in Hollywood, North Hollywood, Burbank, etc.

Attract arts facilities to Broadway as part of the First Street/Broadway "Arts T" District.

Rehabilitate the upper floors of the Broadway/Spring Arcade building into a Magnet Performing Arts Community College and artist lofts.

Actively market Broadway's ethnic retail to a broad range of shoppers, and encourage restaurants and cafes along the street to attract office workers and tourists.

Establish a network of mid-block paseos and galleries that are lined with pedestrian activity.

Locate the principal north-south route of the Downtown circulator system on Broadway and couple its construction with streetscape improvements.

Put into effect a secure and gated alley policy allowing for safe service and parking access.

(See also Downtown-Wide Strategies, especially Safety, Cleanliness, Historic Resources, Arts and Culture)



LOWER CENTER CITY

Objectives

To establish the Lower Center City District as the Fashion District of the region, drawing local, national, and international shoppers and visitors.

To develop the district as a critical link between South Park, Mid Center City and The Markets; to focus on uses and projects that support the garment and apparel industry anchored by the California Mart.

To develop apparel industry buildings which emphasize their contact with the street in order to make them more accessible to the public.

To link easy parking and mass transit to a pedestrian network so that the Lower Center City becomes accessible and safe.

Recommendations

Establish this area as the hub of regional fashion activity by supporting and networking industry activities anchored by the California Mart. Support the renovation and expansion of the California Mart.

Encourage the development of hotels, restaurants and cafes that help support the fashion and garment industry. Establish an Apparel Technology Institute in this district to compliment the Fashion Institute.

Establish urban design guidelines and set preservation priorities that strike a balance between historic preservation and new development.

Adaptively reuse the Herald Examiner Building as a fashion museum, gallery, and premium quality housing. Promote the Mayan and Belasco Theaters as venues for entertainment and fashion-related functions.

Construct a "Fashion Park" across from the California Mart that celebrates the fashion industry and marks the southern terminus of the arts and entertainment district of Broadway with a landmark fashion-related electronic billboard.

Allow the mixing of garment-related manufacturing uses in historic structures, such as the May Company building, with other uses. Preserve public access into unique interior rooms.

Locate the principal north-south route of the Downtown circulator system on Broadway and couple its construction with streetscape improvements.

Put into effect a secured and gated alley policy allowing for safe service and parking access.

(See also Downtown-Wide Strategies, especially Safety, Cleanliness, Industrial Base and Historic Resources)



THE MARKETS



The Markets contains a large and vital array of manufacturing, distribution and wholesale businesses along with related retail marts. Major social service institutions, housing clusters and various historic resources are also located here.



CENTRAL CITY EAST

Objectives - Area Wide

- To provide a safe and clean environment for all in the neighborhood.
- To become an area in which housing, social services and industry can coexist and mutually reinforce each other's goals.
- To maintain existing industries and encourage them to grow and attract new businesses, thereby increasing the economic vitality of Downtown.
- To enable housing and social services to more effectively serve the people of the area.
- To increase employment opportunities for Central City East (CCE) residents in the area's businesses.
- To establish a tangible neighborhood identity and focus for the industries, social services and residents of the districts.
- To make the district accessible by shuttle, bus and rail transit to the rest of Downtown and the region.

Recommendations - Area Wide

Continue neighborhood-based policing, and include input from businesses, property owners, service providers, and residents in developing safety programs. Create a labor pool of residents for a neighborhood clean-up program. Provide free, secure, well-monitored, permanently plumbed toilets in the neighborhood.

Establish a community advisory committee of representatives of businesses, housing and social services providers to regularly meet and confer on important issues facing the neighborhood.

Improve and coordinate the regulatory environment, including the efficient processing of permits and the removal of the truck ban proposal for the Markets area.

Establish a Federal Enterprise Zone and a Foreign Trade Zone in the Markets area including both CCE and South Markets. Establish low-rent industrial condos for small-scale/entrepreneurial businesses. Identify sites for new markets. Maintain the existing zoning.

Establish a public-private partnership with industries in CCE and their shippers to improve trucking and rail goods movement logistics (such as truck staging areas, dispatch centers, information systems, etc.). An integral part of this strategy should be the enhanced port accessibility provided by the Alameda Consolidated Transportation Corridor Project.

Fully implement the new Los Angeles Services Authority, a new five-year commitment of the City and the County of Los Angeles

to jointly establish county-wide policy and coordination for homelessness and social services in order to better balance and provide for the neediest populations throughout the County. Establish a social services consortium to coordinate provider programs and improve the link between services and the needy. Increase services to treat substance abuse.

Support the existing balance between industrial and housing/social service uses.

Advocate routing a light rail transit connection link through this district.

Create a job training facility utilizing the area's businesses to train the area's residents.

Develop urban design guidelines which reinforce the historic character of the district.

Develop support services for local workers and residents.

(see also Downtown-Wide Strategies, especially Safety, Cleanliness, Industrial Base, Homelessness & Social Services)

Seafood, Cold Storage Market

Objectives

To maintain Downtown as the center of the seafood industry, to increase wholesaling activity and expand into retail marketing.

To update existing, outdated facilities and to improve access, loading, and parking for the area.

Recommendations

Create a retail element of the seafood industry.

Establish a fund for small-business loans to allow seafood industries to update their plants and equipment.

Build district-serving parking facilities and improve goods movement.

Toy and Small Electronics Market

Objectives

To maintain and expand the toy and small electronics import/export and wholesale sales industry.

To create a pedestrian-orientated environment and to improve parking, loading, and access.

Recommendations

Create a wholesale toy mart with up-to-date loading facilities and secure parking for both employees and customers, accessible to rail transit stops.

Continue street-oriented wholesale/retail businesses with improved signage and streetscape. Maintain the low-rise, small scale character of the neighborhood.

Establish parking facilities with ground floor businesses. Reform on-street parking regulations to allow both retail and wholesale shoppers less restricted parking.

Other Industries

Objectives

To encourage printing, warehousing and a variety of other wholesaling, distribution and manufacturing businesses to remain and grow.

To attract new growth industries to locate in this district.

To improve existing outdated facilities and update access, loading, and parking facilities.

Recommendations

Establish a fund for small business loans to allow these industries to update plant and equipment.

Improve safety and sanitation services.

Housing and Social Services

Objectives

To provide safe and secure housing which is affordable to the residents of the area. To continue to reinforce the neighborhood clusters of housing and services with infill housing, services, programs, and amenities.

To provide those social services which are needed by the area's residents.

Recommendations

Continue the rehabilitation of existing housing under non-profit ownership and management. Extend the moratorium on "Single Room Occupancy" building demolitions. In the area west of San Pedro Street, allow new housing which is affordable to neighborhood residents. Provide affordable infill housing east of San Pedro Street, in areas of existing housing clusters, while not increasing the total number of units and/or shelter beds in that area.



SOUTH MARKETS

Objectives - Area Wide

Discourage the addition of new shelter beds that do not provide 24-hour service in the area. Provide opportunities for daytime activities for the neighborhood including day centers, job-training centers, libraries, etc. Provide programmed and managed open spaces for recreational, cultural and survival needs including restroom and storage facilities.

Outreach to those who live on the streets to provide needed assistance. Continue needs assessments to match social services to the changing needs of people living in the neighborhood. Establish a social services consortium to encourage continued and improved communications between the area's social service providers and to coordinate their services. Increase services county-wide to treat drug and alcohol addiction.

Establish a shuttle system which can connect people with services both inside and outside the neighborhood.

Establish a town center or "common" that provides an open space, retail, and other neighborhood services.

On a trial basis, provide experimental and other alternatives to living on the street such as: "maximum tolerance" facilities of various kinds for people who, for various reasons, tend not to use conventional shelters. Increase the number of facilities providing 24-hour-a-day services.

To provide a safe and clean environment for all in the neighborhood.

To maintain and expand Downtown's economic diversity by enhancing and promoting Downtown's distinctive industrial character.

To design extraordinary pedestrian-oriented facilities that attract increased numbers of shoppers.

To maintain the industrial character of the buildings and streets of this district.

To develop easy pedestrian, transit and trucking access to the area for the benefit of both the industries and the wider public.

To maintain and rehabilitate existing housing including artists' lofts.

To make the district accessible by shuttle, bus and rail transit to the rest of Downtown and the region.

Recommendations - Area Wide

Develop a set of architecturally distinctive indoor/outdoor markets for the flower, produce, and garment industries.

Improve access to and through the area by extending the Blue Line along San Pedro Street, connecting Olympic Boulevard through the Markets district and detailing the Alameda Consolidated Corridor as a pedestrian friendly boulevard.

Establish a public-private partnership with industries in Central City East (CCE) and their shippers to improve trucking and rail goods movement logistics (such as truck staging areas, dispatch centers, information systems, etc.). An integral part of this strategy should be the enhanced port accessibility provided by the Alameda Consolidated Transportation Corridor Project.

Improve and coordinate the regulatory environment including the efficient processing of permits and the removal of the truck ban proposal for the Markets area.

Establish development standards that promote pedestrian-oriented facilities and small-scale buildings that reinforce the existing character of the district.

Establish a Federal Enterprise Zone and a Foreign Trade Zone in the Markets area including both CCE and South Markets. Establish low-rent industrial condos for small-scale entrepreneurial businesses.

Advocate the routing of a light rail transit connection link through this district.

Develop support services for local workers and residents.

(see also Downtown-Wide Strategies, especially Safety, Employment Development, Industrial Base and Retail Base)

Flower Market

Objectives

To maintain the Flower Market as the premiere regional showcase of flowers from around the world. To improve access, loading, and parking in this area.

To make the Flower Market more visible, accessible and appealing to the general public. To create a distinct area identity.

Recommendations

Establish new loading and parking facilities for the Flower Market.

Continue bike patrols and community-based policing.

Create a street-oriented retail component of the Flower Market including flower shops, restaurants, and cafes. Create a street identity of the Flower Market on both Seventh and Eighth Streets. Establish streetscaping and facade improvement programs which will make the area more inviting for retail customers.

Produce, Food Processing & Wholesale Groceries Market

Objectives

To maintain and expand the produce industry to keep pace with the growing needs of the region.

To improve access, loading, and parking.

Recommendations

Upgrade facilities including rehabilitation of existing buildings and construction of new structures. Establish small-business loan funds to finance improvements.

Construct shared parking facilities with ground floor industrial uses.

Garment Market

Objectives

To maintain and expand Downtown's preeminence as the center for trend-setting fashion design, manufacture, wholesaling, and showcasing.

To create a pedestrian-oriented environment that is clean and safe.

To maintain and upgrade existing historic resources.

Recommendations

Link initiatives and improvements in this area to the suggested expansion and renovation of the California Mart in the Lower Center City.

Establish a clean-up, security, and information corps to aid visitors to the area.

Create design guidelines for the area including storefront and signage design. Develop a new mini-park and undertake streetscaping improvements including trees, signage, and street furniture.

Other Industries

Objectives

To encourage printing, warehousing, electronics and variety of other wholesale, distribution and manufacturing businesses to remain Downtown and to grow.

To attract new growth industries to locate in this district.

To improve existing outdated facilities.

To update access, loading and parking facilities for the area.

Recommendations

Establish a fund for small business loans to allow these industries to update their plants and equipment. Improve safety and sanitation services.



ADJACENT AREAS



Downtown Los Angeles is physically bounded and defined by a freeway ring. Many physical and social disconnections are induced by these freeways. Further, as a result of the Downtown Strategic Plan Advisory Committee's mandate, a number of important districts are not included within the designated boundaries of this Plan. These include Little Tokyo, Chinatown and El Pueblo, Central City West and Riverview. These complications notwithstanding, the physical linkage and the continuing integration of Downtown into the life of its surrounding neighborhoods is a major objective of the Downtown Strategic Plan.

The future growth of downtown will clearly impact adjacent areas of the City of Los Angeles. Similarly, economic, physical and social change in these adjacent areas could seriously impact Downtown as well. The following neighborhood and district strategies are offered in the interest of coordinating policies and taking advantage of significant development opportunities in the greater downtown.

North

- △ Reestablish the historic connection between the Center City and El Pueblo by decking the Hollywood Freeway.
- △ Reconstruct El Pueblo neighborhood as a major tourist attraction and a living place.
- △ Accommodate 12,000 dwelling units in neighborhood configurations in El Pueblo and the Central City North area north of the Hollywood Freeway.
- △ Transform Fort Moore into a major park shared between Chinatown and Downtown.
- △ Encourage the further development of Chinatown into a safe, clean and green series of neighborhoods.
- △ Link Elysian Park to Downtown through DASH or other shuttles. Connect Dodger Stadium to the rail transit system through the Chinatown rail transit station.
- △ Identify and commemorate sites of significance to the early history of Los Angeles.

East

- △ Design future light rail connections through East Los Angeles to increase the access of its citizens to Downtown jobs, culture and entertainment.
- △ Advocate the location of the future Los Angeles central station for the high-speed train in or adjacent to Downtown.
- △ Develop Olympic, First and Sixth Streets as beautifully landscaped avenidas to better connect Downtown with East Los Angeles.
- △ Preserve and maintain historic bridges on the Los Angeles River as significant historic resources.
- △ Develop the Los Angeles River as a riverside park on the eastern portion of its length in this area.
- △ Incorporate Riverview, the entire district east of Alameda, into Downtown through the open space network and by the many transportation systems that are proposed in this Plan.
- △ Develop Riverview into an area of new industrial facilities accompanied by the careful reuse of its historic building stock for artists' live-work and other residential facilities.
- △ Rebuild Alameda Street as a beautiful high volume boulevard to satisfy its many urban design, open space, and transportation requirements.

South

- △ When the physical and visual barrier that is the Santa Monica Freeway is eventually rebuilt, it should be submerged and capped with a major regional park. Such a park and the civic buildings surrounding it could become a shared resource between Downtown and its southern neighbors.
- △ Develop the Figueroa corridor as a major employment center paralleling future rail transit all the way to Exposition Park.
- △ Utilize the facilities of The University of Southern California, Los Angeles Trade Tech and future adult educational facilities on the Figueroa corridor to establish one of the most intense learning, training and re-training networks in Southern California.
- △ Extend the avenida and boulevard system southward to heighten the sense of access from South and South Central Los Angeles to Downtown.
- △ Develop the Olympic Auditorium as a major cultural focus for the community.

West

- △ Establish good pedestrian connections on the ground across the Harbor Freeway.
- △ Accommodate 12,000 dwelling units in neighborhood configurations in open land west of the Harbor Freeway.
- △ Reinforce the Wilshire corridor with new office development outside the central business district.
- △ Connect the west-side of the Harbor Freeway into Downtown through a loop in Downtown's internal circulator system.
- △ Connect this adjacent area into Downtown through an open space network of avenidas, boulevards and civic parks that are extensions of the ones already established Downtown.



PROJECT STRATEGIES



This plan depends for its eventual success on the execution of catalytic projects. Although all of the recommended projects may not be executed in fact, it is important that in the future, and as major development unfolds in the City, all projects be conceived and executed in catalytic terms.

The particular catalytic projects chosen offer high economic, urban design and quality-of-life benefits. Their locations were determined by needs and opportunities existing within particular neighborhoods and districts. The positive synergistic effects that such projects were likely to have on the Downtown as a whole were also seriously considered.

Particular parties and organizations were identified to pursue the implementation of these projects. Each project will be properly executed through taking advantage of existing investments and empowering particular interests and constituencies.

For some projects, their location on a particular site is critical to their success. In other cases, the site is merely illustrative of the kind of context that should eventually be considered. It is the intent of the plan that public initiative in the form of incentives and the expediting of approvals and, when necessary, funding subsidies will catalyze significant further private investments in the immediate vicinity of all catalytic projects. It is through this cycle of public and private cooperation that Downtown will continue to prosper.

A number of very important catalytic projects are currently under construction Downtown. Carried out as significant public/private initiatives, they are conceived very much in the spirit of the economic and physical change that this plan is advocating. They should, therefore, be considered as precedents and as significant early accomplishments in the effort to revitalize Downtown. These include:

- △ Metrolink & Red Line Rail Transit
- △ Disney Concert Hall
- △ Los Angeles Central Library Renovation and Expansion
- △ Los Angeles Convention Center Expansion
- △ Pershing Square Renovation
- △ Grand Central Square Phase I and Angel's Flight
- △ Grand Hope Park and South Park Neighborhood Phase I

Additional catalytic projects were nominated by the Downtown Strategic Plan Advisory Committee through a complex set of criteria that included considerations of programmatic need, location, previous or promised private investment, potential sponsorship by existing institutions, catalytic potential, etc.

Each of the catalytic projects has its primary origin in one of the four categories around which the Downtown-Wide Strategies were formed — economy, equity, access, community — while addressing all of the categories simultaneously as well.

Projects listed under **Economy** are meant primarily to generate extensive economic benefits for Downtown, the inner city and the region. Projects placed under **Community** are directed to address the challenge of providing significant residential and neighborhood service options Downtown. Projects organized under **Access** are meant to respond to the most pressing transportation needs of Downtown and to leverage open space improvements through transportation expenditures. Finally, as all projects were judged to contain significant social equity components, no individual project was listed in that category.

These projects are intended to directly achieve the primary objectives of the Plan and to stimulate further actions. It is important that some projects in each of the following three clusters go forward immediately and that others follow soon thereafter.

◇ **Economy**

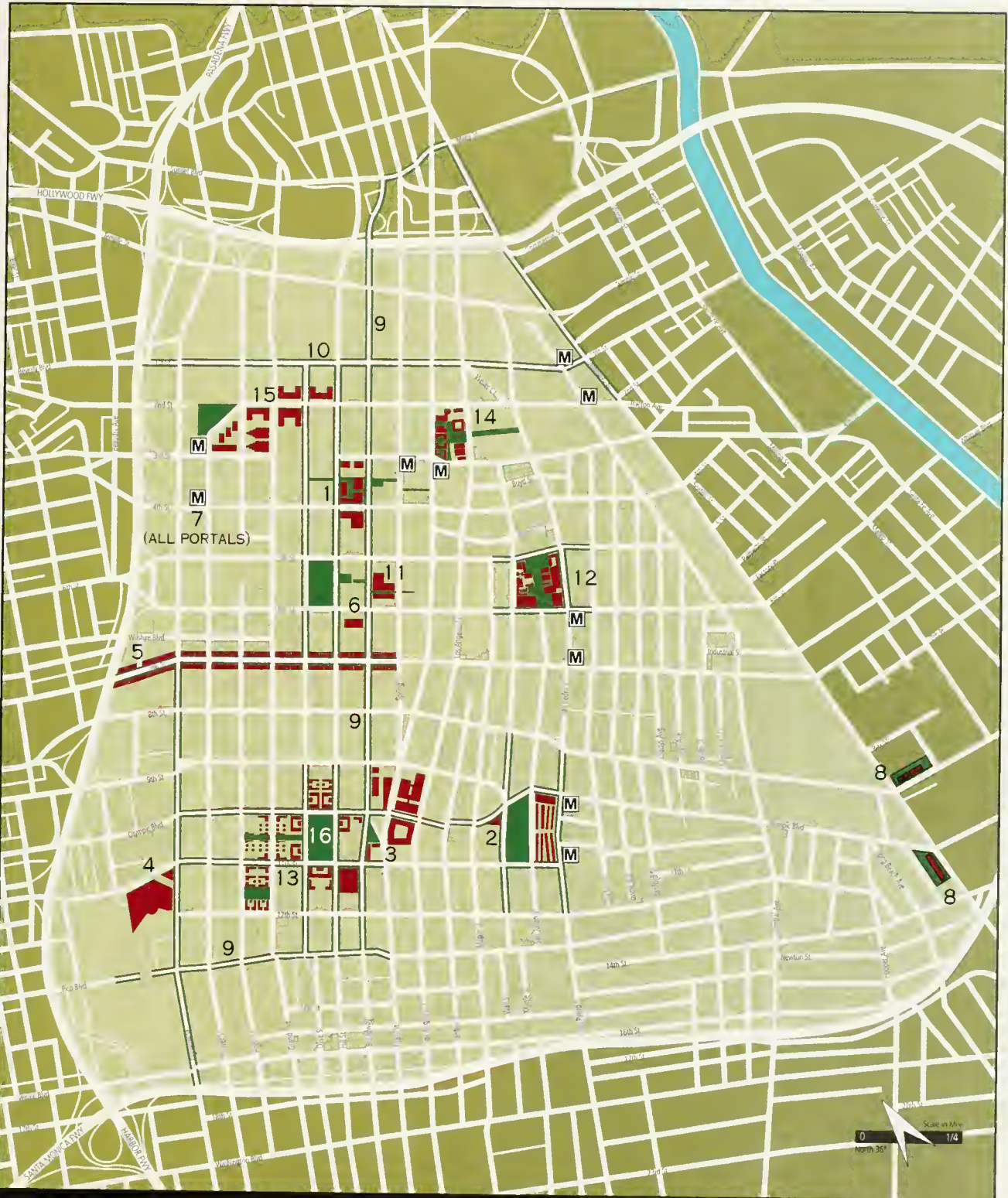
1. Grand Central Square-Phase II
2. Market Square
3. California Mart Renovation & Expansion
4. Convention Headquarters Hotel and Hotel District
5. 7th Street Retail District
6. Broadway Theater Entertainment District

◇ **Access**

7. Downtown Rail Transit Alignments
8. Eastside Truck Staging & Traffic Management
9. Broadway Circulator & Streetscape Improvements
10. Hill, Olive and First Street Streetscape Improvements

◇ **Community**

11. Broadway/Spring Arcade Building Renovation
12. San Julian Commons
13. South Park Neighborhood-Phase II
14. Plaza St. Vibiana
15. Bunker Hill Neighborhood
16. South Park Square



CATALYTIC PROJECTS

Metro Portals/Stops


NEXT STEPS

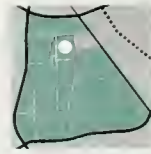
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PROJECT STRATEGIES
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Figure 3: Catalytic Projects



ECONOMY



GRAND CENTRAL SQUARE PHASE II

Upper Center City District

Purpose

One of the most urgent and unattended issues Downtown is the revitalization of the Historic Core, now in a state of advanced economic and physical decay. The Grand Central Square / Phase II project can become a model for Community Redevelopment Agency/ Metropolitan Transit Association joint development throughout Downtown. The private investment already in place for Phase I can be leveraged to stabilize the whole district. The housing component of Phase II can also become a model for housing development in the reuse of historic buildings Downtown. The extraordinary public facilities in and around this project can become regional attractions by their connection to the rail transit system.

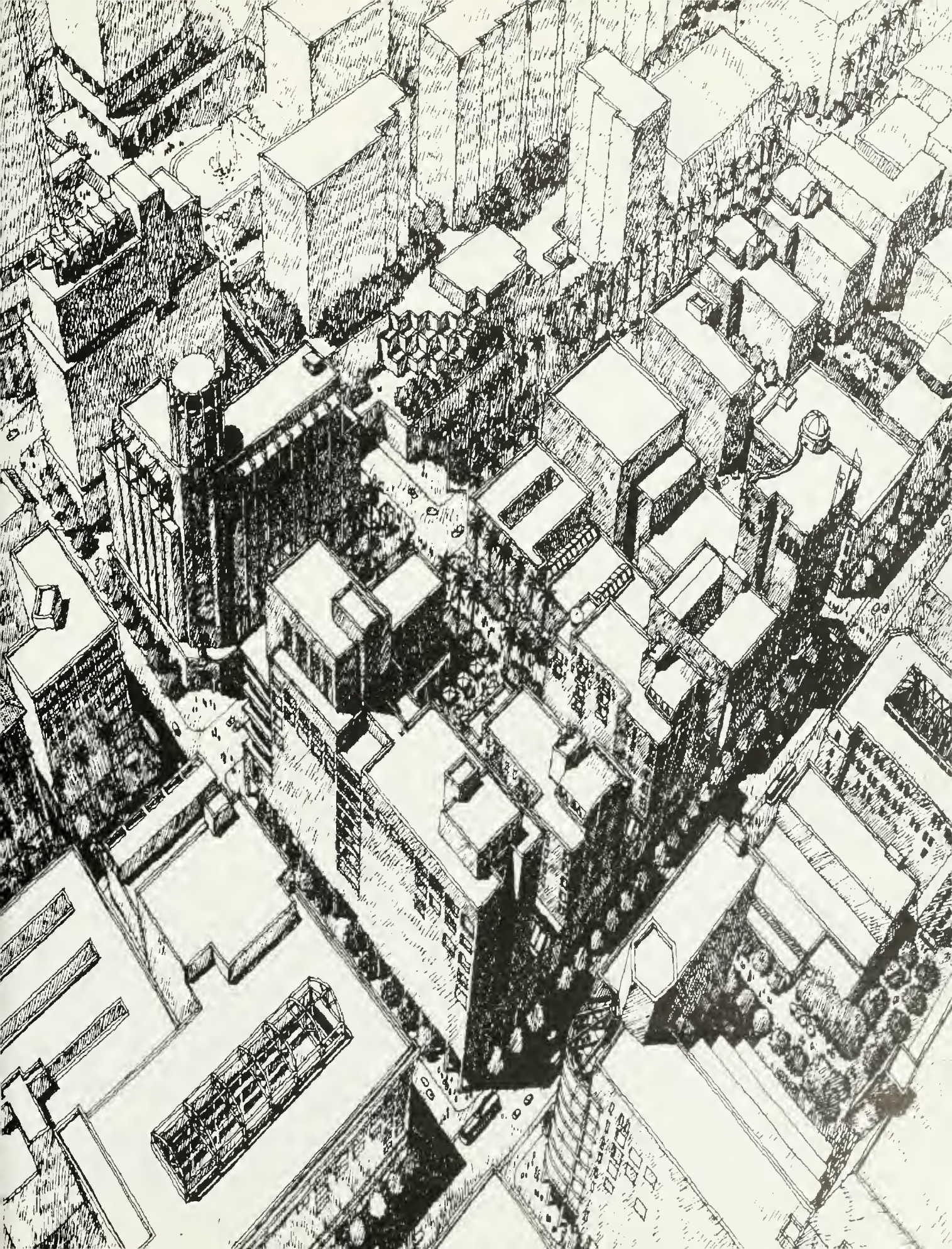
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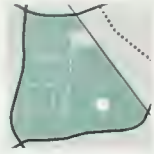
The project includes a great variety of building and open space programs in a compact, pedestrian-friendly configuration, and in direct connection to the Red Line transit system. The Luby Building may be renovated and/or added to. Office facilities for a major government entity may be provided on Fourth Street. The mid-block open space adjacent to the Grand Central Market will be formed into a major outdoor square. Infill buildings for housing or commercial office uses will be built on Broadway between Third and Fourth Streets.

The project will take advantage of the 4th and Hill Red Line transit station, the future Broadway Circulator, and the restoration of Angel's Flight to attract thousands of additional pedestrians to this location every day. It is adjacent to the Bradbury Building and Grand Central Market renovations which form the seed for an architecturally attractive and pedestrian-active area. It will augment existing parts of a mid-block paseo system that include the Bidley Mason Park and Parking Garage, and the Grand Central Market Building.

Benefits

- △ *Creates significant employment opportunities in the Center City.*
- △ *Establishes for the first time a viable mixed-use, pedestrian district comprised of new and old buildings in the Center City.*
- △ *Restores attractive and convenient pedestrian connections between Bunker Hill and the Center City along Third and Fourth Streets and through a mid-block paseo system.*
- △ *Stimulates further development of housing and office uses especially along Third and Fourth, Broadway and Spring Streets.*





MARKET SQUARE

South Markets District

Purpose

The economic vitality of the Markets is essential to the revitalization and prosperity of the rest of Downtown. Market Square can help anchor and define a concentration of unique regional retail markets attached to each of the wholesale industries of Downtown. These markets, existing and proposed, will be pedestrian and public in orientation and will also be connected through the rail transit system to the rest of Southern California. Because of their locations in the geographic center of Downtown, the markets will become an important vehicle for bringing new life Downtown and arresting the physical decay of the Center City.

Description

This catalytic project will initiate a retail indoor/outdoor market selling produce, fish, meat and flowers, seven days a week. Restaurants and cafes located across adjacent streets will service its employees and patrons. The project will also refurbish the old produce terminal for more efficient wholesale and office use and will provide an attractive visual focus and backdrop for the square.

The east and west portions of Olympic Boulevard will be linked to create a major east-west traffic connection critical to the area and to transportation in greater Downtown.

Market Square is one of four civic squares, planned in conjunction with 25 miles of pedestrian-oriented Avenidas and Boulevards, that will significantly extend the public realm of the Downtown.

Benefits

- △ *Creates a variety of jobs accessible through many modes including the rail transit system.*
- △ *Reinforces the idea of "The Markets" by providing a new pedestrian-oriented regional retail market Downtown adjacent to the Garment District.*
- △ *Contributes to the building of a Downtown image defined by a network of avenidas and squares.*
- △ *Provides identity in a place that is currently ill-defined.*
- △ *Establishes an important east-west road link through Downtown.*
- △ *Is enabled by the construction of the Olympic Boulevard realignment and the San Pedro Street extension of the rail transit system.*







CALIFORNIA MART RENOVATION AND EXPANSION

Lower Center City District

Purpose

Retaining the major industries of Downtown is a principal priority of the Downtown Strategic Plan. The California Mart project can greatly reinforce the Lower Center City as the focus of the fashion industry of the West Coast. It aims to meet the Mart's current and future needs, and to maintain garment related uses at the center of transportation facilities and a vast employment pool. The renovation and expansion projects will improve existing facilities, enlarge the volume of the mart itself, and connect it to surrounding service, educational and residential activities.

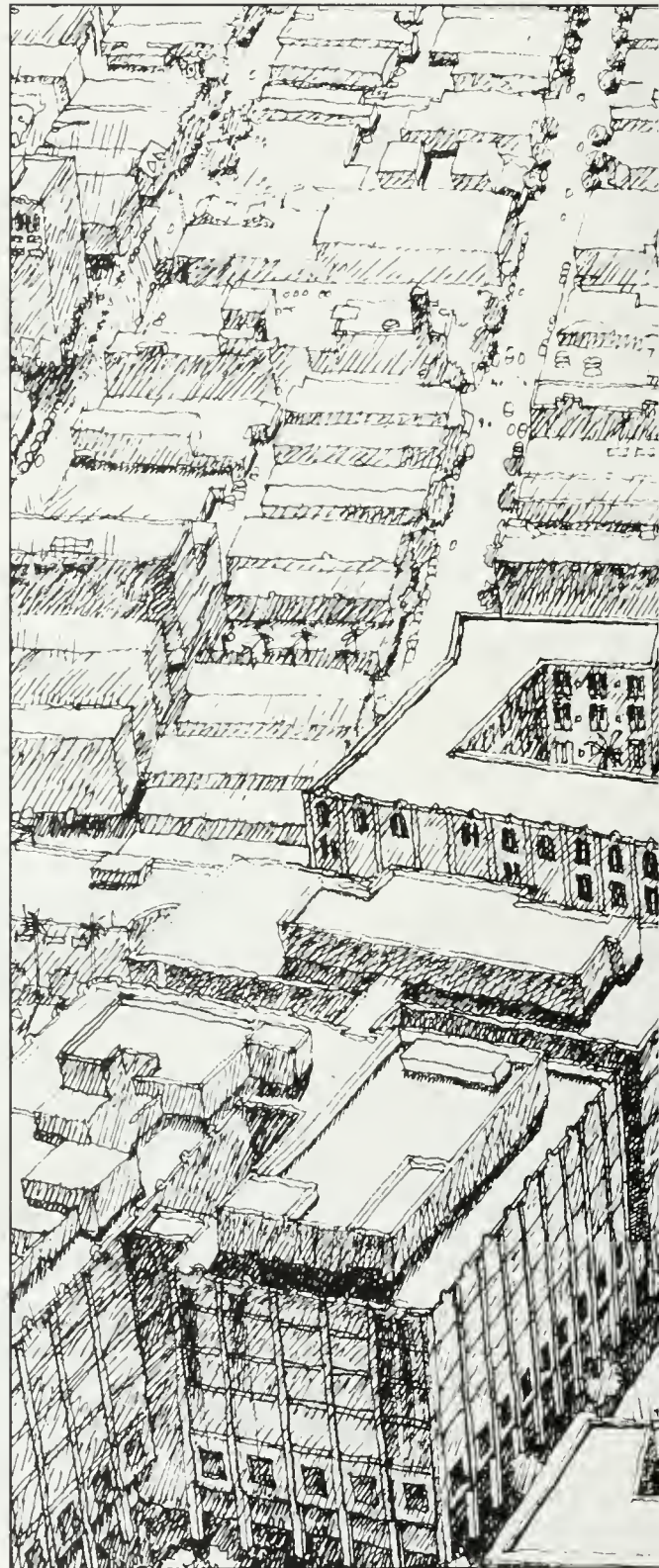
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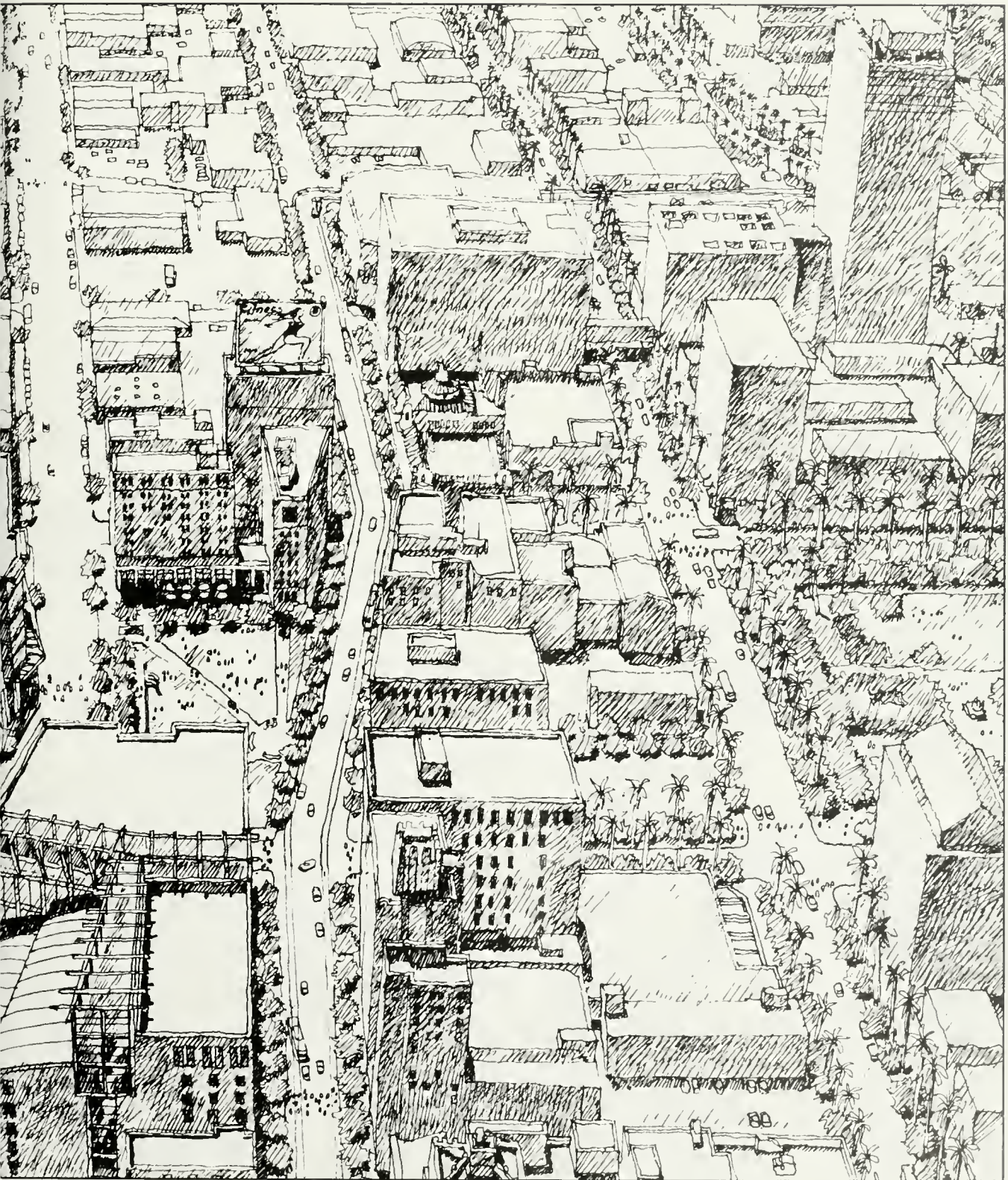
This catalytic project will strengthen the California Mart as the dominant economic and physical presence in the Lower Center City. It will include the Cal Mart's renovation, a new hotel, a park, a fashion museum and a major electronic billboard installation.

The renovation and expansion of the Cal Mart facility will make its buildings more pedestrian-accessible and friendly. The Herald Examiner Building's renovation into a Museum of Fashion will generate further public interest in the industry and attract museum goers from all over Southern California. A small local park will provide special daytime amenities for garment industry workers. A dramatic electronic billboard installation will place the public in communication with the fashion industry's world-wide network of image makers. The hotel will become a focus for garment business transactions and will accommodate the guests of the industry in close proximity to its Downtown facilities.

Benefits

- △ Provides a physical focus for the garment district.
- △ Reuses and restores some of the most important architectural monuments of Downtown.
- △ Retains and expands one of the most important, unique and defining economic assets Downtown.
- △ Serves as the southern terminus to the Broadway Entertainment District and to the "Arts T".







CONVENTION HEADQUARTERS HOTEL AND HOTEL DISTRICT

Convention Center District

Purpose

Three major steps remain for the Convention Center to attract major national conventions of the highest order. It should be connected to an "on-site" convention hotel, a high-quality hotel district and a significant pedestrian retail shopping area.

The economic success of the Convention Center is essential in order to realize the benefits of the massive public investment already in place and to generate significant new private investment in its surroundings. It must be emphasized that an appropriate hotel, meeting and retail facilities are required to enable the convention complex to compete effectively on the national convention scene.

Description

This catalytic project will locate a convention headquarters hotel near the Convention Center and will include Figueroa Street improvements. It will take advantage of Downtown rail transit, other public transit linkages and shuttles to create a transportation system that connects the Center to the hotel districts on Bunker Hill and the Financial District.

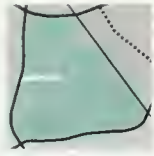
The convention hotel must incorporate into its design physical features, such as a ground floor accessible to the public, that will integrate it into the fabric of surrounding neighborhoods and districts. It must also generate streetscape improvements that transform Figueroa Street into a boulevard.

The project will catalyze appropriate levels of cooperation among existing and future hotels in the interest of providing appropriate hotel, retail and transportation services for convention goers.

Benefits

- △ *Contributes to the success of the Convention Center as a major, regional economic asset.*
- △ *Generates activity and income that benefits the whole of Downtown, and the City of Los Angeles.*
- △ *Showcases a whole district and, therefore, enhances the overall image of Downtown.*
- △ *Serves as a critical link among existing neighborhoods and districts.*





SEVENTH STREET RETAIL DISTRICT

Financial and Center City Districts

Purpose

A 24-hour city needs a place where its evening entertainment activities unfold. The Seventh Street retail district is located within walking distance of existing and proposed neighborhoods in South Park, Bunker Hill, the Convention Center and surrounding hotels. It is highly accessible to the region and it already possesses a rich mix of activities. It should be developed and marketed in conjunction with Broadway as the retail center of Downtown and one of the emerging pedestrian "day and night" centers of the region.

Description

The Seventh Street Association will market, organize, and coordinate the regeneration of Seventh Street as a premiere shopping street attracting local residents, office workers, regional shoppers, and international visitors of all incomes with 18-hour shopping seven days a week.

The Association will build on the current thriving Jewelry District, malls, department stores, and smaller traditional retail outlets already in place. The Seventh Street Market will anchor this retail district at its west end and the Jewelry District and the Broadway Theater and Entertainment District at its east end. Proposed physical improvements include streetscaping, landscaping, lighting and public information design, coordination of parking policies, coordination of pedestrian-friendly ground floor building design, etc.

The first priority for revitalization is the Robinson's block. Its key location within the financial core suggests that such a great building, along with further development around it, can be used to stabilize existing activity and to launch a new after-hours retail and entertainment area Downtown.

Benefits

- △ *Creates jobs and additional revenues for the City.*
- △ *Attracts regional shopping attention through the rail transit system.*
- △ *Generates pedestrian activity and local interest for convention goers and tourists.*
- △ *Interconnects and serves Downtown's neighborhoods and becomes a locus for their after-hours activity.*







BROADWAY THEATER ENTERTAINMENT DISTRICT

All Center City Districts

Purpose

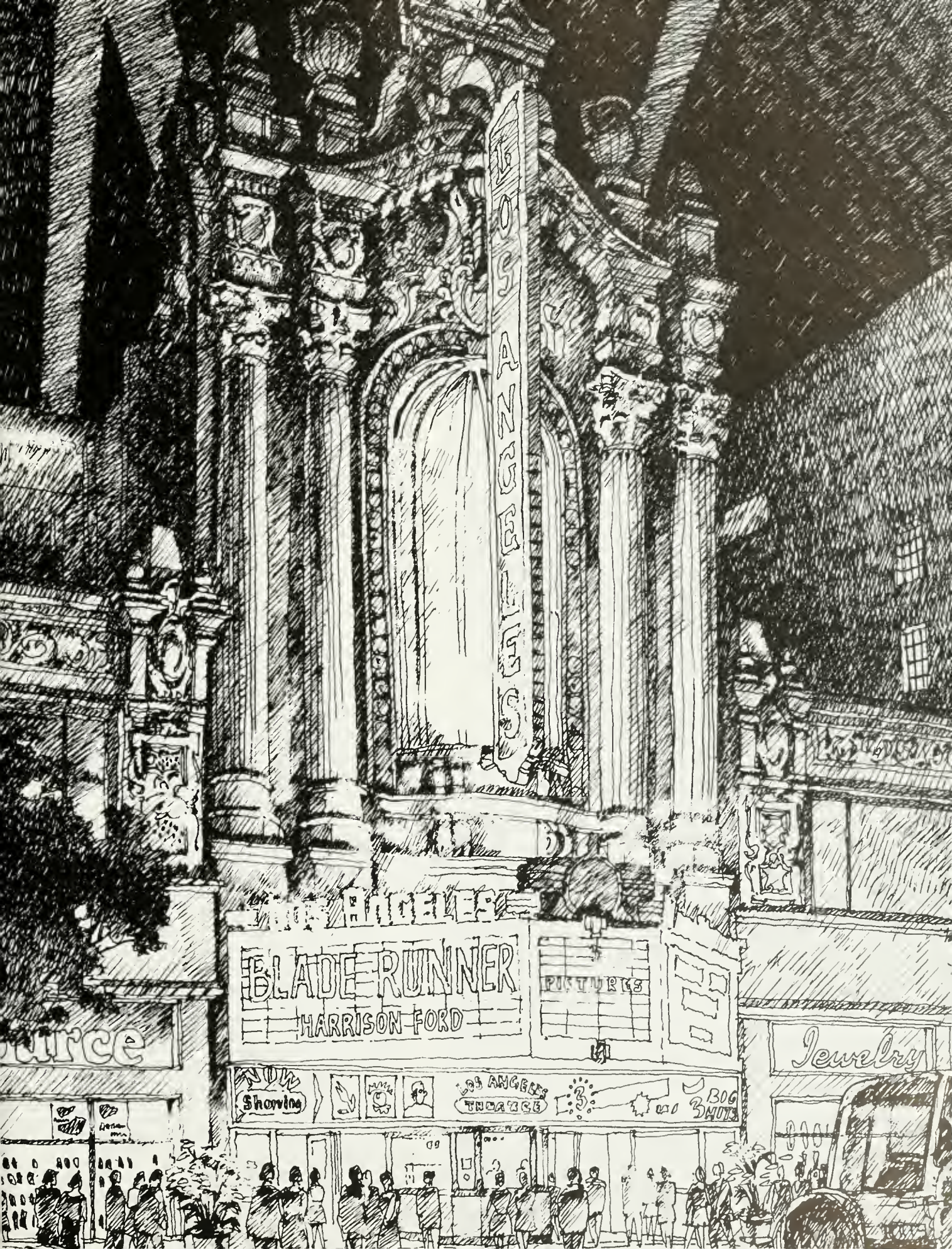
The Broadway Theaters are an irreplaceable national treasure. They have been grossly underutilized for a generation. This may be the last opportunity to organize them into a regional entertainment district that renovates them for the benefit of the citizens of the whole region. The Center City is the part of the historic Downtown in steepest decline. This entertainment district is the only clear institutional strategy for beginning its long road back to revitalization.

Description

This catalytic project will program, restore and operate a major Broadway Theater. In addition to being an entertainment venue, the theater will serve as the flagship and center for a Downtown entertainment programming committee, a non-profit coalition made up of theater owners, merchants, representatives of the entertainment industry, etc. who will develop a strategy, market, and coordinate entertainment programming for all the Broadway theaters. This coalition will coordinate and integrate its programming with other entertainment events and venues such as The Music Center and Hollywood Theaters to create a mutually supportive and active regional entertainment policy. Eventually, it will also devise and facilitate funding for the renovation of the important theaters on the Broadway Entertainment District.

Benefits

- Δ *Generates a source of new jobs in an industry that is recession-resistant.*
- Δ *Further reinforces Downtown as the regional center for the arts and culture.*
- Δ *Devises an institutional source of renewal and revitalization for the Center City.*
- Δ *Reuses an irreplaceable economic and cultural asset.*



LOS ANGELES

BLADE RUNNER
HARRISON FORD

PICTURES

source

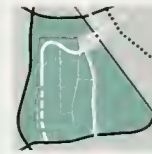
Jewelry

Showings LOS ANGELES THEATRE BOG 300





ACCESS



DOWNTOWN RAIL TRANSIT SYSTEM ALIGNMENTS

All Downtown Districts

Purpose

The Downtown Strategic Plan has established goals to develop the eastern portions of the study area as "The Markets," to continue to strengthen the Civic Center and Bunker Hill as office and mixed-use areas, to develop various neighborhoods in South Park, and to redevelop the Center City as a series of mixed retail/residential/office districts. All of these goals could be realized through the proper alignments of rail transit through Downtown.

Description

Recognizing the tremendous importance of the decision regarding the ultimate alignment of the light rail lines through Downtown, the Downtown Strategic Plan recommends two specific light rail transit alignments to the Los Angeles County Transportation Commission — one through Bunker Hill on the Flower Street alignment and the other on the San Pedro Street Corridor.

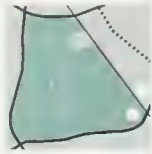
Two separate light rail corridors are needed within Downtown because travel demand forecasts indicate that the Red Line and one light rail line alone will not have sufficient capacity to accommodate the demand for transit service within the Downtown area. In addition, no single line light rail connector provides the geographic coverage needed to serve both the Civic Center/Bunker Hill areas and the Markets.

The construction of two new light rail lines through Downtown will certainly shape land use and growth patterns within Downtown. In this case, however, it is likely that the actual construction of the two lines will be at least 5 years away. Therefore, the actual decision regarding the selected alignments becomes very important to the Downtown Strategic Plan.

Benefits

- Δ *Makes Downtown competitive in the search for Federal, State and County transportation funds.*
- Δ *Increases regional accessibility to Downtown's employment centers.*
- Δ *Serves and encourages residential development in Downtown.*
- Δ *Strengthens Downtown joint development opportunities with the Metropolitan Transit Agency.*





EASTSIDE TRUCK STAGING AREAS AND TRAFFIC MANAGEMENT

The Markets District

Purpose

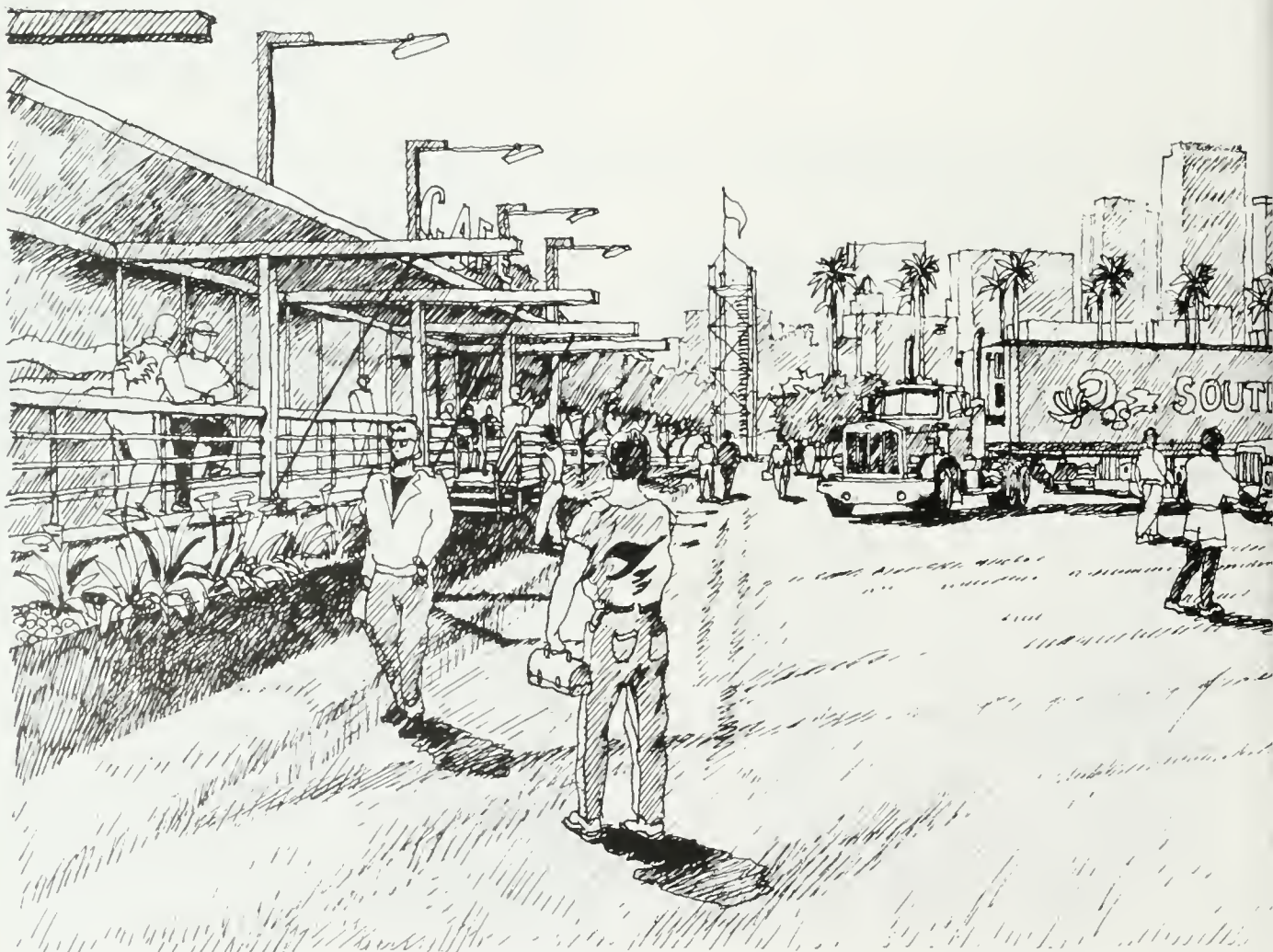
A prospering industrial district needs to be appropriately serviced on a continuous basis. Guaranteeing the smooth flow of incoming and outgoing trucks into Downtown is important to all existing industries. It helps persuade existing businesses to stay and expand, and it is a strong incentive for attracting new ones.

Description

This catalytic project provides a secure 24-hour truck staging site or sites where truckers can temporarily park their vehicles while waiting

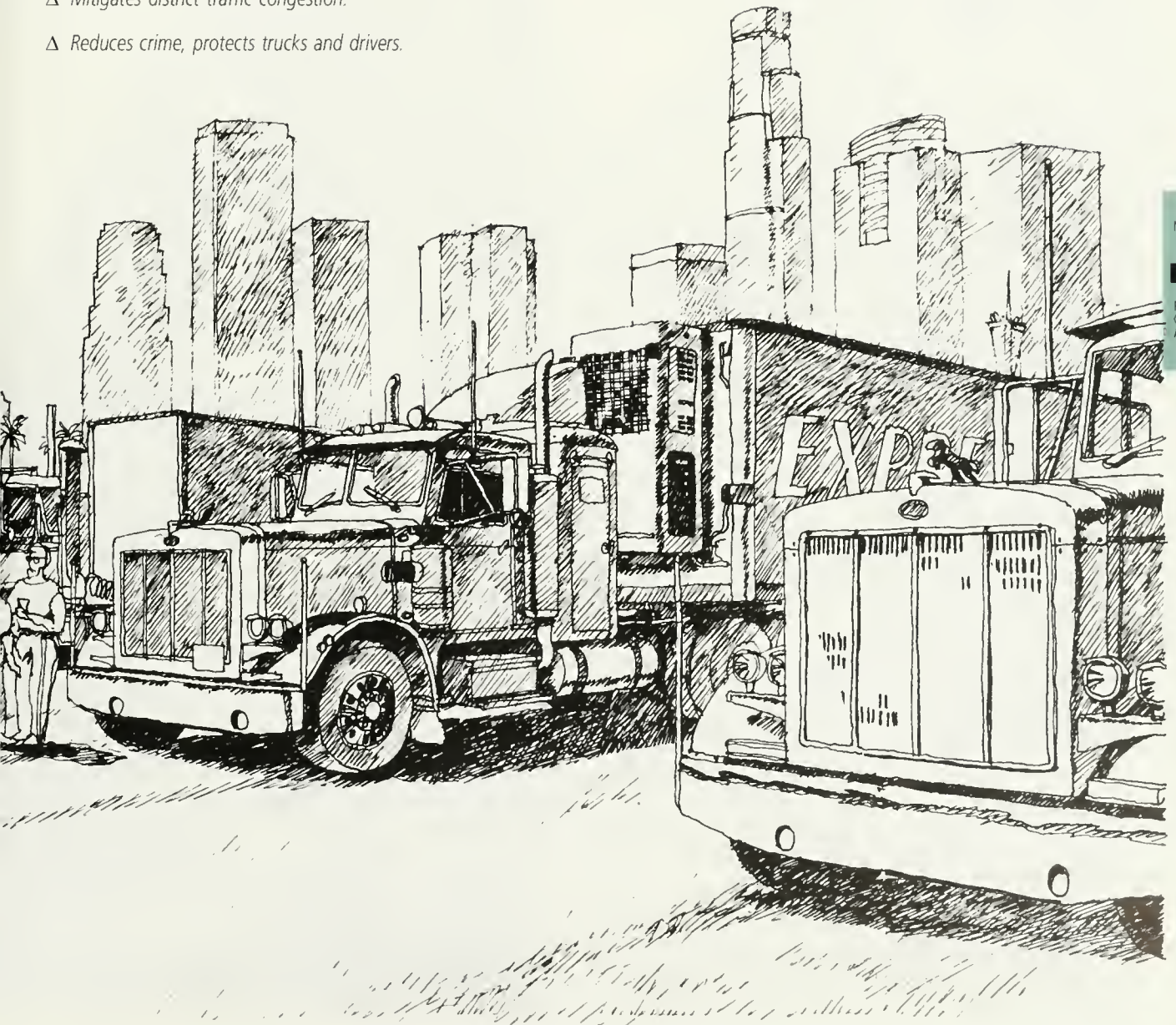
to deliver their goods. The facility will service drivers and their vehicles with a dispatch center, shower and toilet facilities, refueling station, restaurant, and small general supplies store. It will provide a secure container or trailer break-down area for smaller businesses within the Market that are not able to accommodate larger trucks on their own site.

The project will also create district-wide heavy vehicle loading and parking regulations for the Markets District, and will test and develop new techniques for improving goods movement as alternatives to a truck ban.



Benefits

- △ Encourages existing industries to remain in the area and new ones to move in.
- △ Connects to and takes advantage of the Alameda Corridor Transportation Project.
- △ Mitigates district traffic congestion.
- △ Reduces crime, protects trucks and drivers.





BROADWAY CIRCULATOR AND STREETScape IMPROVEMENTS

Civic Center; Upper, Mid, & Lower Center City, South Park and Convention Center Districts

Purpose

The transformation of Broadway is a crucial element in the revitalization of the Center City. The adaptive reuse of historic buildings must be carried out on a project-by-project as well as on a district basis. The revitalization of districts depends as much on building projects as on infrastructural improvements. This project seeks the rebuilding of Broadway's sidewalks, streetscape and landscape as part of a major public transit expenditure.

Description

The Metropolitan Transit Authority's current demonstration Electric Trolley Bus Line (ETB) connecting the Pico-Union area and the Convention Center to East Los Angeles via Pico Boulevard, Broadway and 1st Street may be operational as early as 1995. The project is in compliance with Southern California Air Quality Management District clean air mandates for 2010. It includes significant streetscape improvements along its route.

This catalytic project will construct an electric cable spur in order to extend the ETB line from the corner of First and Alameda Streets to Union Station. The project will also add specially marked trolley buses to this line, contribute supplemental funds for streetscape and open space improvements, and develop an overall marketing, management, and capital improvement program.

Benefits

- △ *The permanent transportation improvements associated with an ETB fixed route encourage further development to take place.*
- △ *Leverages transportation monies for the improvement of the public realm.*
- △ *Provides critical infrastructural amenities which stakeholders along its route can take advantage of in renovating facades and buildings.*
- △ *Creates a clear and convenient public transportation route through the center city for the use of residents, workers and tourists.*
- △ *Makes Union Station and the Convention Center, soon to be the two most intensely used public buildings Downtown, highly accessible.*
- △ *Reduces air pollution and noise Downtown.*
- △ *The joint use of the ETB lines allows Downtown to provide a key internal circulation element at a fraction of the cost of a fixed guideway circulator.*

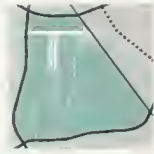




NEXT STEPS

67

PROJECT STRATEGIES
ACCESS



HILL, OLIVE & FIRST STREETS STREETSCAPE IMPROVEMENTS

Bunker Hill & Upper Center City Districts

Purpose

The Strategic Plan outlines a comprehensive and ambitious open space program for Downtown. It is based on the premise that public open space is not a frivolous option, not a luxury that can be addressed only after other problems have been solved.

Public open space, the public domain of the community, is a major determinant of the quality of civic life. The care that is given to the public realm will in large part decide the success of mass transit, of residential growth, of commercial investment, and of tourism and artistic life in the heart of the City.

Description

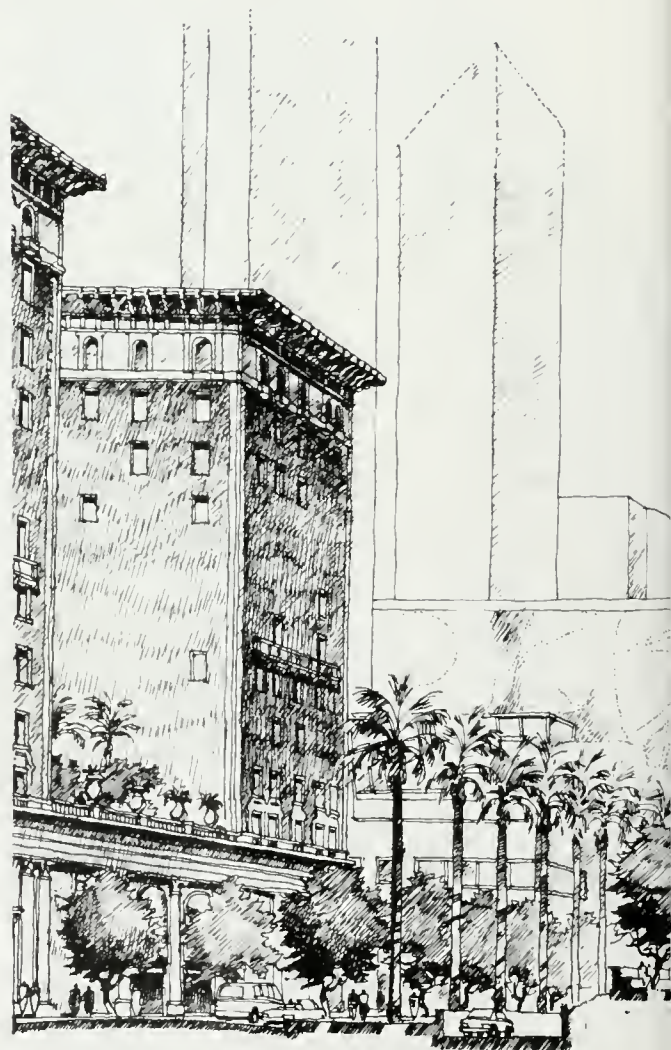
This catalytic project will construct the first component of the 25-mile Civic Space Framework network by converting the north ends of Hill and Olive Streets to avenidas. These avenidas will connect the Civic Mall with Pershing Square. The project will create priority bus lanes, reduce auto lanes, widen sidewalks along one side of each street and add trees, furniture, and other pedestrian amenities.

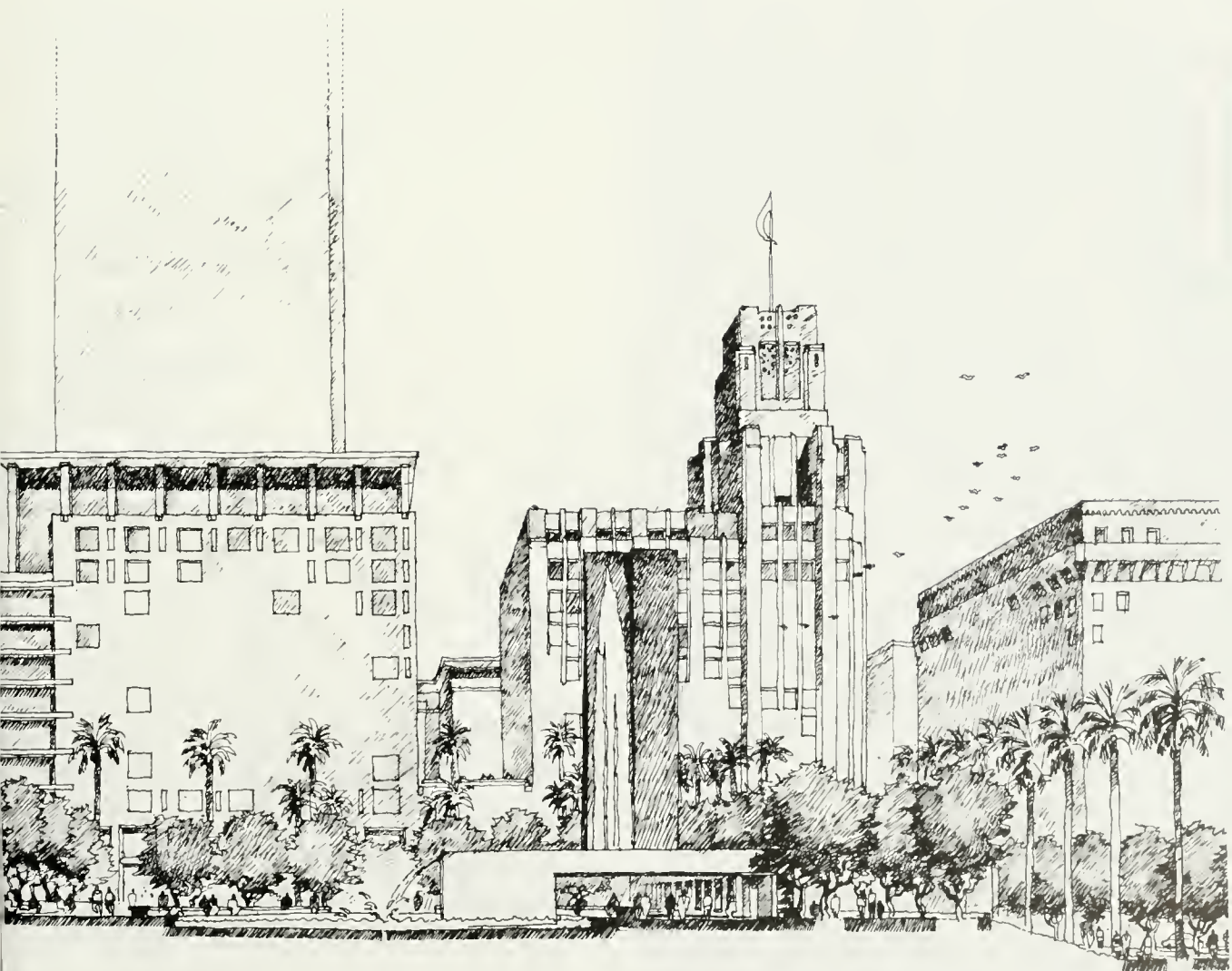
Hill Street's widened sidewalks, many trees, and pedestrian-friendly street crossings will facilitate foot traffic and therefore better connect Bunker Hill residents and office workers to Grand Central Market, Angel's Flight and Broadway's bustling retail.

At Pershing Square, both avenidas will help link the Financial District with the Mid-Center City along Fifth and Sixth Streets. A future mid-block paseo/arcade network running from Spring to Flower Streets will cross the avenidas.

Benefits

- △ *Creates public space which encourages pedestrian activity, interaction, and community identity.*
- △ *Links four districts, emphasizing the continuity of Downtown as one place rather than a series of isolated and unconnected islands of activity.*
- △ *Reduces the dominance of automobiles on city streets.*





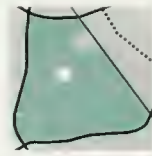
NEXT STEPS

79

PROJECT STRATEGIES
◇ ACCESS



COMMUNITY



BROADWAY / SPRING ARCADE BUILDING RENOVATION

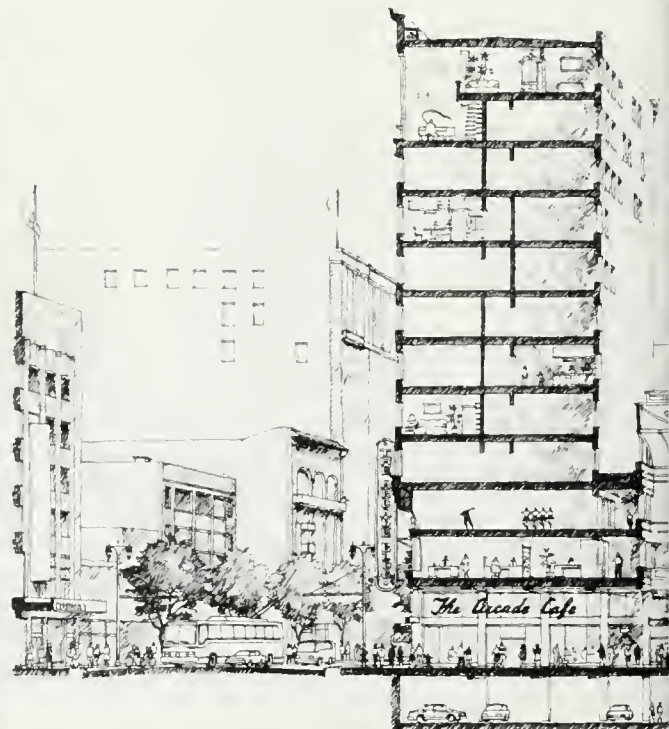
Mid Center City District

Purpose

There is probably no city in the world that has a dormant resource of the scale and importance of Broadway. Broadway has the potential to become a part of the variety of vibrant, urban neighborhoods that it crosses. Many of the ingredients are already in place — a spirited street life, a magnificent fabric of historic buildings, theaters, transit connections to the rest of the region, huge investment in cultural facilities nearby, and accessible employment of many types.

One of the main components of the Los Angeles Downtown Strategic Plan is removing bureaucratic obstacles and creating incentives so that various Center City Districts can emerge.

To be sure, living on Broadway is not for everyone. But for some, the loft floors of Broadway's historic buildings are a housing opportunity that suits their needs and tastes like no other.



Description

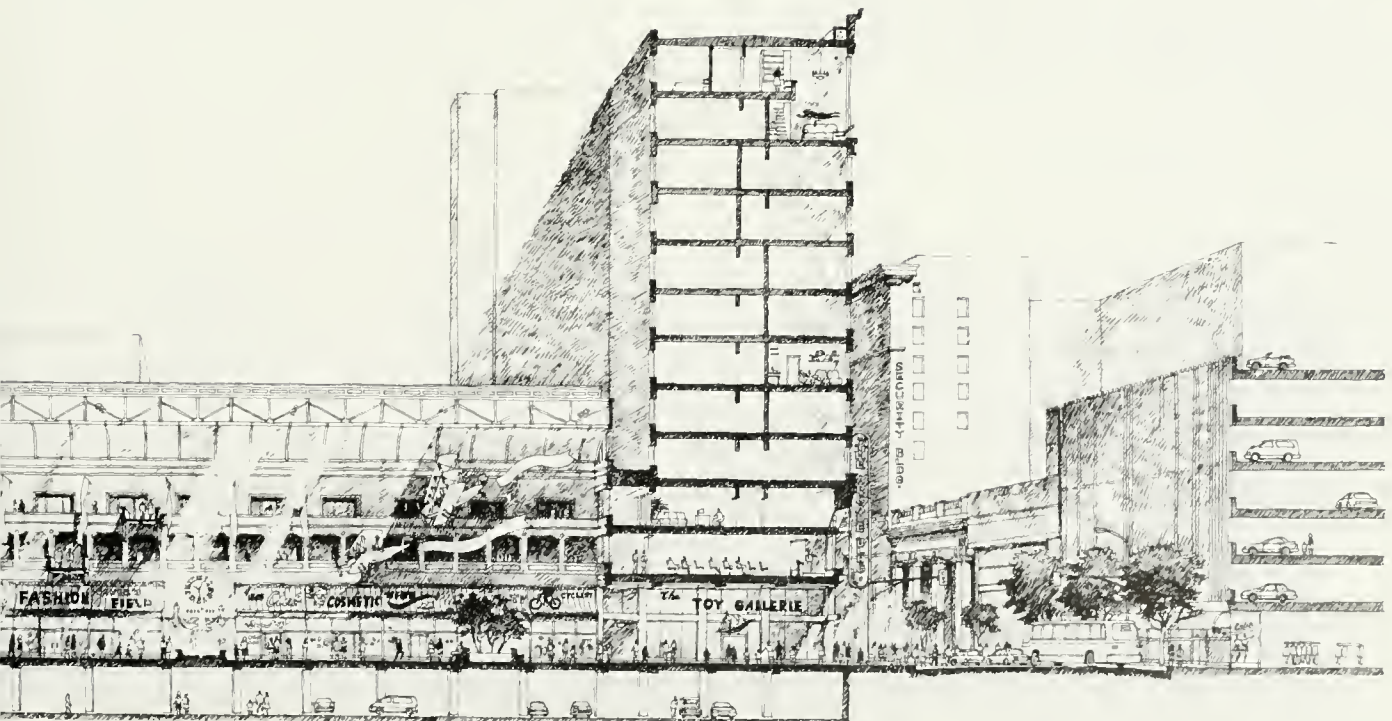
The conversion of the Broadway/Spring Arcade building to a live/work loft building like those in New York's SoHo is a major step in the revitalization of the mid-Center City.

The Spring/Broadway Arcade Building is currently scheduled for the renovation and reuse of its ground floor. The Pantages, Cameo and Roxie Theaters next door will also be renovated for retail uses. Seismic upgrading and facade restoration are being planned, but the building's upper floors will remain vacant.

This catalytic project proposes the introduction of a performing arts community college and related facilities on the building's second and third floors, and the location of artist lofts on its upper floors. At least one of the theaters could be reused as a performance space for the community college.

Benefits

- △ Provides artist housing and forms part of an arts-related/institutional network in the mid-Center City.
- △ Leverages an existing project which already has catalytic potential.
- △ Stimulates the renovation of other Broadway Theaters.
- △ Revitalizes a key component of a mid-block paseo/arcade network.
- △ Connects the Los Angeles Theater Center (LATC) to the Broadway Theater District.
- △ Enlarges educational opportunities Downtown.
- △ Renovates the most significant building in the mid-Center City.





SAN JULIAN COMMONS

CCE District

Purpose

The Weingart Center, the Los Angeles Mission, the new Union Rescue Mission, and the district's Single Room Occupancy (SRO) hotels form the core of the densely-populated area that focuses on the park at Fifth and San Julian Streets. This area should be immediately transformed into a town center or "commons." Such an action would mitigate the effects of concentrating so many facilities in such a small zone, provide the necessary community focus and a supportive context for economic development of the whole of the Central City East (CCE).

More than any other catalytic project, the proposal to build a San Julian Commons signals a commitment to improve the human and economic environment of CCE. The Commons will have an impact far beyond the boundaries of this district — it will contribute materially and psychologically to rebuilding Downtown as a whole.

Description

This catalytic project will transform the center of Central City East into a town center or commons in order to generate a sense of community among the people who live, work and visit there. The commons will include additional neighborhood parks, basic neighborhood services such as a supermarket, laundromat etc., upgraded SRO's, community and cultural facilities, and programs for cleanliness and safety.

The open space network of San Julian Commons marks one of the four major open space components of the Civic Framework, thereby recognizing and integrating CCE as part of Downtown. Intensive landscaping will further transform selected streets. San Julian Street will be redesigned between Fifth and Sixth Streets to favor pedestrian traffic.

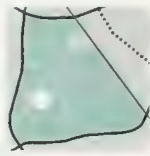
Whenever feasible, all new community facilities will be located adjacent to the commons in order to encourage movement of residents away from the center of greatest population density on San Julian Street.

Benefits

- △ Sets a new community standard and tone for the neighborhood. Its positive effects will spill over to upgrade the remainder of CCE.
- △ The additional open space and other amenities mitigate the impact of the intense concentration of people and facilities in such a small area.
- △ Creates a more supportive context for business, social services and housing interests to operate within the district and to work toward achieving their goals.







SOUTH PARK NEIGHBORHOOD - PHASE II

South Park District

Purpose

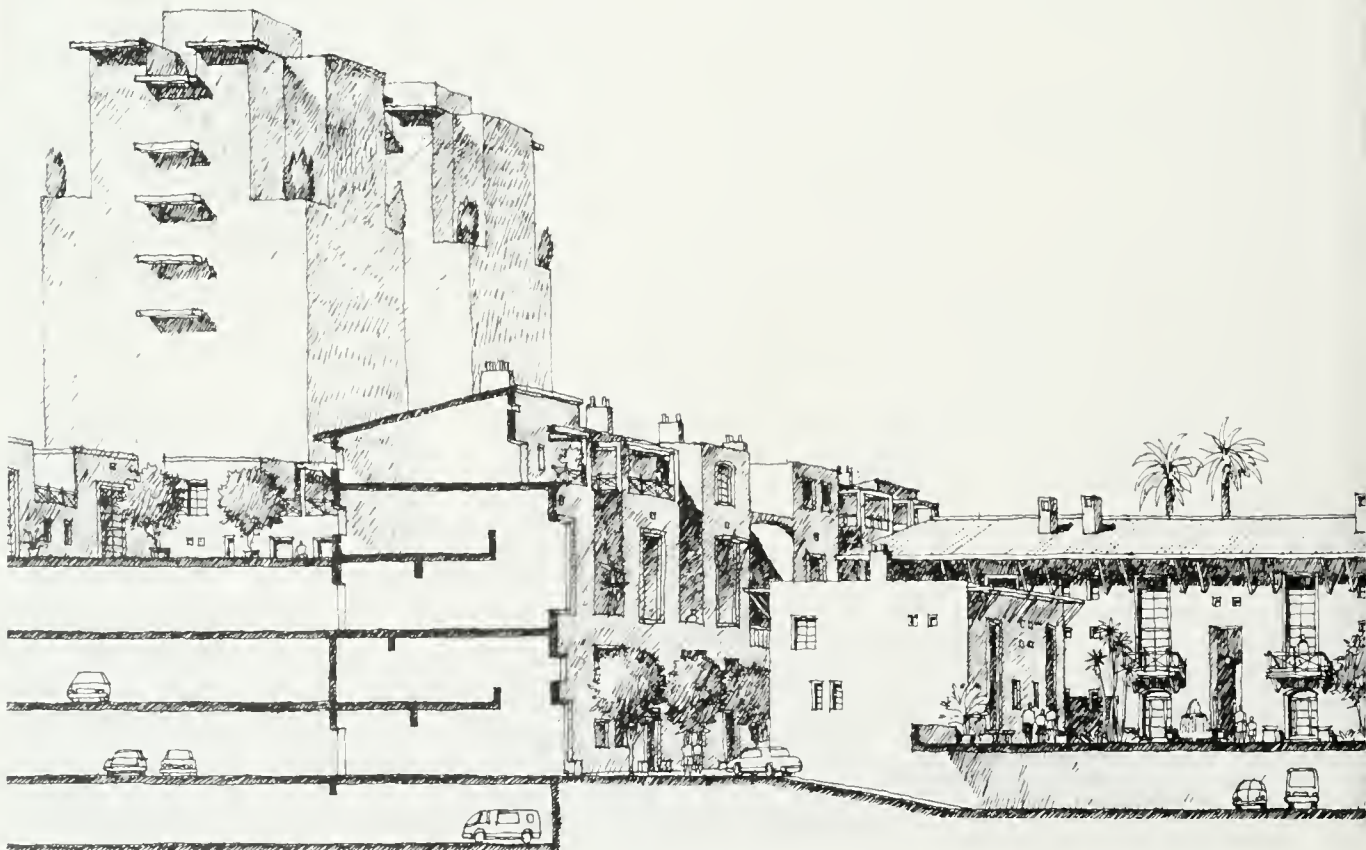
The South Park Catalytic Project demonstrates the potential for neighborhood formation through new infill construction. Its site was selected for several compelling reasons. First, it is adjacent to several new and existing Community Redevelopment Agency housing projects that will all benefit from and contribute to its success. Second, much of the land is vacant and there are some buildings of value with adaptive reuse potential. With the addition of a critical mass of new housing, retail and community facilities, all uses will be in place in the northern portion of South Park for Downtown's first new residential neighborhood. The neighborhood will be a starting point for a growing residential population Downtown.

Description

This catalytic project will build the next phase of a 2,500 unit middle-income residential neighborhood in the area generally bounded by Twelfth Street, Olympic Boulevard and east of Hope Street. It will include 550 units, a small neighborhood park, and appropriate retail and live-work incubation projects. The densities will be generally lower than previously assumed by the CRA and the building and housing types will allow a variety of households to live there. It will be built in several phases.

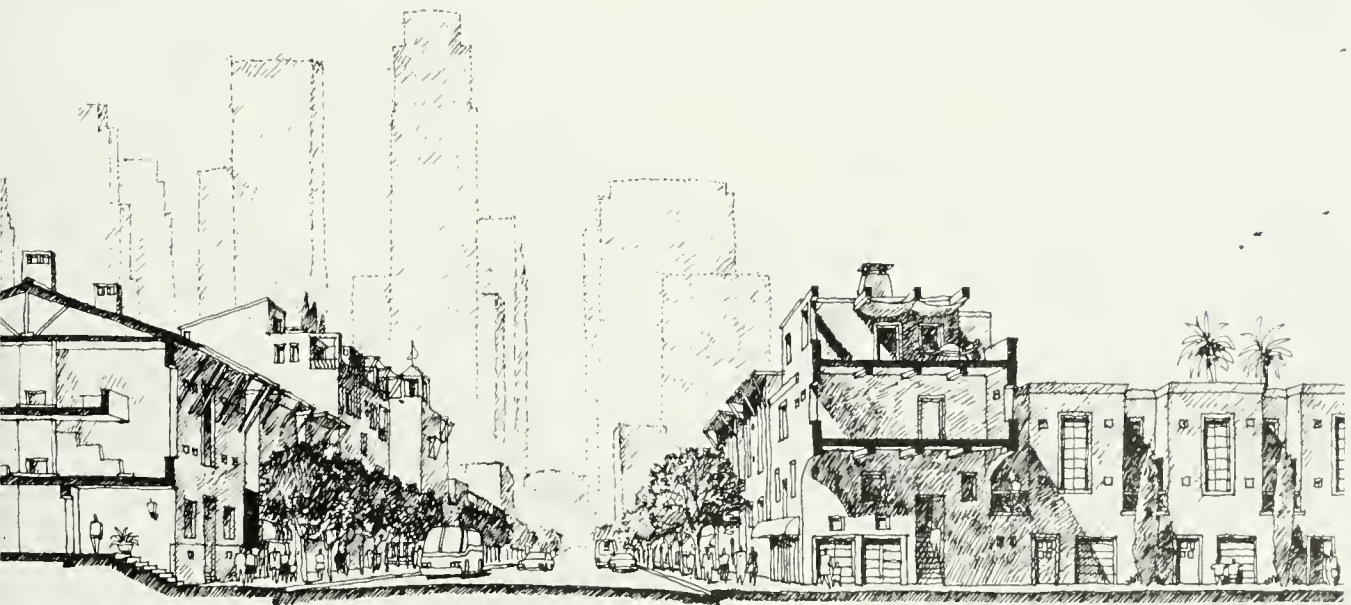
At its completion, this neighborhood will include landscaped streets and mid-block paseos, community facilities, a network of small parks, a variety of retail and office facilities and a variety of building types — all the ingredients of active, pedestrian, urban living.

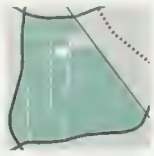
This project will begin with lower densities (1:1 to 2:1 FAR) in order to make South Park housing economically viable and an attractive alternative to living in the surrounding towns and suburbs.



Benefits

- △ *Will demonstrate how successful future Downtown residential communities can be.*
- △ *Represents the only viable alternative to the current building-by-building housing development in South Park.*
- △ *Completes the first of three South Park neighborhoods.*
- △ *Improves the context for existing and proposed housing and open space projects, including Grand Hope Park and Hope Street Promenade.*
- △ *Helps support more evening time activities Downtown.*
- △ *Contributes to the establishment of housing and jobs/housing balance goals.*





PLAZA ST. VIBIANA

Upper Center City District

Purpose

The area around St. Vibiana Cathedral represents a major opportunity to create new residential clusters. There is abundant vacant and underutilized land as well as easy connections to interesting parts of Downtown, including Little Tokyo, Olvera Street and the Broadway Historic District.

The Cathedral of the Roman Catholic Archdiocese of Los Angeles is a site of great historical and religious significance and is the residence of the Cardinal. The institutional resources of the church and its social commitment may be utilized to begin development of this project.

In the future, Second and Fourth Street connections to Bunker Hill, the further development of Upper Center City and Little Tokyo, and the relocation of social services to San Julian Common will all increase the opportunity to develop this area further.

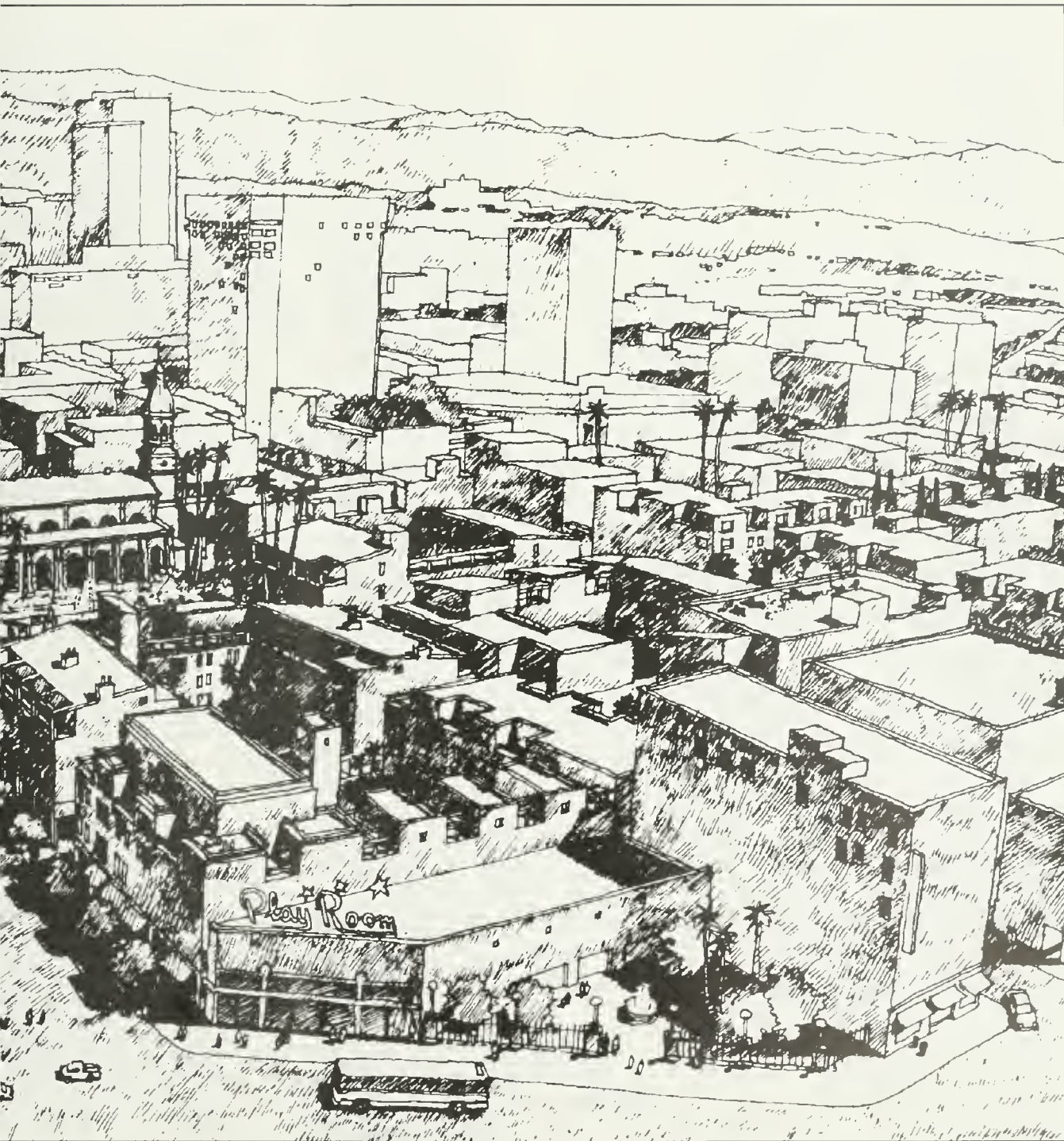
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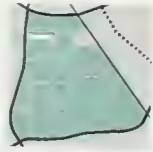
This catalytic project suggests the seeding of a residential cluster in the Upper Center City. A public plaza next to St. Vibiana Cathedral is its first element. It is to be followed by housing, day care, retail, other community facilities, parking and small-scale office space. Mid-block paseo connections will be established eastwards to Noguchi Plaza in Little Tokyo and westwards towards Bunker Hill. It is along these mid-block paseos that this mixed use pedestrian-centered area could further develop.

Benefits

- △ *Helps meet housing and jobs/housing balance goals.*
- △ *Makes housing highly accessible by connecting it to the rail transit system.*
- △ *Improves the Upper Center City's identity and character.*
- △ *Helps link Bunker Hill, the Civic Center and Little Tokyo into a compact, walkable, mixed-use district of Downtown.*







BUNKER HILL NEIGHBORHOOD

Bunker Hill District

Purpose

Bunker Hill is approaching a point where its residential density, pedestrian connections, restaurants and services will be sufficiently developed for the kind of urban living one expects in the great cities of the United States and the world. Future housing, retail and community facilities should be located and built in a manner that enhances and transforms the existing clusters of housing into a true urban neighborhood.

Description

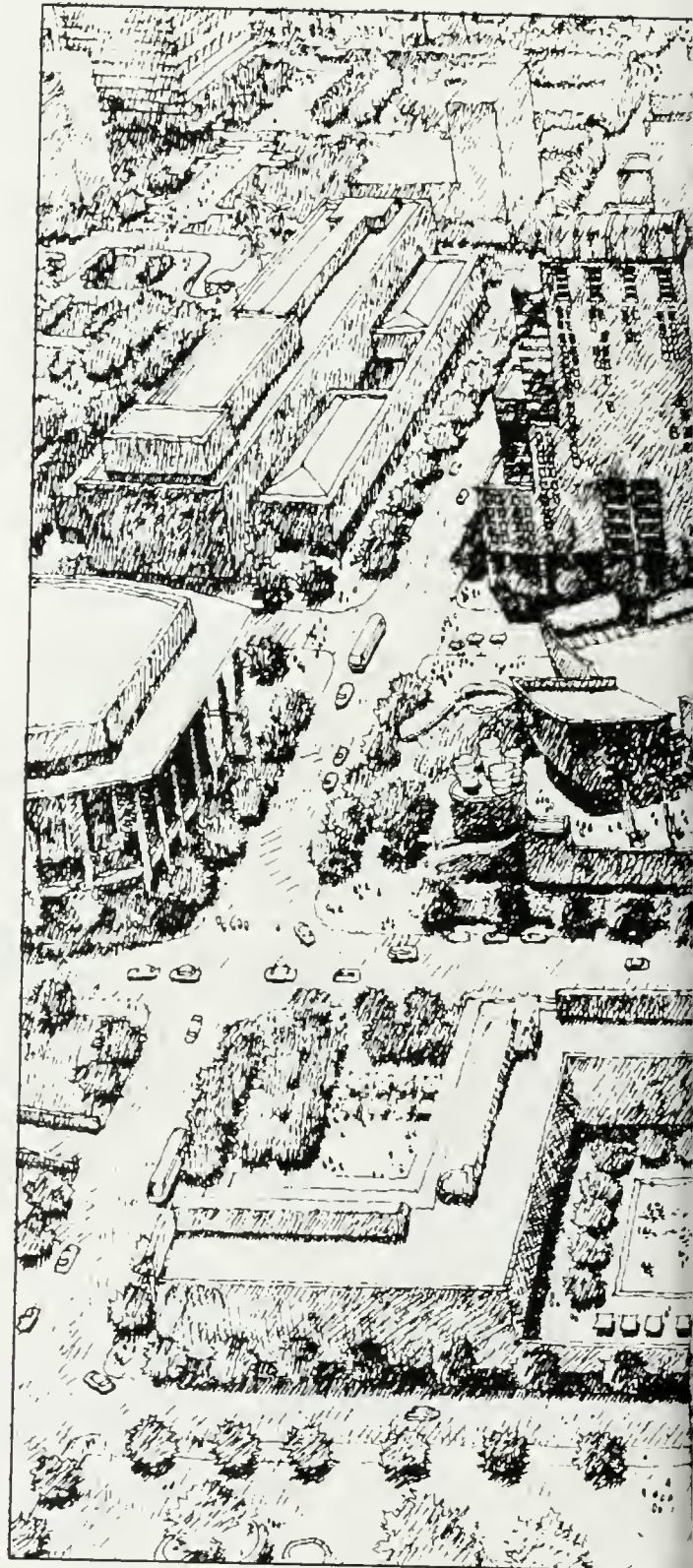
This catalytic project will retrofit existing and isolated residential buildings, such as the Bunker Hill Towers, into a neighborhood through the introduction of all the appropriate community-making elements currently missing there: An open space and streetscape, neighborhood retail stores, and community facilities including a day-care center. New housing that promotes a variety of dwelling types should also be included in new commercial projects in the vicinity of Second Street.

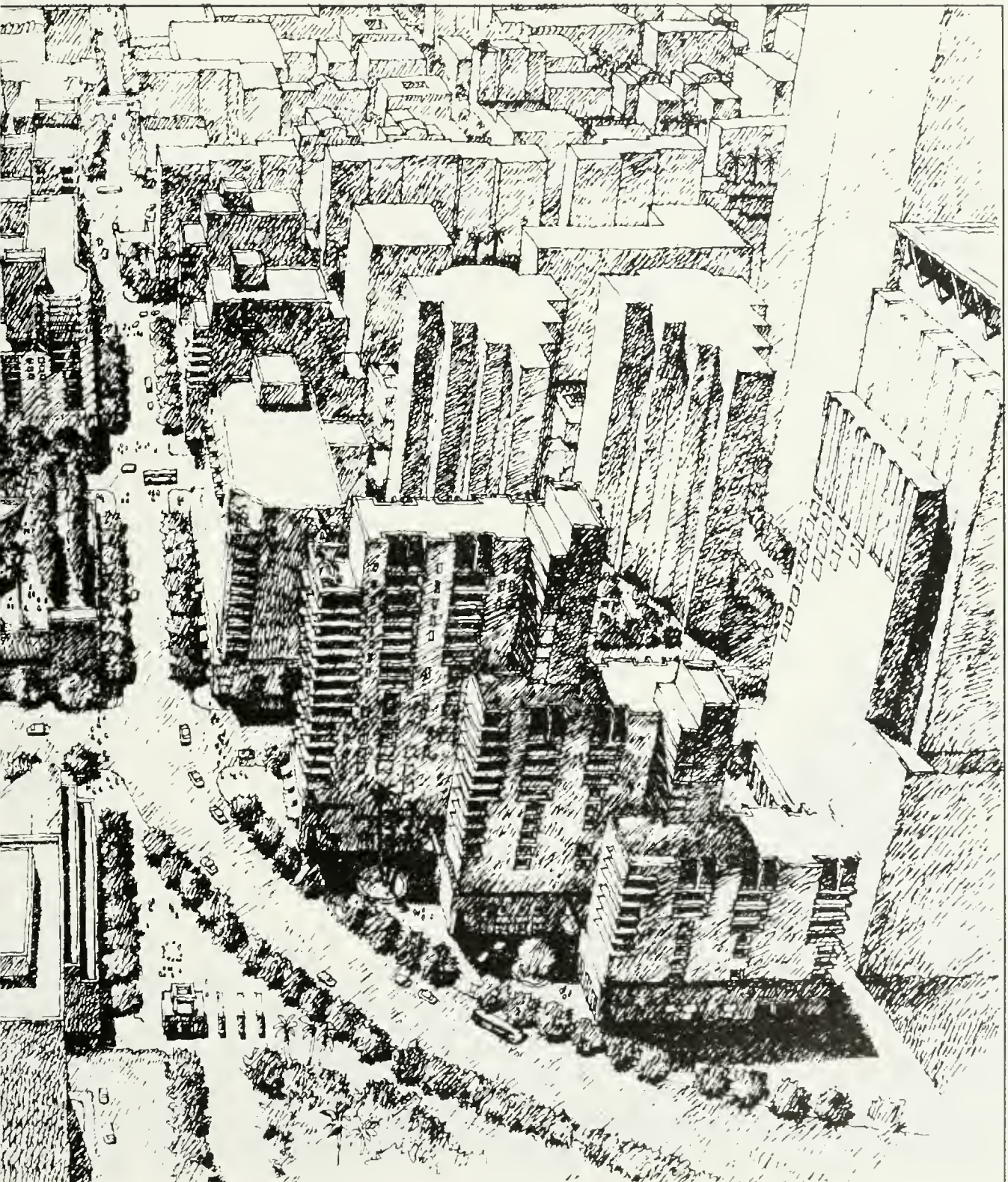
It is the purpose of this project to allow for a greater mix of multiple uses on Bunker Hill. The new neighborhood will be centered on Second Street. It will be highly accessible to the Blue Line rail transit stop at 3rd and Flower Streets. Second Street will become a pedestrian link on Bunker Hill extending all the way eastwards to Hill Street and providing a connection to the Upper Center City.

The project recommends two new Angel's Flight funiculars that will allow for easy pedestrian transitions from the lower lying areas east and west of Bunker Hill onto Grand Avenue, the principal activity center of the district.

Benefits

- △ Resolves the Hope Street/2nd Street interchange.
- △ Completes a residential neighborhood in Bunker Hill and contributes to the goal of a world class Downtown.
- △ Improves the jobs/housing balance Downtown.
- △ Links Bunker Hill to surrounding neighborhoods and districts.

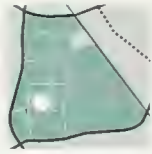




NEXT STEPS

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PROJECT STRATEGIES
0
COMMUNITY



SOUTH PARK SQUARE

South Park District

Purpose

The realization of any open space plans in the City of Los Angeles will require a commitment to public open space that is not currently widespread. Indeed, like many large cities, Los Angeles has experienced an abandonment of the public realm, marked by a fear of public open space as a locus of undesirable activity and behavior. Many see the solution as minimizing public spaces, and investing as little as possible in the streets beyond what is needed for automobile traffic safety. This Strategic Plan posits the belief that the public realm gives value to both private property and communal life. The answer lies not in eschewing public space but in supporting and democratizing it.

Description

This catalytic project will generate one of the four proposed principal civic open spaces Downtown. These squares expand the shared public realm and, in conjunction with pedestrian-oriented *avenidas*, tie Downtown's diverse neighborhoods and districts together.

This particular square will be programmed, built and managed by surrounding institutional, commercial and residential interests. It will serve residents, local school students, workers and visitors with a variety of programmed recreational, botanical and cultural activities.

Benefits

- △ *Helps define the image of Downtown as a beautiful, world-class urban center defined by great streets, parks and squares.*
- △ *Promotes further development of housing and other commercial and institutional projects.*
- △ *Gives urban residents a badly needed resource for both passive and active recreation.*





V

PHYSICAL FRAMEWORKS

Downtown will gain an enhanced identity through the establishment of three different but overlapping layers of physical organization. Transportation, Open Space and Built Form will become parts of an overall urban pattern that can be both experienced and remembered. As the basis on which people evaluate and use the City on a daily basis, these frameworks will directly affect decisions on further investment, residential location, visits for entertainment, shopping, tourism and more.

Physical Frameworks are being proposed in order to direct a huge array of future decisions about development and change towards a more physically attractive Downtown.

The Transportation Framework prescribes the overall physical effect that future transportation improvements will have on Downtown.

The Open Space Framework defines a network of streets, sidewalks, parks and public shared space in general. This will become the most visible component of individual neighborhoods and districts and of the Downtown as a whole.

The Built Form Framework describes simple rules for relating buildings to each other. It is a mechanism for generating an appropriate fabric of buildings as well as a coherent network of public open space in Downtown.

Together, these three physical frameworks will determine the image and place that Downtown will become in the 21st century.

Typically, physical frameworks are set in advance and rarely coordinated. In the spirit of the multiple purpose planning this Plan advocates, such frameworks should continue to affect each other. They should remain open-ended so that, given the benefit of knowledge derived from building catalytic projects or from the continuous interaction among transportation, open space and building projects, they can be adjusted over time.

TRANSPORTATION



Today, about 60 percent of Downtown Los Angeles' 1.1 million daily visitors and employees arrive by single-occupant automobile. In order for Downtown to grow and maintain a viable transportation system, transportation projects and programs must be realized in the future that dramatically shift this ratio so that approximately 60 percent of the people arrive and leave Downtown using some form of ridesharing.

In order to accomplish this goal, transit to and from Downtown and within Downtown itself must be a top priority of the Downtown Strategic Plan (DSP). Transportation planning for the DSP has concentrated on regional accessibility by both auto and transit, internal circulation, and demand management.

Regional accessibility improvements emphasize moving people, not single-occupant commuter automobiles, to Downtown. Internal circulation options allow Downtown residents, employees, and visitors greater mobility within Downtown without the need for a personal automobile.

Finally, the careful management of travel demand, through parking supply/location/design strategies and other demand management techniques, will allow the finite capacity of the transportation system to be utilized more effectively by more people. Figure 4 through Figure 8 depict the transportation interventions that are needed to change the travel patterns to and from Downtown.

REGIONAL ACCESSIBILITY

Figure 4 shows the regional rail systems that are recommended by the Metropolitan Transit Authority (MTA) as part of the regional 30-Year Transportation Plan. Both the rail links and the High Occupancy Vehicle (HOV) lanes keep Downtown as the focal point of the regional mobility system. Many physical and operational changes to the transportation system that are geographically removed from Downtown will, nevertheless, be important to the future performance of the Downtown system. Shortfalls in regional system capacity, such as the 710 Freeway gap, which either inhibit access to Downtown or force regional traffic through Downtown, should be addressed.

Within Downtown itself, Figure 5 shows the recommended rail connections that will serve the Downtown traveler. Two light rail transit (LRT) connection links are recommended within Downtown. One link would extend northerly from the existing 7th/Flower terminal and would serve Bunker Hill and Little Tokyo connecting to Union Station. The second LRT link could come into

Downtown from the Interstate 10/State Route 60 Corridor in the East San Gabriel Valley, serve Little Tokyo, and then traverse southerly along the San Pedro corridor to meet the Washington Boulevard section of the Metro Blue Line alignment. The alignment would travel in a westerly direction along Washington Boulevard to link up with the Exposition Boulevard/Santa Monica line now under study. Both of these two LRT connections are needed to adequately serve Downtown.

Figure 7 shows the proposed alignments for the regional HOV links. One link would extend the Harbor Freeway transitway northerly into Downtown. A second regional HOV alignment would come in from the Hollywood Freeway, again connecting to the Harbor Freeway corridor. The third regional HOV system would extend the existing El Monte busway along the Hollywood Freeway connecting to the internal Downtown bus priority streets and to other regional HOV corridors.

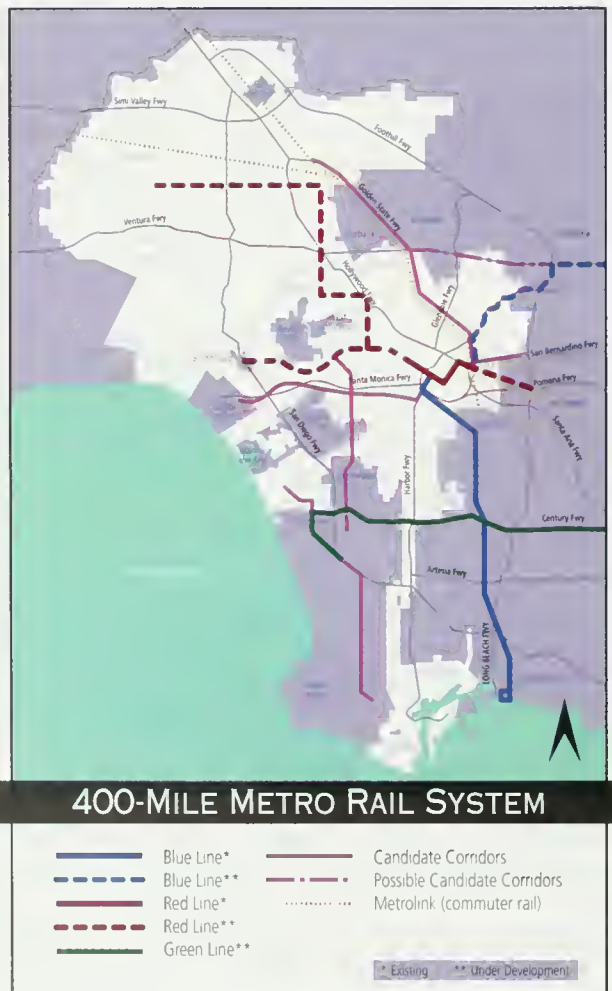
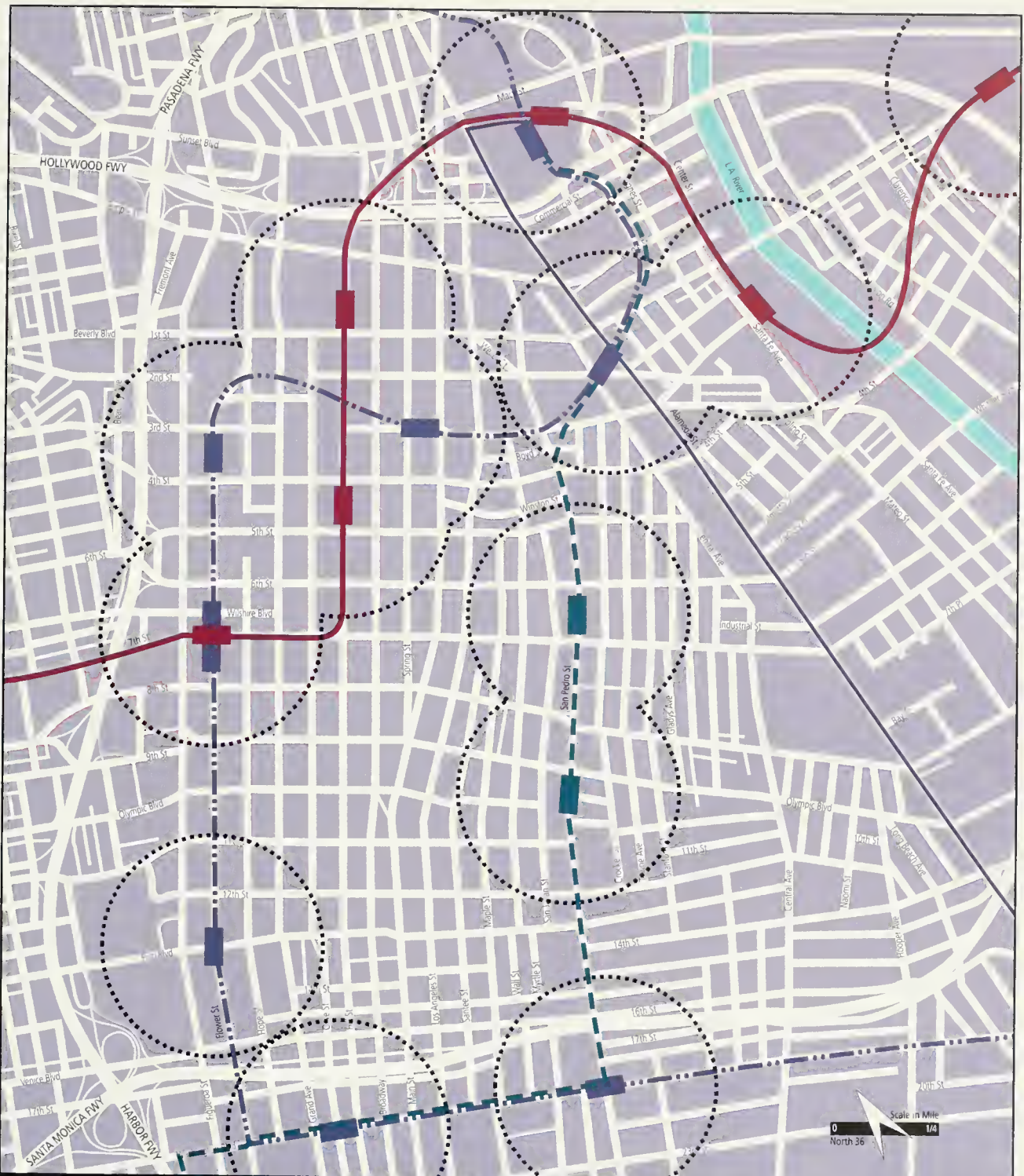


Figure 4 400-Mile Metro Rail System



RAIL ALIGNMENTS

- Metro Rail Red Line
- Metro Rail Blue Line
- East/West LRT Line
- Alameda Shuttle
- Station
- One Quarter Mile Walking Distance

Figure 5: Recommended Downtown Rail Alignments

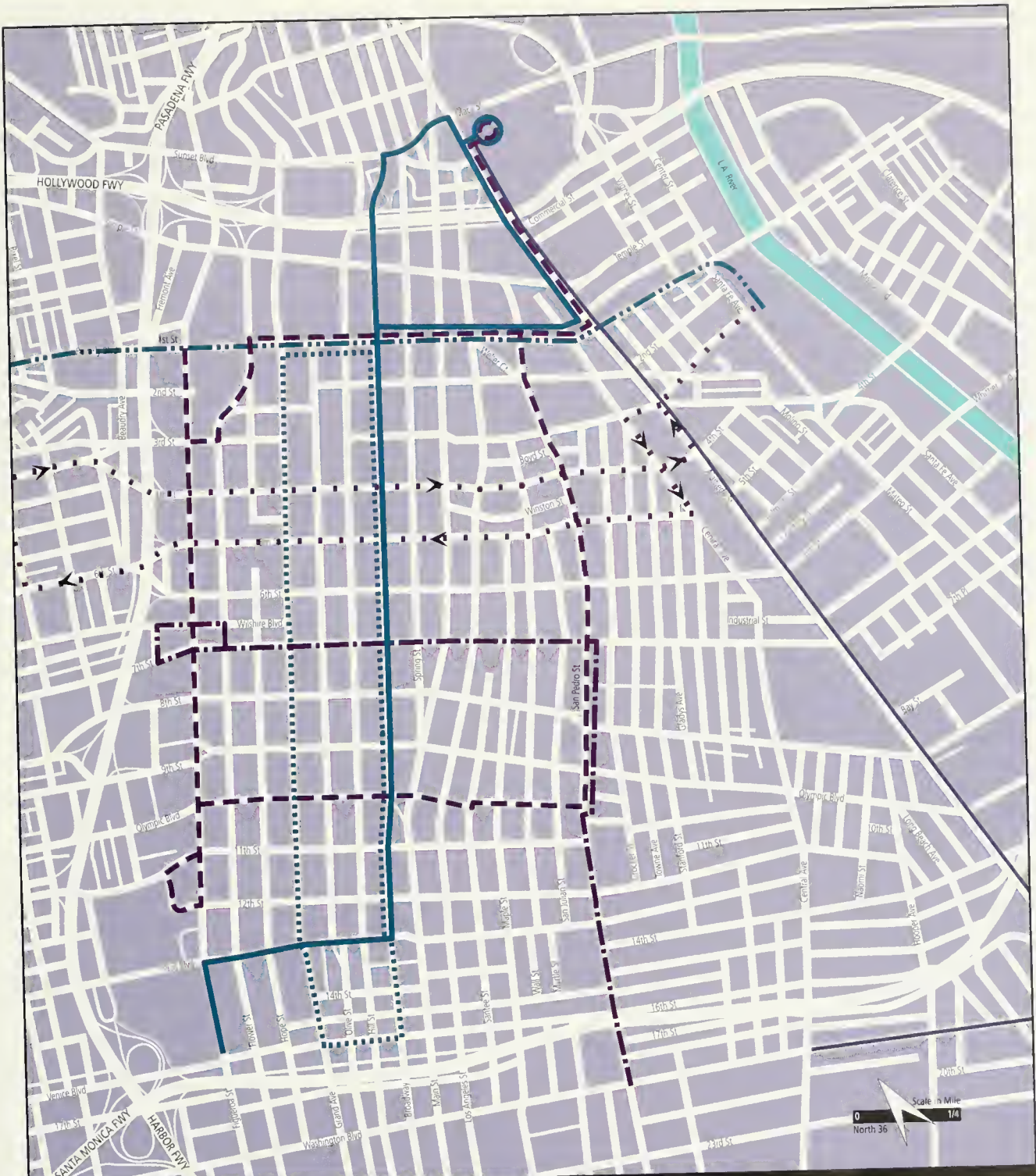
INTERNAL CIRCULATION SYSTEM

In order to be successful in convincing travelers to reach Downtown via some form of rideshare, people must be able to move around within Downtown without the need for an automobile. Therefore, the internal circulation system within Downtown Los Angeles is an important component of the overall transportation strategy. The following recommended internal circulation system modifies the existing DASH bus system from its "point-to-point" focus of connecting specific pairs of activity centers to a system that provides a greater geographic coverage of Downtown, thus giving the Downtown traveler more choices and more flexibility.

Figure 6 shows the recommended internal circulator system:

- Δ The cornerstones of this system would be a special trolley bus circulator that connects Chinatown, Union Station and the Convention Center via Broadway. The intent of this route is to use the overhead trolley bus wires being implemented by the Metropolitan Transit Authority as part of its regional Electric Trolley Bus system.
- Δ A second layer of the internal circulator system would include a special Downtown circulator bus which would operate in an outer loop configuration using Figueroa, Olympic, San Pedro and 1st.
- Δ Additional east-west internal circulator systems would:
 - connect Bunker Hill, The Center City, the 4th Street Metro Rail station and the Bixel transitway along 4th and 5th Streets, and
 - traverse 7th Street linking the 7th Street Marketplace and the Hilton Hotel area to the Financial Core and the Markets.
- Δ A strong shuttle bus connection between the Long Beach/ Washington Boulevard Metro Blue Line station and Union Station along Alameda Street would open up the Markets for participation in the Downtown rail service.

Taxis in Downtown Los Angeles can also be an important part of the internal circulation system. A zone system of taxi fares, similar to Washington, D.C., for example, would enable more Downtown travelers to take advantage of the "point-to-point" flexibility offered by taxis. Allocation of space within the pick-up/drop-off areas of new buildings together with the establishment of a zone fare structure, would allow taxi service to play a more important role in the internal circulation system.



STREET CIRCULATOR SYSTEM

ELECTRIC BUSES

- Broadway (Electric Trolley)
- 1st St/Inner Loop (Electric Trolley)
- South Park Loop

NON-ELECTRIC BUSES

- Outer Loop
- 7th St-San Pedro
- 4th/5th St

Alameda Shuttle

Figure 6: Downtown Street Circulator System

INTERNAL BUS PRIORITY

A number of Downtown streets have been recommended to provide bus priority. Figure 7 shows the general location of the freeway, High Occupancy Vehicles and key surface street routes that deliver regional buses to Downtown. Figure 7 also shows a series of bus priority streets within Downtown that would be used to distribute these regional buses. The purpose of these bus priority streets is to allow buses to provide priority distribution within Downtown Los Angeles.

The internal circulation opportunities offered by the regional bus service within Downtown should not be overlooked. Literally thousands of bus trips are made through Downtown every day. With a Central Business District free-fare zone, or a low single-price local fare zone, and the proper information for passengers, these bus trips could become easily accessible to the internal Downtown traveler.

The DSP transportation strategies include parking and transportation demand management policies and actions that increase ridesharing and give priority to visitor/shopper parking. Parking strategies focus on increasing the parking supply within certain sections of Downtown where the visitor and shopper are presently underserved. At the same time, the parking policies discourage all day parking by single-occupant vehicle Downtown employees.

Transportation demand management strategies will begin with preferential treatment of carpools and vanpools in terms of parking allocation, location, and pricing; rideshare-friendly building design requirements; the leveling out of auto parking and transit commuter subsidies; and the provision of information resources for the Downtown traveler. These and other strategies will be implemented over time. In fact, the targets for assessing their effectiveness will likely also change over time.

INFORMATION SYSTEMS

Future personal travel demands could be significantly reduced or, at the very least, better managed if Downtown moves aggressively to implement the latest technological advances in information systems. Telecommuting could allow Downtown employees to conduct business without making a physical trip to Downtown every day. "Front offices" in Downtown and "back offices" connected to Downtown (or vice versa) by the rail transit system and by fiber optics could allow businesses to function without the need for every employee to commute to work during the peak periods.

Intelligent Vehicle and Highway Systems (IVHS) technology is just beginning to be implemented in Los Angeles through the Automated Traffic Surveillance and Control system (ATSAC) and the "Smart Corridor" program. Similar technologies will emerge over the life of the DSP that will make more efficient use of system capacity and allow Downtown travelers, regardless of mode, to make more informed decisions relative to their travel choices.

GOODS MOVEMENT

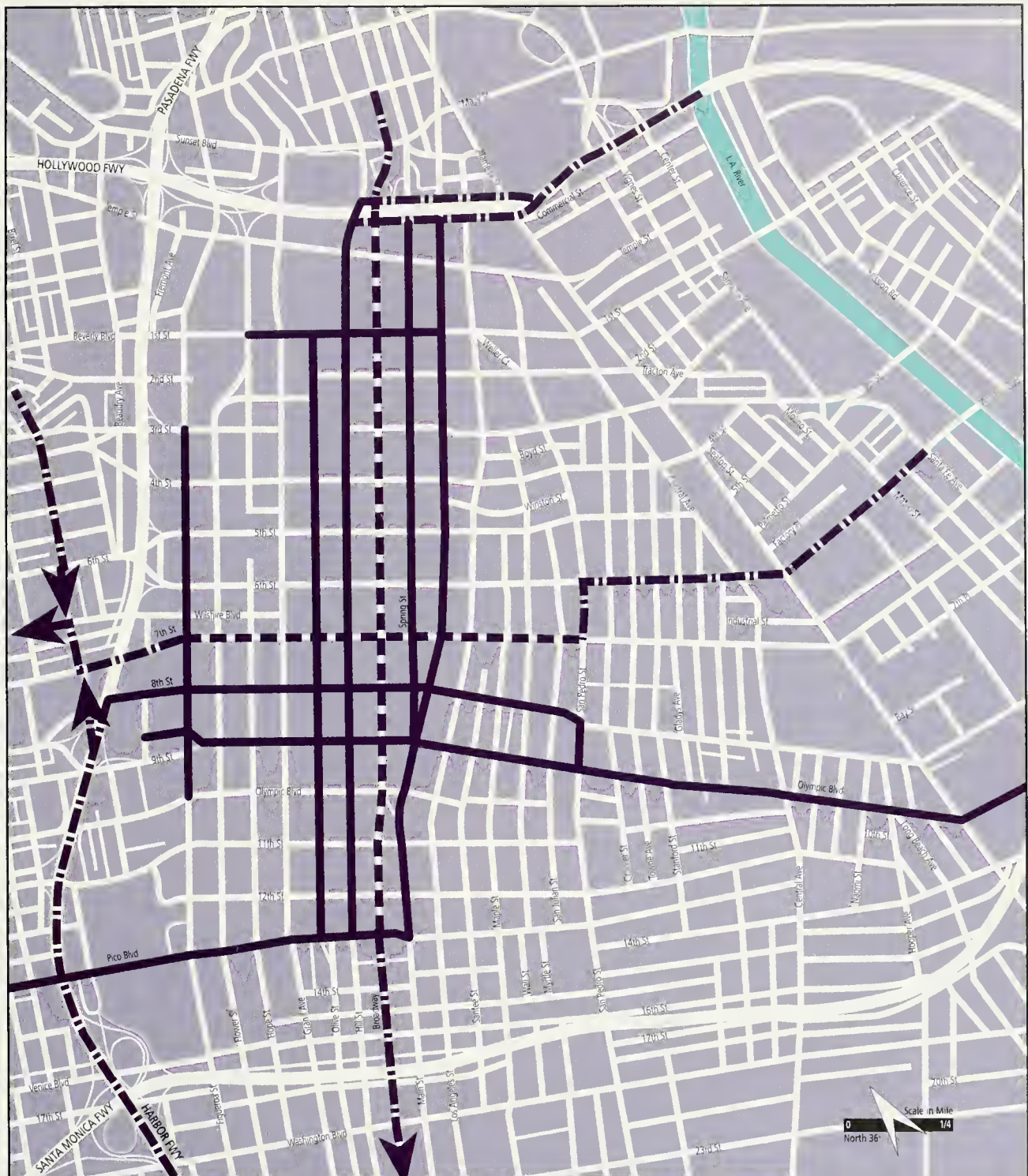
Goods movement to and from and within Downtown is critical to the success of the DSP, especially the goal of strengthening the existing industrial and commercial job base. Downtown is presently well-served by rail and regional freeway networks and the goods movement service will improve with the implementation of the Alameda Consolidated Transportation Corridor Project.

The DSP transportation strategies will improve truck logistics in and around Downtown by identifying specific streets as truck routes and as local truck streets. Truck staging areas and truck management strategies should make deliveries to Downtown easier, especially for the long-haul trucks. Tying the goods movement element into the Downtown information systems will increase goods movement flexibility and enhance the competitiveness of Downtown as a modern industrial/commercial center.

Goods movement within Downtown is currently a 24-hour-a-day operation. Excellent use of available evening, night time and early morning transportation system capacity is already being accomplished by the Produce Market, Flower Market and individual businesses within the Markets. Thus a ban or significant limitation on hours of trucking operation and delivery within Downtown seems counterproductive and ill-advised.

PARKING & DEMAND MANAGEMENT

Long range transportation planning in Downtown Los Angeles may be more and more dictated by outside forces and programs such as clean air and transportation control requirements and the Regional Mobility Plan. For these reasons, we must act aggressively to control our own destiny through parking and demand management measures.



BUS ACCESS



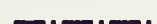
-  Regional Bus Priority (Bus Lanes)
-  Local Bus/Circulator Priority (Bus Lanes)
-  Regional Bus Access/High Occupancy Vehicles (HOV) Corridors

Figure 7: Downtown Bus Access

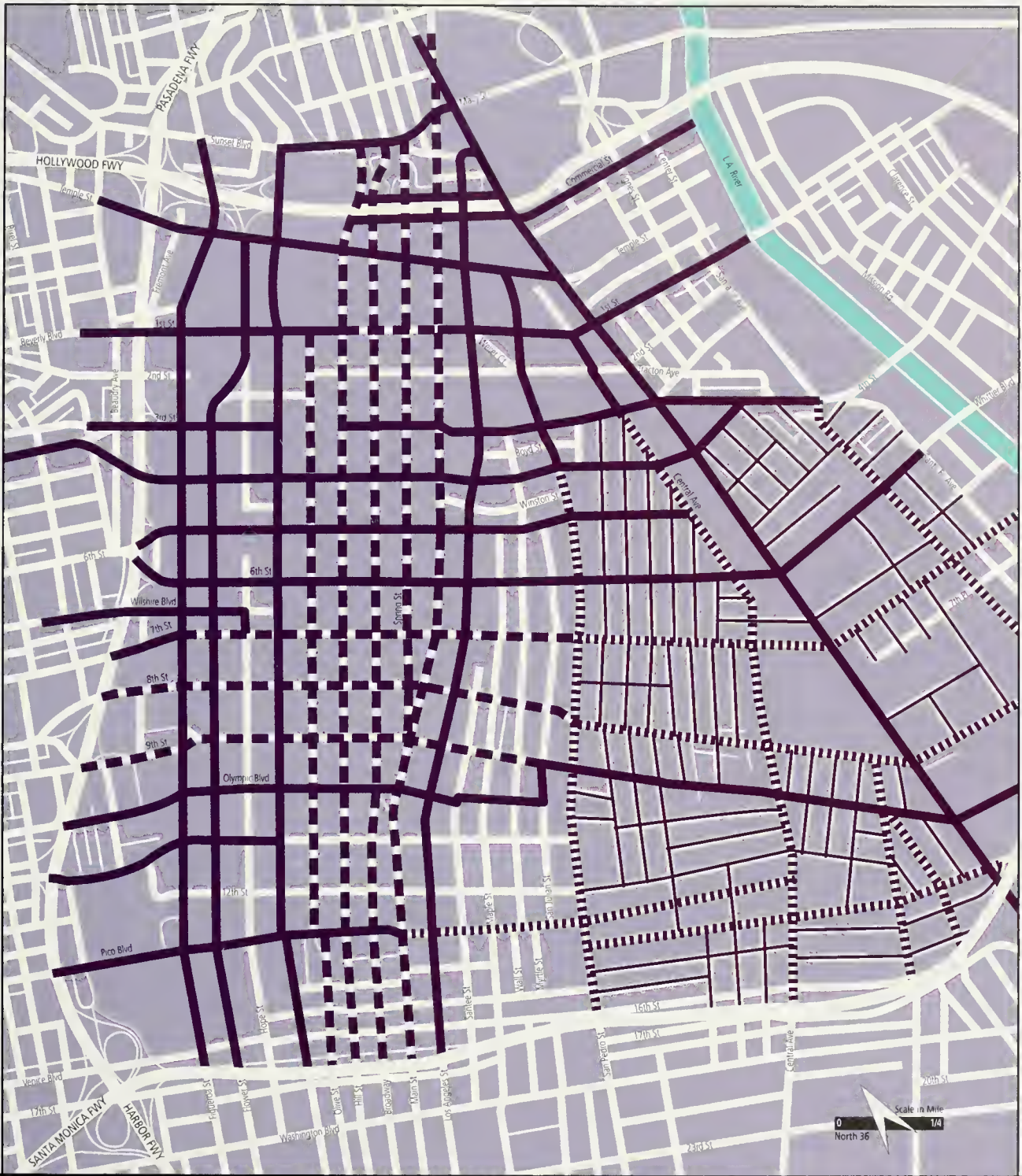
STREET HIERARCHY & PEDESTRIAN LINKAGES

Figure 8 shows the compilation of transit and automobile streets within the Downtown area. The central core of Downtown would receive transit priority while streets such as Figueroa, Flower, Los Angeles, 3rd, 4th, 5th and 6th Streets would be retained as key automobile streets serving Downtown. In the Center City East and the Markets, a number of streets have been designated as truck routes to facilitate the movement of goods into and out of the industrial areas. To the degree possible all these streets should provide adequate sidewalk space for pedestrian circulation and for use by adjacent retail businesses.

Downtown Los Angeles is already a unique pedestrian environment compared to the rest of the regional centers of Southern California. Its buildings are organized in blocks that generate streets of a kind that encourage the mix of pedestrians and vehicles. Many thousands of people who visit, live and/or work Downtown already share its sidewalks, plazas, parks and public places in their daily lives. This open space network needs to be repaired, better maintained, and expanded.

The existence of an extensive, well-formed and well-maintained pedestrian network is essential to the success of the proposed transportation policies Downtown. Such a network helps merge the transportation and open public space networks of the City together in a manner that makes both more understandable, more memorable and, therefore, more useful. It also provides the essential connections and interchanges that make the sum total of all modes of transportation more effective and serviceable than their individual parts.





STREET HIERARCHY

- Mixed Flow Street
- Transit Priority Street
- Truck Route Street
- Local Truck Street

Figure 8 Downtown Street Hierarchy

OPEN SPACE



The point has been reached where the physical environment of Downtown discourages essential residential and commercial investment. Any successful plan to rehabilitate Downtown will have to focus on the restoration of public streets and open space as both a determinant and an index of the quality of life in this city.

This Strategic Plan proposes a series of open space elements composing the public realm that every living city needs, and addresses implementation approaches appropriate to the austere public funding environment of the foreseeable future.

CIVIC OPEN SPACE

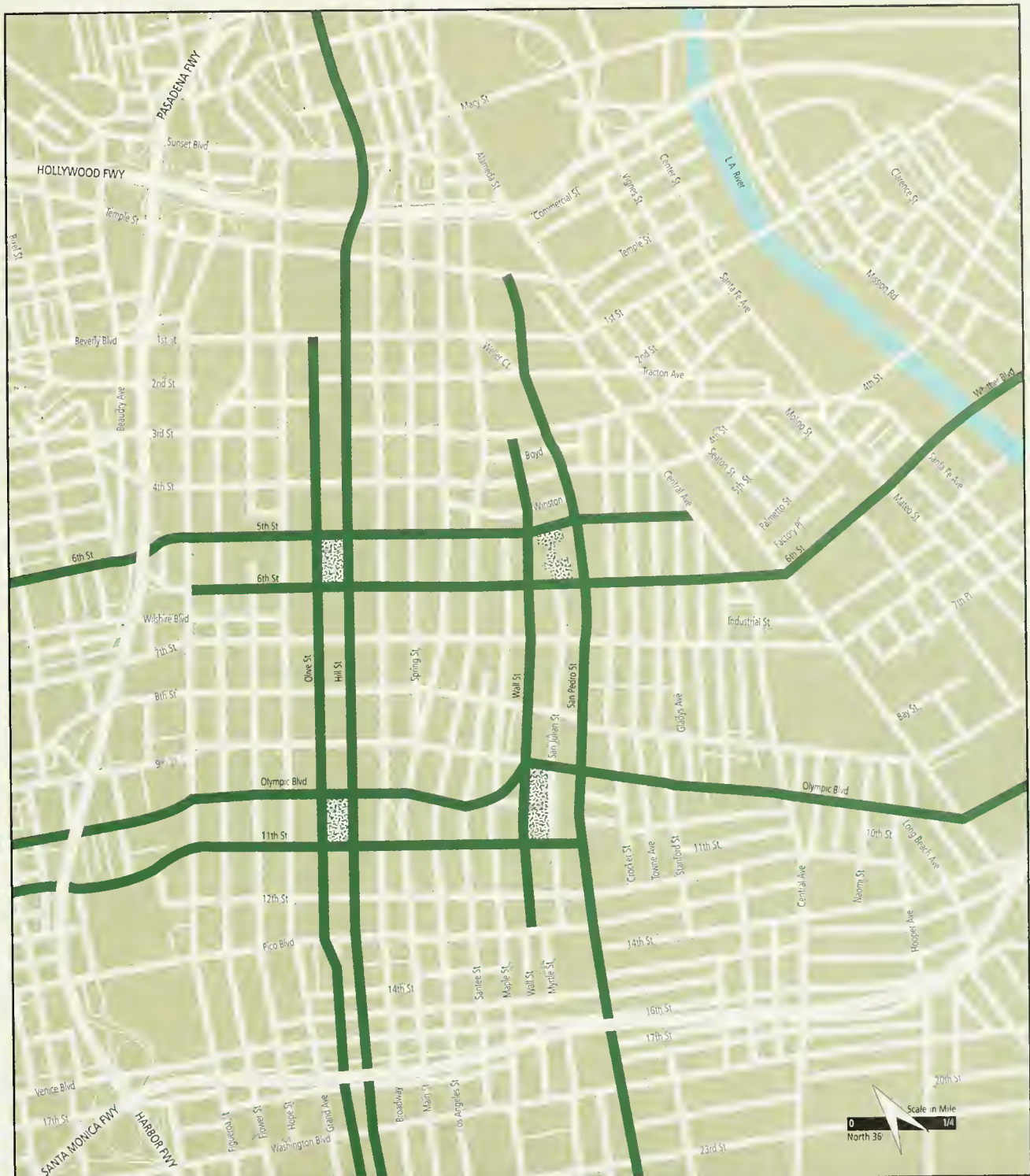
Because so little dedicated public open space exists Downtown, creating a framework of civic open spaces and streets that provide necessary and suitable settings for the public life of the community is of the highest priority. With the newly redesigned Pershing Square as the first of the major Downtown spaces, three more of similar scale are proposed. They are distributed in an egalitarian and imageable pattern throughout Downtown to give clarity of urban form to the heart of the Los Angeles metropolis (Figure 9).

To be truly civic in scale, these spaces should be the size of a full city block, and should be bounded on all sides by public streets; that is, they should not be the “front lawns” of any buildings. They should be commonly accessible, although hours of use may be controlled. And they should be designed for the flexible use of space, accommodating sizable numbers of people and providing a forum for organized public events as well as for everyday casual use. These civic open spaces represent Downtown and the City, and therefore should boast fine, durable materials, public art, and symbolic information conveying a sense of place. Simply put, these spaces are required to help people know where they are Downtown and to feel comfortable there.

To unify Downtown and at the same time give focus to its various neighborhoods and districts, South Park Square and Market Square should each be designed and programmed with individual character and functions. These would be capable of generating activity of both local and regional interest, such as markets, cultural affairs, entertainment and recreation events. Although not a full city block park, San Julian Commons is also designated as civic open space. It is composed of a cluster of small parks and pedestrian-friendly streets. Its location and mix of activities should allow it to play the same role as the rest of Downtown’s prominent open spaces.

Streets improved with planting, paving, lighting, signage and furnishings should form the pedestrian-friendly corridors connecting these spaces — they are called Avenidas in this Plan to distinguish them as the most prominent civic streets of Downtown. The following pairs of streets are designated as Avenidas, the street armature of the civic framework: 5th and 6th Streets; Olive and Hill Streets; Olympic Boulevard and 11th Streets; Wall and San Pedro Streets.

The civic squares lie in the intersections of these pairs, forming a walkable pattern for the pedestrian environment in the very heart of Downtown. Improvements appropriate for each avenida will vary with existing conditions, width, pedestrian and vehicular traffic, and architectural character. Design specifics will be further developed. For strategic planning, the concept of improvement in a coherent pedestrian-oriented pattern is the essential point of commitment.



CIVIC OPEN SPACES AND AVENIDAS

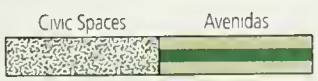


Figure 9: Downtown Civic Open Spaces and Avenidas

NEIGHBORHOOD PARKS

In addition to the civic-scale open spaces, a network of small and well-distributed public and semi-public open spaces is recommended to serve the needs of individual districts, neighborhoods, developments, and institutions. These should be distributed at about 5-minute walking distances (1/4 mile), and can vary in size and character according to land availability and use. Local users should be involved in their design and planning. These may accommodate more active uses, such as playgrounds, community gardens, and local group displays and performances. As the life of the City unfolds, districts and their occupants change, and it is quite common and proper that parks are "re-created" at intervals to accommodate new needs (Figure 10).





NEIGHBORHOOD PARKS

Existing Park (1/4 mile radius)

Proposed Park (1/4 mile radius)



Figure 10: Downtown Neighborhood Parks

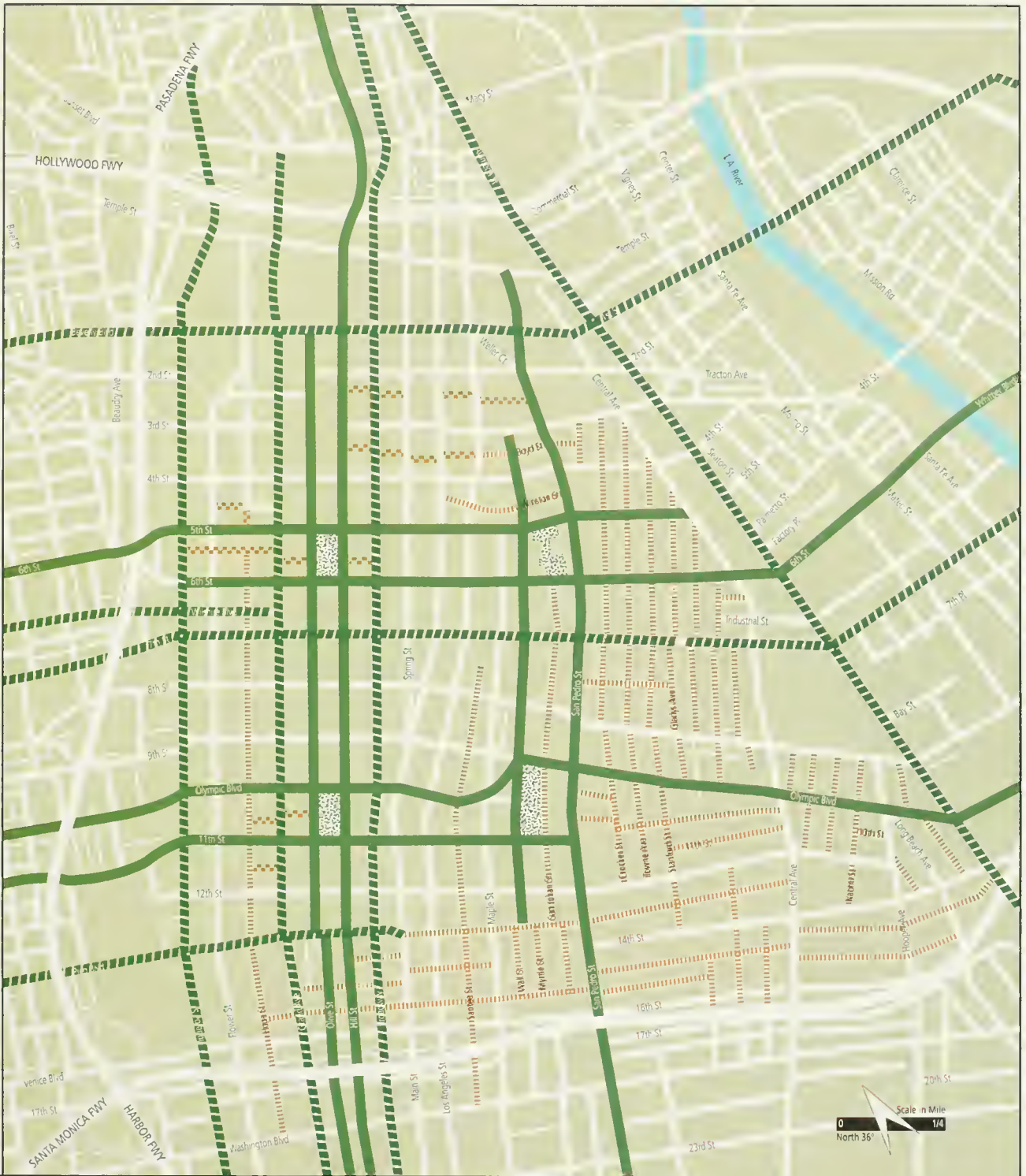
STREET TYPES

To further enhance the pedestrian experience of Downtown, a hierarchy of improved streets should be created (Figure 11):

- Δ Avenidas connecting the four major squares of Downtown (Pershing, South Park, Market, and San Julian);
- Δ Boulevards extending through the Downtown and leading along important corridors and to important destinations (Broadway, Grand, 1st, 7th, Alameda, and Figueroa);
- Δ Paseos cutting through the midblocks of the very large-scale city grid to overlay a plaid of more intimately-scaled walkways; and
- Δ Non-through streets of all sizes which discourage vehicular use and therefore provide special opportunities for local, pedestrian-friendly treatment.

The design criteria for each of these types of corridors need not be fixed at this point; they depend on context and may change over time. However, the strategy should focus on the creation of a network of attractive, usable streets designed to emphasize the visual and functional needs of pedestrians as the heart of a public realm in which residents, workers, shoppers and tourists feel comfortable. Particular emphasis should be placed on a landscape palette that distinguishes street-types from each other, and on appropriate minimum widths of sidewalks so that they readily accommodate pedestrian activities.





PHYSICAL
FRAMEWORK

111

OPEN SPACE

STREET TYPES



Figure 11: Downtown Street Types

METROPOLITAN PARKS

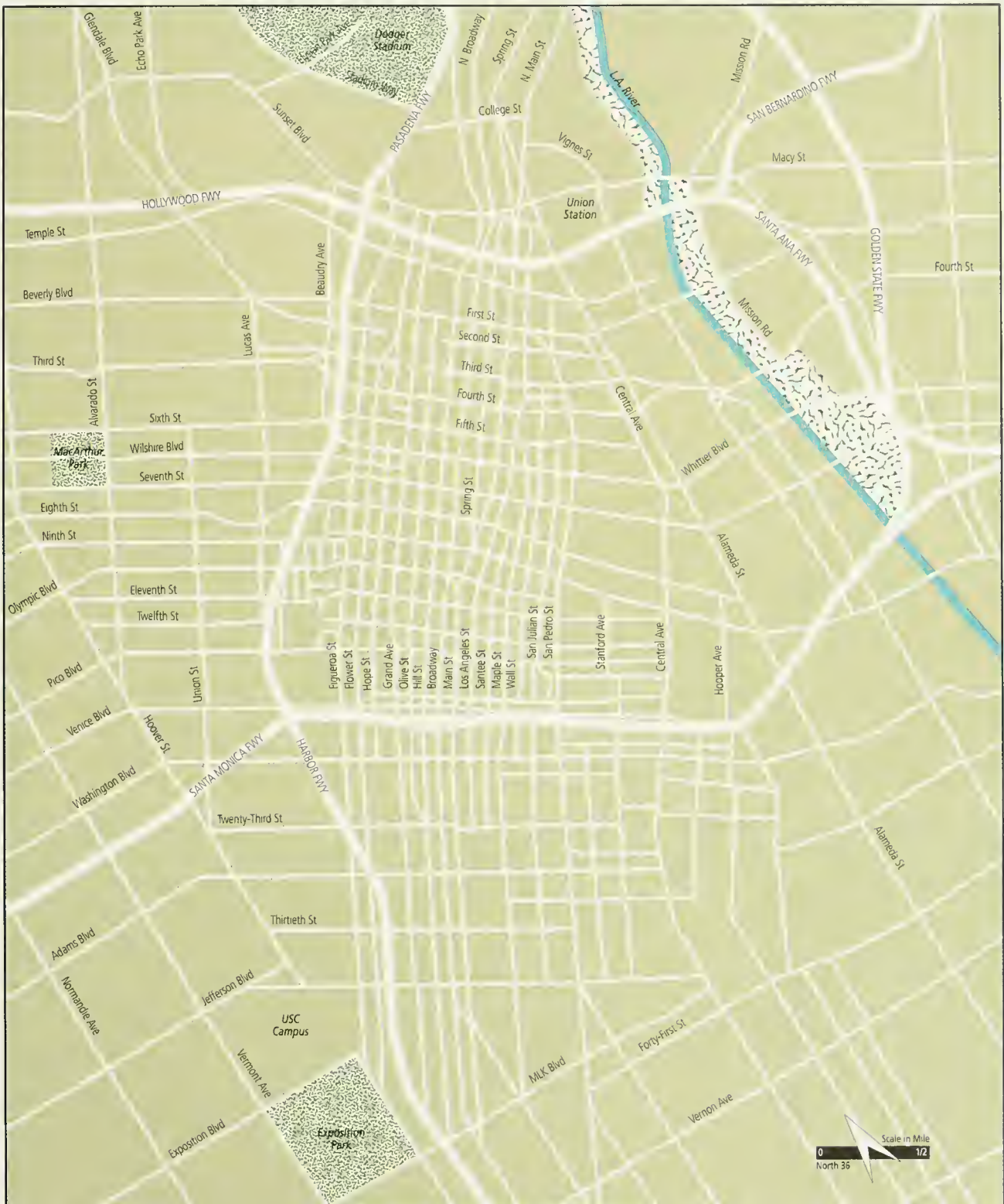
Just beyond the Downtown core enclosed by the freeway ring, large open spaces exist which serve as a metropolitan resource, including Elysian, Exposition, MacArthur, and Lafayette Parks. The Strategic Plan should draw these parks into the Downtown usage area by connecting them with boulevards and by designating Downtown short-run "circulator" links to them. For example, Elysian Park is only a five-minute ride from the commercial center, but without fast and inexpensive mass transit, few can access it for a brief lunch-time respite. Opportunities to develop other metropolitan parks, perhaps on the east bank of the Los Angeles River, and perhaps on Washington Boulevard, and on the site of Fort Moore north of the Hollywood Freeway, have been considered. These are long-range ideas that should be realized in the future, but they need not distract immediate resources or energies from the urgent priorities of civic and neighborhood spaces (Figure 12).

REPAIR OF EXISTING PUBLIC REALM

Existing public open space, which is often inaccessible and privatized, should be retrofitted. This is obvious for corporate plazas and interior courtyards. It is less obvious but equally important for streets. Where grade-separated and building-internalized pedways have displaced public sidewalks, where street frontage is deliberately occupied by raised architectural barriers to ensure that no lingering by passers-by is possible, opportunities are lost to support a population of pedestrians who would like to use and enjoy the residential, cultural, and commercial life of the City.

SUSTAINABLE DEVELOPMENT

Serious attention should be focused on issues of urban ecology. Energy conservation, water conservation and quality, air quality, native vegetation, storm run-off and soil erosion, and restoration of the Los Angeles River as a natural ecosystem must be addressed as crucial elements of the sustainable development of the City. Planting, paving, urban design and architectural guidelines promoting environmental goals must be defined and pursued in Downtown and the region.



METROPOLITAN PARKS

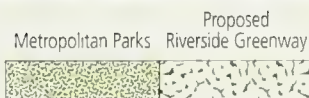


Figure 12: Downtown Metropolitan Parks

BUILT FORM



For the last half century the design of buildings in Downtown Los Angeles, as in most American urban centers, has been mostly at odds with the process of forming the kinds of streets, squares and parks that are the armature of the pedestrian city. Buildings have been more oriented to their own sites than to how they might form amenable urban space along with their neighbors.

Design excellence matters to the future economic growth, the character and the livability of Downtown. Good design depends on a simple set of public directives about the responsibilities that each building bears toward the incremental formation of the City as a whole. To encourage the highest architectural standards, the Plan proposes that current zoning and other form-determining regulations Downtown be simplified and adapted into a Downtown development manual. Such a document would be framed around the following fundamental purposes:

- △ *cancel ambiguous and overlapping rules and code impediments to development;*
- △ *ensure investment confidence by encouraging physical predictability;*

- △ *guide the physical form of public streets and open spaces,*
- △ *encourage relationships between uses, principally housing and employment;*
- △ *encourage the preservation of important existing buildings and the enhancing of the identity and character of particular neighborhoods and districts;*
- △ *guide the varied distribution of density within Downtown — for instance, higher density around transit stations, lower density in the vicinity of residential neighborhoods.*

The manual should reinforce a proactive planning stance that has as its goal the development and design of a prosperous and beautiful city. Instead of regulating style or generating fixed, prescriptive frameworks, it should articulate issues of use, density and form in a manner that encourages coordinated design action. It should allow maximum freedom in the design of individual buildings while ensuring the formation of a coherent network of streets and public open spaces.

USE

Downtown should be defined as an area of the City that promotes the judicious mixing of uses. Based on the existing building stock as well as present and desired future developments, five mixed use zones are proposed: Four of them are dominated by a principal use — civic, commercial, residential, industrial — and include a number of others. The fifth suggests the even mixing of a variety of uses, with none predominating. (Figure 13)

Uses as described above should be managed within the boundaries and context of Downtown's neighborhoods and districts. The enhancement of the character of each neighborhood and district and the identity and image of Downtown as a whole will depend on the proper mix and distribution of uses over time. The use mix, and distributions to be put forth in future specific implementing documents of the Downtown Strategic Plan should be adjusted every 5 years to assess the response of the market.

DENSITY

The overall average Floor Area Ratio (FAR) for Downtown is adequate to accommodate envisioned growth and development. Current FAR regulations should generally remain in place throughout Downtown. However, a number of minor adjustments are proposed.

Existing FAR entitlements for some areas of Downtown exceed current or proposed development possibilities. Particularly in South Park, housing has not been developed in part because of expectations for a return on investment based on the maximum allowed FAR.

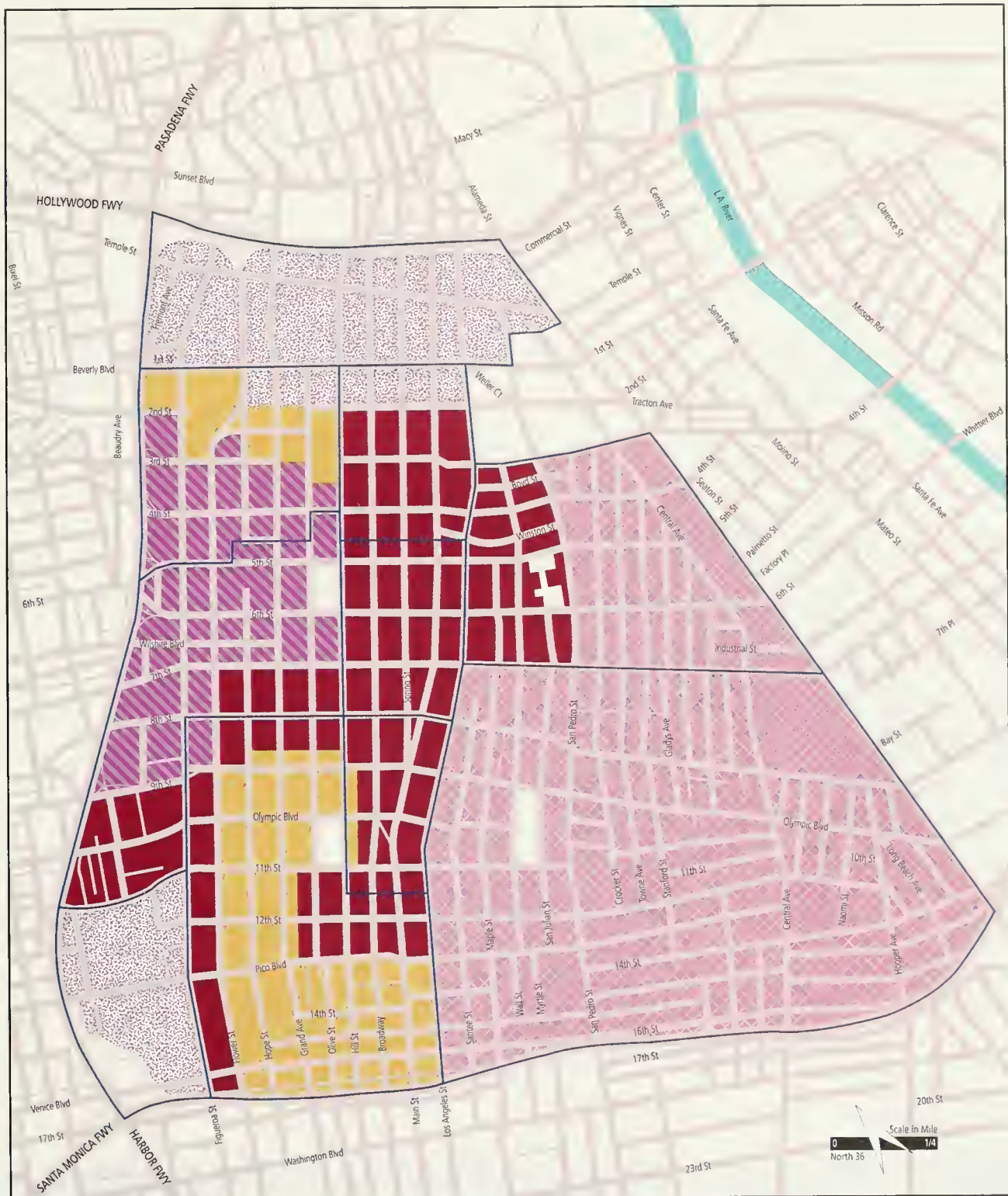
In other cases, as in existing areas of dense commercial development such as Bunker Hill, or in the vicinity of transit stations or in the boundaries between neighborhoods and districts, the allowable density often falls short of the development potential of many building sites. Some adjustments such as the following should be made in the existing structure of entitlements in order to address these current impediments to growth and development: (Figure 14)

- △ *The 13:1 receiver site density within South Park should be eliminated, with the exception of the vicinity of the Transamerica Tower.*
- △ *The 13:1 receiver site density within the Financial Core should be lifted. Subject to public and environmental review, there should be no cap on density transferred into this district.*
- △ *Particular receiver site densities should be established for areas around Downtown rail transit stations.*
- △ *The boundaries between the neighborhoods and districts proposed in this Plan should be adjusted to generally occur at mid-*

block rather than at street locations. Complex historical, jurisdictional and other conflicts should be reconciled. The receiver site densities on both sides of these new boundaries should be adjusted in order to promote proper street configurations.

Transferring "excess" density from one parcel to another (TFAR) can help encourage desired development in Downtown. Transferring density from sites on which housing is developed or historic structures are restored and/or adaptively reused can help provide resources that make these types of projects financially feasible. Transferring density to other locations in Downtown allows the development of larger projects, particularly office development, making those projects feasible as well. (Figure 15) Critical issues related to TFAR policy such as the following need to be addressed in order to energize this tool as a significant development incentive. In so doing, land cost impediments to building housing in South Park can be mitigated and an active housing market Downtown can be supported.

- △ *The transfer of density should be used on a priority basis to induce rehabilitation and/or adaptive reuse of historic buildings, and to develop housing and residential neighborhoods. As a second priority, density should also be allowed to be transferred from sites containing other types of projects or development that benefit the public and are consistent with the Downtown Strategic Plan vision and recommendations.*
- △ *An FAR bonus should be established that allows additional FAR potential on a parcel on which new housing is constructed. The current FAR bonus on parcels containing restored and/or adaptively reused historic structures should be retained. Both the "unused" FAR and the bonus FAR for the housing and historic preservation should be permitted to be transferred to other sites. This bonus system should be phased out over time to encourage the prompt implementation of the Downtown Strategic Plan's (DSP) housing and historic preservation goals.*
- △ *Density should continue to be transferred only within Community Plan areas except when the density is from parcels that contain restored and/or adaptively reused historic structures or newly constructed housing and neighborhood facilities. Density from these sites should be allowed to be transferred to any site within the Financial Core.*
- △ *The proportion of entitled commercial use in the [Q]R5 zone of South Park should be minimized. Commercial density plus relevant bonuses should be allowed to be transferred subject to the conditions above.*
- △ *The achievement of higher densities should be encouraged near transit stations and other transit facilities within the DSP area through the transfer mechanism.*



LAND USE AREAS

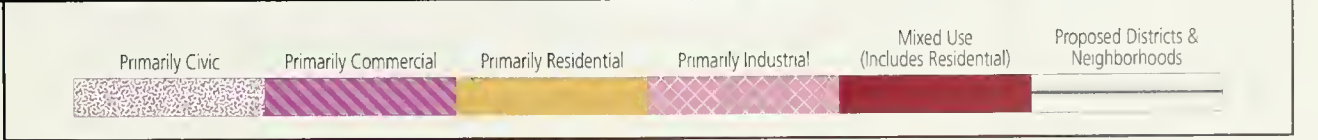
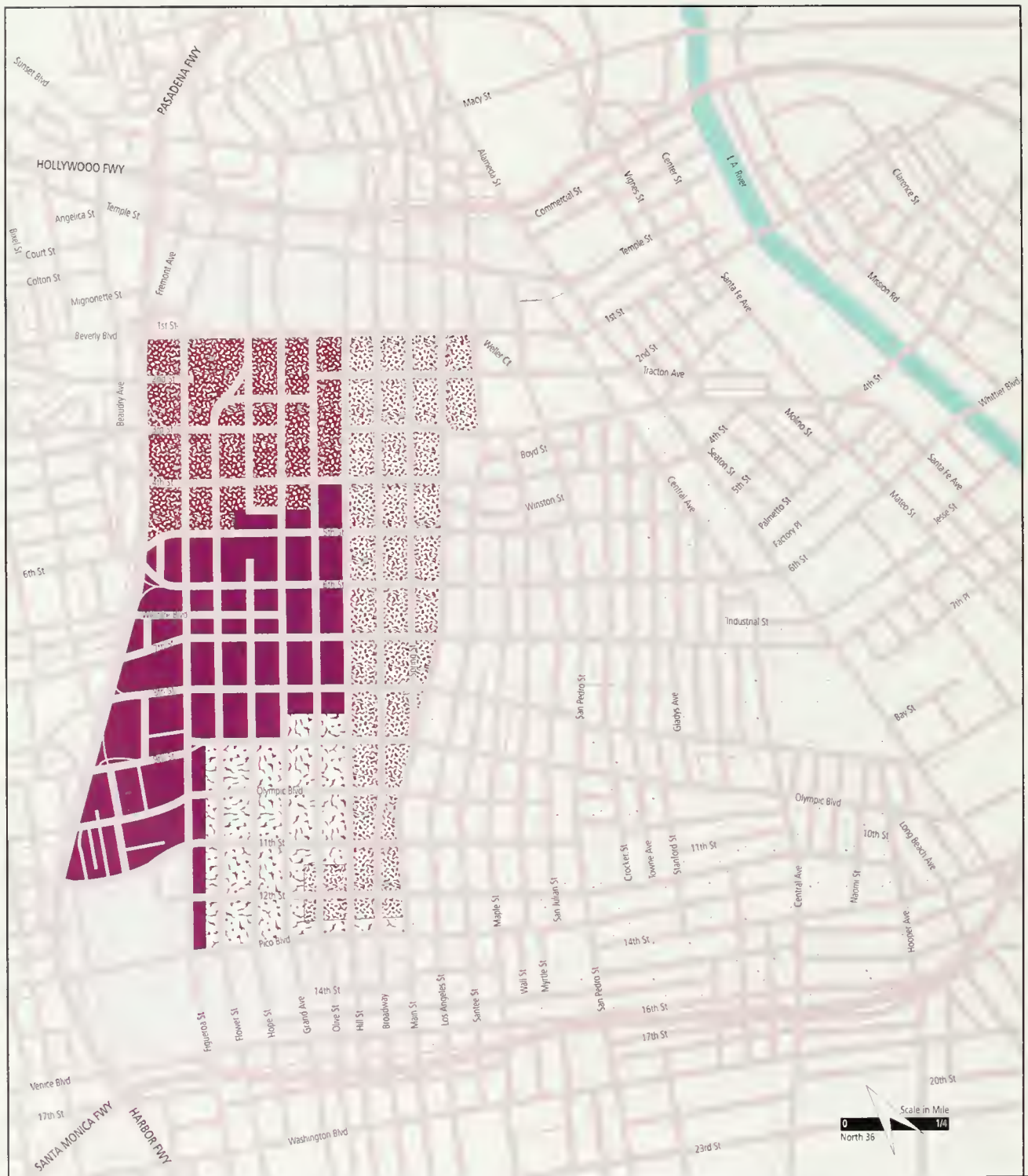


Figure 13: Downtown Land Use Areas

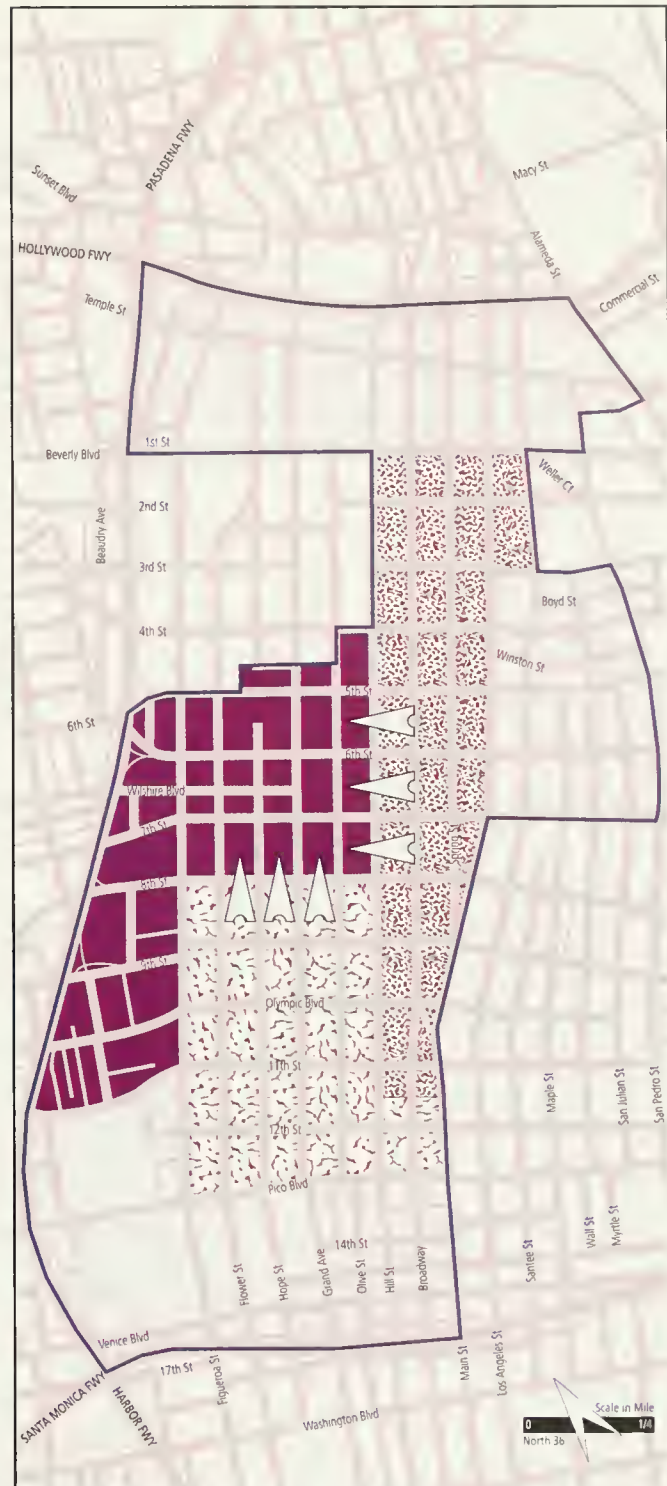


PROPOSED ENTITLEMENTS: FLOOR AREA RATIO



Figure 14 Downtown Proposed Entitlements

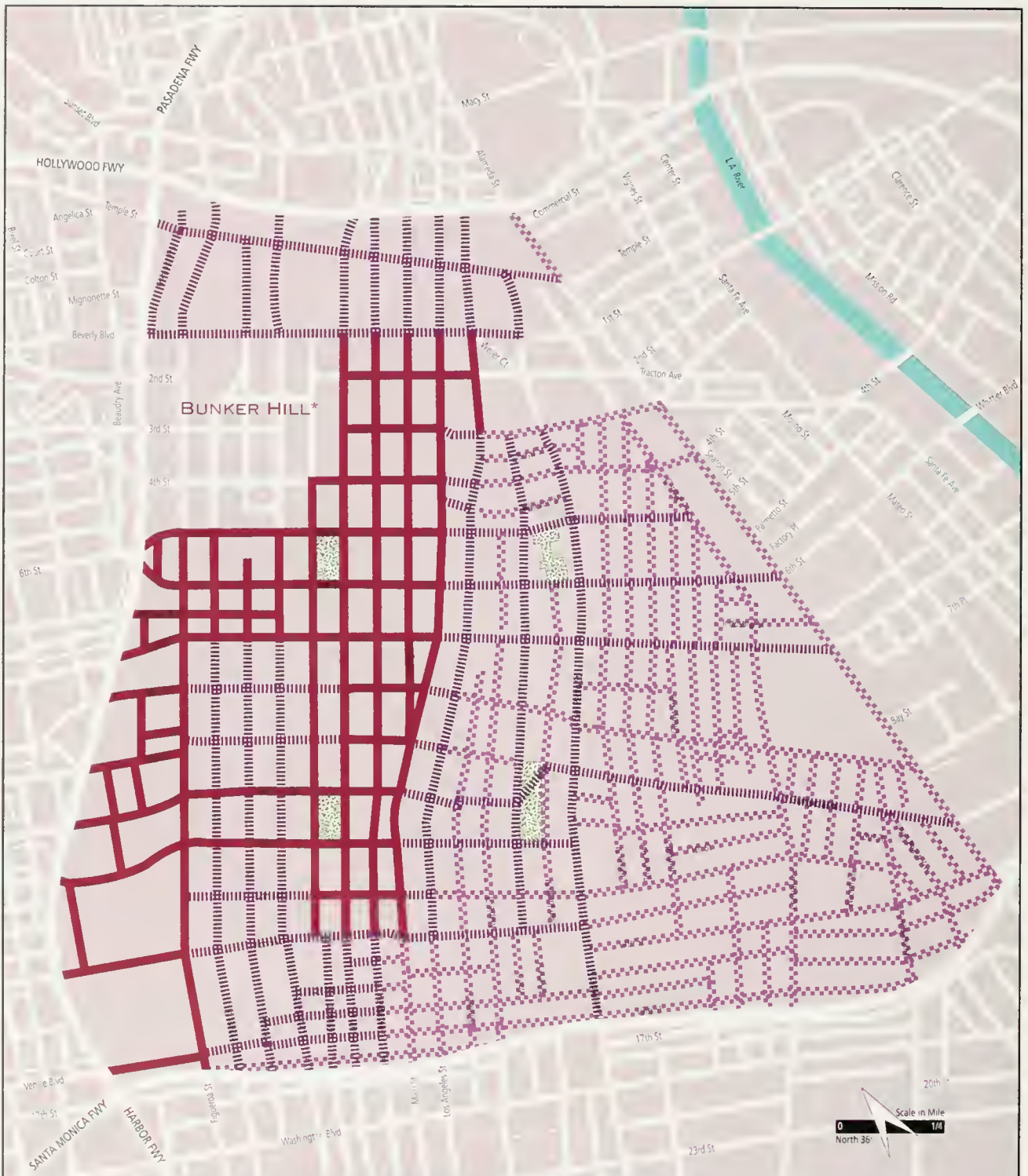
- △ Public benefit payments (PBP) should vary per use and should encourage the development of mixed use projects either on single sites or through the transfer process throughout Downtown. Periodic revisions to the fee should be considered to reflect prevailing real estate market conditions. The public benefit payment system should be revised to eliminate or provide significant credits against the payment of a public benefit fee if either the donor and/or receiver project develops desired public benefits such as housing, historic preservation, open space improvements.
- △ The formation of a TFAR bank should be reconsidered. This would acquire excess FAR from donor sites, in conjunction with the production of residential neighborhoods, historic preservation and open space projects, for future sale to commercial development projects elsewhere in the Downtown area.



TFAR DONOR AND RECEIVER SITES

TFAR: Internal	TFAR: Internal/ Housing Donor	TFAR: Internal/ Housing & Historic Donor	TFAR: Internal/ Receiver Unlimited (Financial Core)
[White Box]	[White Box with Arrow]	[Red Stippled Box with Arrow]	[Red Stippled Box]

Figure 15. Downtown TFAR Donor and Receiver Sites



STREET FORM TYPES



* No Street Wall Requirements in Bunker Hill

Figure 16 Downtown Street Form Types

FORM

An expanded density transfer program will result in a heterogeneous building fabric, where densities will vary from block to block. Under these circumstances, form guidelines become a very significant instrument in ensuring some degree of consistency in the definition of both buildings and the public open space of the city.

Urban form guidelines prescribe the orderly development of streets and public open spaces through building design. Such guidelines ensure the predictability and value that occurs when a beautiful and varied city evolves through the incremental development of many public and private projects. It is the intention of this plan that each neighborhood and district downtown attain, to the degree possible, a particular character. Further, that they would all be linked together through the Avenida and Boulevard network so that they could be experienced and understood as part of a single downtown.

To that end, three main objectives will be accomplished through these form guidelines. They will be further developed in the implementing documents of the DSP:

- △ *Bulk, profile, placement and streetwall criteria for individual buildings will define a series of street types unique to Downtown. (figures 16, 17)*
- △ *Parking design criteria, whether applied to garages, open air lots or integrally within other buildings, will generate places that provide safety, comfort and convenience for the pedestrian.*
- △ *Streetscape and landscape criteria will reinforce the pedestrian quality of Downtown's streets and public open spaces and, by taking advantage of the great local climate, promote the use and enjoyment of the outdoors.*

A series of issues should be elaborated more specifically and more locally on a neighborhood and district basis. They include guidelines for the preservation of important historic buildings, requirements for the design of private open space within the boundaries of individual projects, and the development of desirable building types for residential, commercial and industrial uses.

The ultimate success of these form guidelines should be measured by two complementary objectives: fostering the design of an architecturally diverse Downtown, where buildings of all kinds, monuments and common ones alike, can accommodate and represent our society over the next 25 years; and safeguarding the character of the sidewalks, plazas, and parks that residents, workers and visitors share in common.

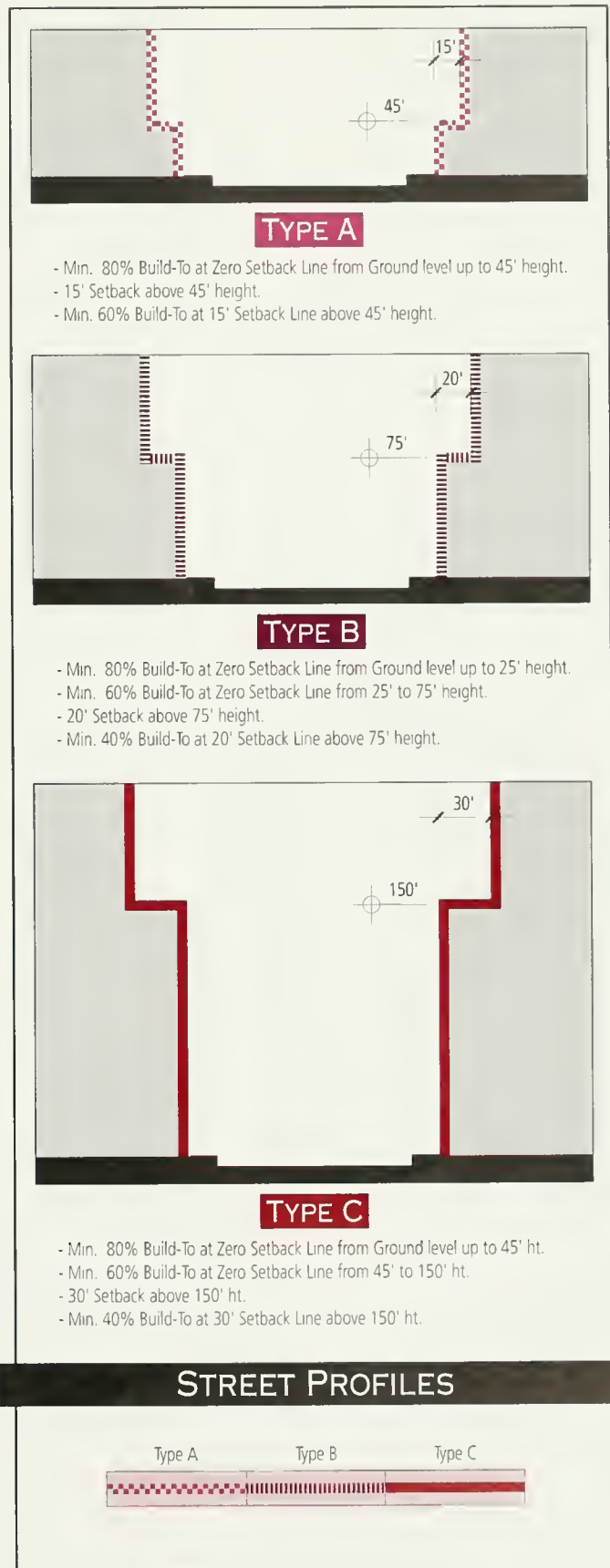


Figure 17: Downtown Street Profiles

VI

IMPLEMENTATION

The Downtown Strategic Plan outlines principles, catalytic programs and projects, and physical frameworks for how Downtown should develop over the next 25 years. Developing the Plan, however, is only half the challenge. The other half is implementation.

Implementation is guided by five principles, and depends upon the directed action of individuals and stakeholder groups who are committed to a change in the way they recognize their individual and collective roles and responsibilities in achieving specific goals.

FIVE PRINCIPLES OF IMPLEMENTATION



1

COALITION APPROACH TO CHANGE

Ultimately, it is a firm belief in the Plan by Downtown employers, property owners, civic leaders, professional groups, employees and residents that will move these concepts to reality. No one organization is capable of doing it alone. It is crucial that coalitions collect around specific catalytic programs and projects.

The Downtown Los Angeles political structure currently supports a fragmented situation where there are no centralized organizations or leaders who are ultimately and expressly responsible for the entire core area. The Plan suggests that each organization should have a self-interest in Downtown's future and should reexamine their own agenda and role in improving the condition of Downtown's neighborhoods and districts.

△ **Elected Officials:** Downtown is one of the City's greatest assets in sustaining the economic vitality of the whole region. It is an investment which must be protected and nurtured. The

City Council, by approving this plan, and by making a continuing commitment to it, will help all municipal officials as well as the public better respond to future proposals and investments by both private and public entities.

△ **Public Agency Staff:** The detailed follow-through for new policies and public investments is the responsibility of staff at a dozen City, county and regional agencies. At the City level, Redevelopment, Planning, Transportation, Housing, Economic Development, Building and Safety, Police, Fire and Public Works must invent new ways to effectively respond to, coordinate and implement the Plan's catalytic actions. On the County level, Metropolitan Transit Authority and Social Services have an active role which much be brought into City level discussions. Lastly, Air Quality Management District (AQMD), Southern California Association of Governments (SCAG) and various State agencies influence how Downtown can grow and change. An Interagency

Coordinating Committee which meets each month may be the most efficient way for the public sector to become a better partner with the private sector and community investors.

Δ **Business, Industry and Property Owners, Downtown Workers:** Downtown is the place where individual property owners and the City have made investments and expect returns on them. It is also the place where tens of thousands of people have decided to become employed in order to gain their livelihood. They all have a direct stake in its efficient maintenance, safety and operations. Through the expanded support of umbrella groups like Central City Association and Central City East Association, or industry specific organizations like the Garment Manufacturers, labor organizations, employers and investors the improvements called for in the Plan can be realized in a timely and cost-effective way. Individual owners must work more closely with their neighbors on local issues like street trash, safety, homelessness, traffic, parking and lighting. Many aspects of these problems can be more effectively addressed and resolved within each individual neighborhood and district.

Δ **Advocacy and Neighborhood Groups:** Downtown is a major focus of activity for dozens of interest groups, such as arts, historic revitalization, shelter providers, social service providers, religious congregations, open space, river restoration, resident and neighborhood organizations. The Plan encourages each group to examine what kind of leadership role is called for in order to move a catalytic program or project forward. Without the active and long term involvement of such groups, many crucial actions will be delayed or become stillborn. The Mayor and City Council should be made aware of a group's interest in participating with public agencies and other private coalitions. Assisting property and business owners in smaller district-level decisions can also be a powerful approach to expanding the influence of a citizen group. If entities such as those listed above commit their support to the enactment of the Plan's catalytic actions, Downtown will indeed enter a period of great physical renewal and increased economic prosperity.

2

RECAST PUBLIC SECTOR ROLE

In the past, government led the way in channeling money and establishing policies which created the special amenities which we typically associate with great cities. In recent years government has been seen as inhibiting rather than supporting further development.

The political and economic realities for the 1990s require that the City renew its role as a partner with the private sector in supporting community interests. In doing so, more leadership is required from

the public sector. Implementing the catalytic programs and projects will require an increased level of cooperation and coordination from all interested parties. Yet, it is crucial that certain entities become the leaders in carrying out the initiatives of the public, private and community interests.

The Mayor and City Council should designate a lead agency to coordinate and implement the Downtown Strategic Plan. This Plan cannot be carried out without a strong executive public agency with the responsibility and mandate to coordinate its execution.

3

EXPANDED PRIVATE SECTOR ROLE

The Plan recognizes that the catalytic programs and projects will require the direct involvement of property owners, businesses, lending institutions and foundations. This involvement is likely to take place on three distinct levels:

- 1) district issues which affect private interests within a certain geographic area;
- 2) Downtown-wide concerns affecting the entire core area; and
- 3) citywide and regional policies which affect the role of Downtown within the context of its surrounding neighborhoods and the Los Angeles Basin as a whole. An aggressive private sector role is essential to promoting future development.

4

CONTINUING PUBLIC PARTICIPATION

Community outreach is essential. People cannot become involved in improving Downtown unless they are involved in implementing the Plan's recommendations. Through the use of newspaper summaries, roundtable discussions with members of Downtown organizations, a continuous public outreach process, increased opportunities for public participation by residents, workers and employers, the Plan can become a living document which encourages people to take action to bring its provisions to fruition.

5

DOWNTOWN/INNER CITY PARTNERSHIP

Downtown is not an island. It needs the support, talent and hard work of the residents and business owners who are located in the adjacent neighborhoods. The Plan recognizes this mutual dependence, especially as it concerns jobs and business development. The implementation of the Plan requires Downtown and community groups to forge stronger alliances around specific catalytic programs and projects from which all parties benefit.



FRAMEWORK FOR IMPLEMENTATION



- △ Budget and work program development by each City department;
- △ City advocacy for local, state and federal programs;
- △ Prioritization for the continued growth and development of downtown.

While government acceptance and action on this plan is important, government alone cannot successfully implement the Downtown Strategic Plan; private sector support is essential. Accordingly, implementation of the DSP will require an invigorated public/private collaboration and innovative implementation, including new means of financing needed projects and new ways of sharing what have traditionally been only public or private responsibilities.

Given the importance of downtown as a revenue, employment, cultural, transportation and communication resource for the city, it is critical that the city not allow the downtown economy to falter. Immediate steps must be taken to improve the overall investment climate downtown. The public sector has the ability to serve as the stimulus for mobilizing and leveraging a broad constituency of public and private interests in a concerted program of change. To achieve this, the City Council should direct its departments and agencies to collaborate fully in the implementation the Downtown Strategic Plan.

Achieving the vision for downtown presented by the Downtown Strategic Plan will require the deliberate commitment to act by a myriad of public and private interests. To set this process in motion, the City Council should adopt the Downtown Strategic Plan as the guiding vision, direction and policy framework for downtown to the year 2020. The Downtown Strategic Plan should be considered the expression of City policy regarding downtown and incorporated as such in City plans and programs including, but not limited to, the following:

- △ Implementation of the Central Business District and Bunker Hill redevelopment projects;
- △ Updating of community plans for areas within greater downtown such as Central City, Central City North, Boyle Heights, Southeast, Northeast, Silver Lake/Echo Park, and Westlake;
- △ Development of the General Plan elements, such as the General Plan Framework;
- △ Direction to the Metropolitan Transportation Authority and the 30 Year Integrated Transportation plan;
- △ Development of regional plan elements by the Southern California Association of Governments (SCAG);

A PROGRAM FOR ACTION



COORDINATE THE PUBLIC SECTOR TO IMPLEMENT THE DOWNTOWN STRATEGIC PLAN

The Mayor and the City Council should designate a lead agency to coordinate implementation of the DSP, and create an Interagency Downtown Coordinating Committee should comprise of public sector agencies to assist in its implementation.

DEVELOP AN IMMEDIATE IMPLEMENTATION PROGRAM FOR THE FIRST STEPS OF THE DOWNTOWN STRATEGIC PLAN

The Downtown Strategic Plan recognizes that achievement of long term goals should not be dependent upon a few large scale, capital intensive interventions. Rather, it should proceed immediately based on a multiplicity of incremental actions taken by many parties over time, each of which builds upon and reinforces one another.

The First Steps propose policies and programs that must be initiated to begin this process of growth and change. Given the

importance of these actions to the immediate improvement of downtown and to effectuating the entire Downtown Strategic Plan, a detailed work program should be developed promptly upon adoption of the Downtown Strategic Plan.

PREPARE A MULTI-YEAR IMPLEMENTATION ACTION PROGRAM AND BUDGET

The Mayor and City Council should direct the lead agency and the Interagency Downtown Coordinating Committee to:

- △ Prepare for the review and approval of the Mayor and City Council, a multi-year Downtown Action Program, updated and evaluated annually, that carries forward the recommendations of the DSP.

The Downtown Action Program should delineate the policy, programmatic actions and budget necessary for its implementation and recommend specific capital and administrative budgets for the respective departments of the Interagency Downtown Coordinating Committee.

The multi-year Downtown Action Plan and budget should also identify other funding sources from federal, state and regional government agencies, as well as committed planning, management and construction investments from private sources. In this way, the city will target its local dollars in those areas having the greatest leverage from other private and non-local resources.

The multi-year Downtown Action Plan and budget should propose specific implementation targets and measurable outputs, and a timetable for implementation, including phasing of programs and projects, as well as an evaluation as to what can be implemented at little cost and proceed immediately. In addition the Downtown Action Plan should describe what actions will require "seed funds" and an additional public/private investment; and which actions might require more substantive and longer term public and private financial commitment.

In preparing the multi-year Downtown Action Program, the lead public sector entity and the Interagency Downtown Coordinating Committee should require that the plan proposes actions at three levels: those actions that can be enacted by the City Council and carried out by public agencies; those that require the establishment of a renewed public/private sector collaboration; and finally, with this foundation firmly in place, a series of program initiatives that will be initiated mainly from the private sector, but which will also involve public support.

- △ Policy, Regulatory, and Administrative Changes

Significant modifications are needed to improve the regulatory

environment downtown. Most of these can be accomplished through changes in current policies, regulations and administrative practices. These should be undertaken immediately.

Examples include the simplification and clarification of codes, coordination of government agencies' actions, and streamlining the permitting system and modifications to the zoning code to promote the goals of the DSP.

Δ Public/Private Coordination

Fundamental to both the immediate and long term success of the DSP is to expand, strengthen, and coalesce the public and private sector institutional network serving downtown. Without the invigoration and coordination of this institutional network, the multi-purpose planning and layered implementation of programs requiring the involvement of many entities will not be possible.

The public and private sectors should work together to foster programs/project-specific coalitions and initiate the means for coordinating and bringing together downtown businesses, residents and other interest groups to prioritize actions needed to implement the DSP.

Examples include the process for initiating assessment districts throughout downtown, and a partnership of industries, government and labor to define an industrial policy for downtown.

Δ Program Initiatives

In conjunction with, and building on the establishment, reinforcement and strengthening of downtown's institutional network, joint public/private programs are needed downtown. With changes initiated in the regulatory and administrative structure governing downtown, and the reinvigoration of public/private capacity to deliver services on a tight budget and with measurable performance standards, programs should be initiated that will leverage and stimulate further investment downtown.

Examples of programs include the development of community facilities for residential neighborhoods, streetscaping and tree planting projects, and expansion of police and sanitation programs.



PROVIDE FOR LONG TERM IMPLEMENTATION

The Downtown Strategic Plan presents a comprehensive outline of policies, programs and projects to realize the full potential of downtown to 2020. While the Interagency Downtown Coordinating Committee will prepare a detailed multi-year Downtown Action Program, it is clear that in light of current and projected scarce and dwindling government resources, alternative sources of funding will need to be found. Moreover, resources will have to be leveraged among multiple sources. After examining the potential resources available to

the fund the Downtown Strategic Plan, it is apparent that the most significant source of revenue is found in, and must come from downtown itself. Downtown generated revenue takes two primary forms:

Δ From the private sector: most investment downtown has been and will be private, but more is needed. Benefit assessment districts will need to be established to ensure the cleanliness and safety requisite to maintaining downtown's economic viability, and other sources of private capital will need to be raised to support on-going management, training and smaller scale capital projects.

Δ From the public sector: tax increment financing is one of the few resources available to local government that provides a renewable, locally generated and controlled and flexible source of funds. Downtown generated tax increment should continue to flow to support the continued economic vitality of downtown for the city and region, and to spur the economic revitalization of the surrounding inner city through investment in key infrastructure, economic development and building projects which would result in new private spending in the inner city.

These potentially substantial sources of revenue must be coupled with significant public and private investments, such as transportation funds, and with other traditional and non-traditional resources to sustain the economic health of downtown and with it the city and region. As demonstrated in the "Why Downtown" section of the plan, downtown is one of the primary centers of employment and revenue for the city and region, and therefore the economic health of the city and region is inextricably tied to downtown's continued economic vitality and resilience.

Through this proposed Program for Action and recasting of the roles and responsibilities of the public and private sectors in a more unified and focused effort, the potential of downtown envisioned in the Downtown Strategic Plan will begin to be realized and its potential fulfilled.



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VII

DOWNTOWN LOS ANGELES 2020

The history of Downtown Los Angeles suggests that four times in two centuries its citizens have been capable of re-imagining it and then going on to re-construct it according to their vision. The Downtown Strategic Plan presents the chance to form Downtown Los Angeles for a fifth time.

The First Los Angeles existed from 1787-1880 and was a pueblo of Spanish origins with its economic life based on agriculture.

In the period 1880-1900 it grew into a town. This Second Los Angeles was generated by the intense wave of immigration and migration brought about by the arrival to the region of the transcontinental railroad and by significant improvements in roads and utilities.

Between 1900-1940 the Third Los Angeles was created as a city with a commanding physical presence. Downtown became its center and a large array of towns, new and old, were connected to it through the interurban transit system. The infrastructural improvements that established Los Angeles as one of the great cities of the world began during this period. An extensive water system, a transit system, a harbor, an airport were all constructed as the foundation of future economic prosperity. Downtown was developed as a beautiful urban place of broad boulevards and parks, elaborate bridges and public works, grand public buildings and imposing commercial blocks. Pershing Square became the symbolic center of the region and Broadway its commercial heart.

The Fourth Los Angeles grew into a metropolis. It was generated in the period 1940-90 through the commanding influence of the automobile as a determinant of mobility and development patterns. Fueled by massive post World War II westward migration, Los Angeles grew beyond its urban limits determined by rail corridors and pedestrian neighborhoods and districts. Post-war national policy was designed to encourage automobile-induced development. Infrastructural changes, principally in freeway, airport and flood control projects, induced massive land development in Southern California. At 5,000 square miles, it became one of the largest areas of metropolitan sprawl in the world.

Downtown continued to play a prominent role in the life of the region as the center of its centers, eventually becoming the predominant Western financial center and one of the most important on the Pacific Rim. But, as accessibility by automobile became omnidirectional within the basin, a variety of other competing sub-centers emerged. Economic growth was increasingly attracted to them. The physical development that accompanied this growth generated a sense of fragmentation within the metropolis and diminished the functional and symbolic importance of Downtown.

THE FIFTH LOS ANGELES



In response to disinvestment, congestion, air pollution, *de facto* social segregation and other intense economic and social problems and physical decay caused by uncontrolled metropolitan growth, a new regional model is emerging in Los Angeles. Downtown has become simultaneously the core of the region and the center of the inner city at the heart of the Los Angeles basin.

Many signs of this new Los Angeles are evident: Extensive rail infrastructure and electric trolley bus transit improvements are under construction; localization of retail activity is generating active pedestrian districts all over the basin; preservation of existing building resources and increased selective densification are conserving low-density neighborhoods as they generate new multi-use neighborhoods and districts; new and ecologically sound practices in water conservation, recycling, sewage treatment, and air pollution controls are in place.

The forces of growth and change currently in place in Los Angeles favor the revitalization of Downtown into the clear and prominent center of a great world city.

The Downtown Strategic Plan proposes the policies and projects and directs the actions that will make this vision possible. The Downtown of 2020 will be significantly different from the place we see today. However, the changes that will bring it about will be slow and incremental. The Plan suggests a long-term outcome through exciting, short-term changes in the economy, the administration and the physical composition of Downtown. All of these changes are very difficult to observe and to assess. But their cumulative effects will be truly transforming.

With the full implementation of the Plan, how will the Downtown of 2020 be different from the Downtown of today? Imagine:

Workers can commute between their homes and jobs, without a car, in far less time than it takes to drive today. There are day care centers located near the transit stations, as well as near major employment centers like the Market Square and the garment district. During lunch, people walk to the Grand Central Market for fresh produce and gorditas, or take the completed Angel's Flight up to the top of Bunker Hill to shop, exercise or relax. People routinely ride the light rail or trolley bus, which comes every 3-5 minutes, to another district to have a special meal or shop at an outlet store in the garment district.



Many immigrants and those with lower educational skills have been able to get jobs working in Downtown manufacturing districts, which now contain over 5,000 new small businesses in jewelry manufacturing, import-export of electronics, specialty fish and produce products, and start-up clothing design houses. Access from LA International Airport and the Port have vastly improved with the completion of the Alameda Corridor, and the Eastside Truck Staging and Access improvements. Day care is conveniently located nearby work, and it is safe to take the transit home in the evening. Many workers participate in the softball and soccer games which are held every night at Market Square, and also regularly attend the outdoor celebrations at Plaza St. Vibiana.

After work, there are half a dozen cultural events and workshops scheduled at the Broadway/Spring Arcade, ranging from avant garde dance to a gallery exhibition to a great blues cabaret. Getting home is a minimal hassle, either by walking along Hill, Olive or Hope Streets down a landscaped pedestrian street to one's home, or by taking the transit back to a pleasant neighborhood outside Downtown. There are ample opportunities to stop by the Downtown Partnership Center to improve one's language and business skills, or to tutor a youngster who is part of the neighborhood mentor program. In short, Downtown is a vital place, offering enormous opportunities for people from the inner city to enrich their lives in economic, cultural and social ways.

People who live Downtown have an incredible choice of lifestyles and dwelling units to choose from — from a live/work loft with 14-foot ceilings in an historic building to a 2-story townhome with a small private garden to a high-rise apartment facing on South Park Square with commanding views of the now visible San Gabriel Mountains. There are one-of-a-kind shops located along the pedestrian and transit streets, and the circulator bus runs from 6AM to 2AM throughout Downtown's districts allowing you to eat dinner in Chinatown, Little Tokyo or at one of the bistros near the Disney Concert Hall.

One of the most fun aspects of living Downtown is nearby presence of after work and weekend activities, including the volleyball tournaments which rotate among the various residential parks, the movie festivals on 7th Street Promenade, and readings by young poets conducted in the magnificent Central Public Library. Downtown is the place to live if one is interested in the visual arts, dance, music and theater, especially because of the small performance and gallery spaces which feature classes and presentations of emerging younger artists who live and work along the Broadway Arts District. The neighbors have chosen to live Downtown over other parts of Los Angeles because of the incredible cultural, racial and economic diversity of its residents. It is an exciting time to be a part of the Downtown community.

Downtown boasts a significant number of low-cost housing units which are geared to those people who are getting their lives back in order. The San Julian Commons is a neighborhood where housing, food, health care, counseling and job training are provided for those who need these services. Virtually no one sleeps on the streets, but can choose between services in Central City East or similar transitional centers located in other LA neighborhoods. Property owners and residents from South Park have formed a neighborhood maintenance district, and hired people from the shelters to work on crews which plant flowers, sweep sidewalks, collect recycling material, and patrol and clean the four-acre park.

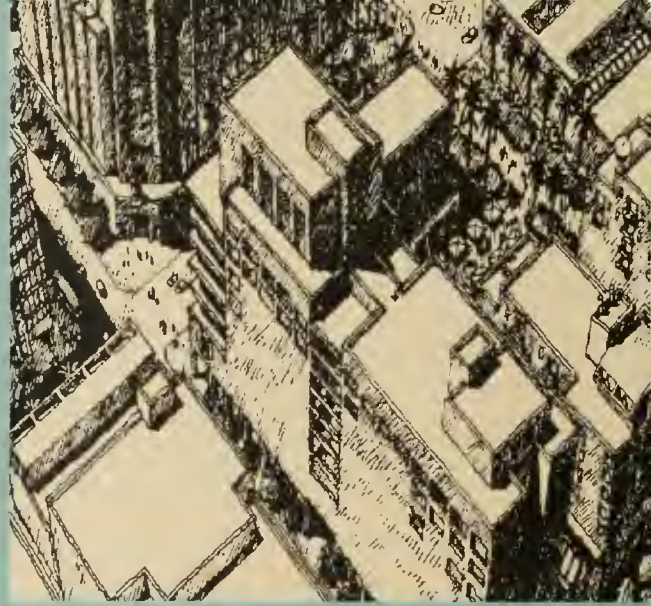
Coming Downtown to shop or attend a convention is an extravaganza because of the variety of goods that are available, ranging from outlet bargains to sophisticated chic. This is the place to shop in Los Angeles, a combination of Melrose Avenue, the Venice Boardwalk, Union Square in San Francisco and Temple Street outdoor markets in Hong Kong. The trolley bus is especially convenient for visitors, as different loops go by the major hotels, the convention center, the outlet markets, Broadway, Little Tokyo, Chinatown and the Seventh Street Promenade.



It is also convenient to ride the arts/entertainment trolley, which connects Elysian Park and Dodger Stadium, the LA River Park, Downtown galleries and theaters along Broadway and near Bunker Hill, as well as the museums and sports stadia in Exposition Park. Downtown has become one of the regular stops to take in for those visiting Southern California from around the world. A favorite day trip is to start at Universal Studios, then ride the train to experience the real Hollywood, and continue on Downtown on the subway to shop at Market Square, the California Mart High Tech Fashion Museum, which features a giant billboard screen flashing the latest look from Tokyo, Paris, Berlin and Milan. Before going home, visitors have dinner at a Broadway eatery and listen to the fusion sounds of a Salsa/Jazz/African band which just played on the Tonight Show.



Downtown also offers a vast range of economic opportunities for young entrepreneurs, newly arrived citizens and recent graduates from high school, college and professional schools. There is the Jobs Center, which combines specific training classes taught by some of the top professionals who work Downtown, with mentoring and tutoring programs for people who live Downtown and in nearby neighborhoods. People interested in starting a business can use the New Ventures Network, staffed by executives from the major banks and corporations who are on loan to the Center. Together, the executives and the prospective investors draft their business plan applications to the Downtown Economic Fund, which provides seed funds for new businesses who locate Downtown and hire workers who live in the inner city.



Downtown LA Tomorrow is a melange of faces, ages, places and activities. It is a place which contains the excitement of new ideas, thriving neighborhood activities and small businesses within a physical structure which is immediately understandable to a first-time visitor. People feel safe walking around during the day and night, and early morning runners claim the sunrise along the Los Angeles River is one-of-a-kind. Downtown is a good place to be.

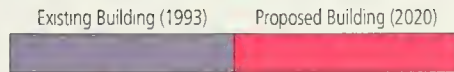


There are many success stories to be told of young people from East LA and Watts who participated in the high school mentoring program, started working in a business Downtown, received specialized training during the evening, and eventually began their own businesses. Downtown has become the best place in Southern California to launch a career in the arts, law, design, running an import-export business and learning the hotel/restaurant trade.





DOWNTOWN LOS ANGELES 2020



According to the DSP, Downtown Los Angeles in the year 2020 is projected to have grown by 27 million square feet of commercial space and 18,000 dwelling units. The particular distribution of buildings in this drawing is merely illustrative. Based on the strategies outlined in the Plan and through the incremental completion of the open space, transportation and built form frameworks, the specific physical definition of Downtown in 2020 will unfold in a largely predictable manner. Actual locations and sequences of development projects will depend on thousands of decisions made by public and private interests.

Figure 18: Downtown Los Angeles 2020

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Reference



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